

**EVALUATION AND LESSONS LEARNED**  
**INNER CITY DEVELOPMENT SPECIAL OBJECTIVE:**  
**PEACE AND PROSPERITY PROJECT**

**USAID/JAMAICA**

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## EXECUTIVE SUMMARY

The Peace and Prosperity Project (PPP) addressed crime and violence in two of Kingston's inner city communities. The US\$3 M project was designed to improve the economic and social conditions of Grants Pen and Standpipe, in order to promote peace and prosperity. It was administered by USAID/J-Car's Economic Growth Office. PPP was implemented by the Kingston Restoration Company (KRC) between March 2001 and November 2004, with a Limited Scope Grant agreement extended to September 2005 to facilitate sustainability.

All activities were implemented successfully in varying degrees. KRC has shown managerial and technical capacity to deliver project components, either directly or through sub-contractors. However, the project impact was weakened by KRC's top-down management style and its limited communications skills with the community, as stakeholders were not empowered to take ownership of the project.

Successful activities with high impact at solving difficult problems:

- The skills training program was complemented with three other programs when it was found that members of the population needed extra help with literacy, social skills, and behavioral problems.
- The employment program was key for the double benefit of addressing socioeconomic problems and being seen by the community as directly related to the reduction of crime and violence in the PPP area of influence.
- Introduction of a microenterprise program which offers micro lending and business training to borrowers who do not qualify to participate in the banking system. The microenterprise program becomes self-sustaining in the community once introduced.
- One-day conflict resolution workshops for the community at large, rated by local CBOs and community members as a highlight of the PPP, and seen by some as a direct cause of the reduction of violence and crime in the project area.
- The sports activities had several benefits: they became the vehicle for reluctant young males to participate in PPP, served to start building trust with police and project staff, and instilled in young people a sense of community, fairness, and discipline. Furthermore, groups who used to fight each other learned to compete peacefully.
- Most programs carried out at schools and churches were aimed at children. An investment in teaching children peaceful conflict resolution and other social skills is an efficient long-term strategy to transform society.

With all its successful programs, PPP cannot be considered a success today because it does not have built-in sustainability. Most programs have ended without continuity plans. The ultimate success of a pilot project should be measured by its sustainability. Successful activities which are not sustainable serve to raise expectations and then disappoint those who had hoped to improve their community and the quality of their lives. PPP can be rescued, since it ended at the time when the community started to gravitate towards it, and therefore would welcome its return. PPP-type activities (and related PERF-type activities) need to be continued on a “bridging” basis to prevent loss of momentum and for an additional 1-2 years on a programmed declining basis to seek to achieve sustainability.

## GLOSSARY

CBO	Community Based Organization
CIDA	Canadian International Development Agency
CMC	Community Management Committee
DRF	Dispute Resolution Foundation
ERP	Employment Readiness Program
EXED	Excelsior Community College
HEART/NTA	Human Employment and Resource Training/National Training Agency
KRC	Kingston Restoration Company Limited
MEFL	Micro Enterprise Financing Limited
MSI	Management Systems International
NGO	Non-governmental Organization
PALS	Peace and Love in Schools
PCDC	Professional Continual Development Program
PERF	Police Executive Reform Program
PPP	Peace and Prosperity Project
USAID	United States Agency for International Development
UWI	University of West Indies

## INTRODUCTION

The objective of this report is to evaluate the impact of the Jamaica USAID mission's inner city activities to identify lessons learned, and to make recommendations for the sustainability of project activities. The lessons learned are also meant to inform planning for new USAID activities in the 2005-2009 Strategy period under the updated Democracy and Governance Strategic Objective (SO13) of "Increased Accountability, Citizen Security and Participation." A parallel evaluation report covering a Community Policing pilot project in Grants Pen, among other things, has also been written, and is relevant in looking at USAID's total effort and results achieved.

## BACKGROUND

The PPP was designed to address crime and violence in two of Kingston's most volatile inner city communities, as the Jamaican economy has been adversely affected by these problems. In response, a five year, US\$2.6M project was designed to improve the economic and social conditions of the inner city communities of Grants Pen and Standpipe. It was administered by USAID/J-Car's Economic Growth Office. The implementing agency, the Kingston Restoration Company (KRC) started operations in March 2001 and finished in November 2004, except for a Limited Scope Grant agreement extended to September 2005 to facilitate sustainability of various activities.

These communities, especially Grants Pen, the larger of the two, had been polarized, stigmatized, and fragmented by their political, territorial, and other divides. Other deep-rooted obstacles were a high incidence of unemployment, as high as 39% of the potential labor force of 4,855 persons; low literacy and numeracy levels, a culture of dependency on the government; and lack of opportunities, bordering on social exclusion.

The project had two complementary components:

- IR1) Increased employment and entrepreneurship opportunities
- IR2) Improved community capacity for conflict resolution

The activity areas towards the achievement of these goals were:

- Residents gaining employment
- Creating new businesses and assisting existing ones
- Reduction in major crimes
- Conflict resolution programs implemented and sustained
- Residents participating in conflict resolution programs

The specific initiatives geared to achieving the goals included:

- Establishment of a Peace Center
- Provision of skills training
- Placement of residents in jobs
- Provision of technical assistance to micro and small business firms
- Provision of training in conflict resolution

- Provision of training in mediation
- Establishment of homework centers
- Upgrading of Basic School facilities
- Establishment of Computer Laboratories in two primary schools
- Establishment of uniformed groups
- Staging of Peace Day Concerts
- Staging of sports festivals and competitions
- Upgrading of playfields

Thus, the Project had a very broad approach and embraced opportunities for economic and social development to benefit a total population of approximately 9,000 residents in the two communities. USAID reports that initially the momentum of activity implementation was extremely slow, but as a consequence of recommendations of a mid-term evaluation of February 2003 the momentum of the project increased significantly. This was verified by this evaluation, which found that the implementation pace accelerated considerably, and all programs were implemented.

## ANALYSIS, FINDINGS AND CONCLUSIONS

### 1. PROJECT DESIGN

The Grants Pen and Standpipe communities were selected from an original list of 16 candidates, which was narrowed down to five. The criteria for selection included geographic centrality to a larger area, strategic importance to surrounding activities, and moderate but not extreme community problems, with a positive trend already underway. Specific criteria were: unemployment (high), private sector participation, level of violence (not too high),<sup>1</sup> Agency involvement, CBO/NGO strength, entrepreneurship, definable boundaries, and critical mass. An added factor for the selection was the need for political balance—each of the communities selected supports a different political party. The selection criteria served to identify two communities ready for the kind of intervention offered by PPP, and the high levels of participation, including interaction between members of opposing parties, attest to the appropriateness of the selection criteria.

Since the community was somewhat organized and some CBOs were already operational, leaders were selected among non-political individuals who headed CBOs as well as churches and schools. As many of the same leaders are still involved (and accepted) in PPP-generated activities, we can conclude that the selection method was appropriate, considering the constraints of an area seen as a dangerous place. To broaden participation, CBOs need to be strengthened and given a stronger role in decision making at project design, program selection, and implementation.

The focus of the PPP was appropriate to its broad objectives of community economic development and conflict resolution in a manageable demonstration area, with

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<sup>1</sup> The Grants Pen “don” had been eliminated by the police before the project started, and candidates for replacement were discouraged by the community.

comprehensive activities addressing an interrelated set of problems (employment, business, conflict). PPP was a pilot, experimental project where unconventional new activities were tested. These resulted in intangible results such as improvement of self-esteem and feelings of self worth, and hope for a better life for residents of the project area. These results are difficult to measure but are reflected in the acceptance of and dedication to project activities by community members.

The most important weakness of project design was lack of a sustainability plan as an important activity during implementation. This lack of planning, together with a management style that did not always encourage community participation, caused most PPP programs to stop rather than go through a smooth transition to a new stage, as would have been the ideal situation and the true test of success.

**Finding: With some adjustments that will be discussed in this evaluation, the main success of PPP was its design. It achieved a transformation in the lives of residents of two communities described as “battlefields,” allowing them to acquire the tools to resolve conflict peacefully, and hope for a better life. The most important weakness of project design was lack of a sustainability plan, which at the end of PPP jeopardized its long lasting impact.**

## 2. PROJECT MANAGEMENT

The PPP was managed directly by a staff member of KRC assigned as project manager. Of the five years originally assigned for project implementation, the actual project life was about three years. KRC indicated that they needed to do a new needs assessment before they could start delivering the programs, and the initial stages of implementation were slow. After one and a half years into the project, KRC set up a Community Management Committee (CMC) in Grants Pen, and later another CMC in Standpipe. KRC chaired the CMCs and set the agenda of their meetings. Thus the role of the community in management was somewhat passive, particularly at the beginning.

As shown in its progress reports, KRC delivered a wide array of programs and activities, either directly or (in most cases) subcontracting with third party organizations. This is the strong side of KRC management, the technical and managerial ability to deliver the project products. The following table shows the different programs and the entity responsible for implementation.

**Table 1. Programs under PPP**

<b>Program</b>	<b>Responsible entity</b>
Establishment of Peace Center	KRC
Professional continual development program PCDP (Skills training)	HEART/NTA, EXED
Personal development program	HEART, schools
Employment Readiness program	KRC
Professional development program (literacy)	Peace Center (KRC)
Risk reduction training in conflict resolution	UWI Dr. W.Abels/Stella Maris



Program	Responsible entity
Microenterprise	Micro Enterprise Financing Limited
Mediation training	Dispute Resolution Foundation
Conflict resolution training	Dispute Resolution Foundation
Uniformed groups	Girl Guides and Brownies, Boy scouts, Cub scouts.
School mediation and conflict resolution	PALS
Homework centers	Barbican Baptists Church, Upper Room Community Church, Shortwood United Church.
Upgrading of school facilities and playfields	KRC

PPP activities under KRC were generally successful: job training and creation, business attraction, and conflict resolution in several forms. The fact that all activities succeeded contributes to the overall success of PPP. A general reason for success is that, after a slow start, management became competent to carry out the multiple coordination and implementation activities; specific results include an effective job training and placement program, business attraction, and the involvement of competent specialist organizations to carry out conflict resolution programs.

As far as community involvement is concerned, even with the creation of CMCs, community organizations and individuals labeled the KRC management style as “top down.” Consultations with subcontractors and a group of community members (see Annex 3) revealed that the community did not feel like the owner of the PPP but rather the recipient of programs decided by KRC. Even though KRC based its programs on a needs assessment, the community perception is that programs were decided without its input. In addition, the project management changed at least once during the project life, with one individual considered to be very good, but not the other(s). Thus, the quality of management was dependent on the efficiency and effectiveness of the individual in charge at a particular time.

Since PPP has not included any component specifically to promote sustainability, activities stopped suddenly late last year, and without explanation to community members, or a plan, or hope for stakeholders that the successful programs will in any way continue. Recognizing the need to seek ways to sustain the programs, USAID extended KRC’s funding through a Limited Scope Grant Agreement focused on sustainability issues. We see no evidence of new efforts that would in fact lead to sustainability, beyond the lease extension for the Peace Center. KRC appears to treat PPP as already completed.

**Finding: KRC has shown managerial and technical capacity to deliver all project components, either directly or through sub-contractors. However, the project impact was weakened by KRC’s top-down management style and its limited communications skills with the community, as stakeholders were not empowered to take ownership of the project.**

### 3. IR-1: INCREASED EMPLOYMENT AND ENTREPRENEURSHIP OPPORTUNITIES

#### A. Employment

A main activity to help residents with employment programs was a skills training, or Professional Continual Development Programme (PCDP), carried out by HEART/NTA and Excelsior Community College. These trainings were designed by matching the training needs of the residents with the areas of need in the labor market. By the end of the project, four hundred residents had trained in more than a dozen skill areas.<sup>2</sup> The goal was to employ about 20% of the unemployed by placing 360 persons in jobs.

The skills training program started slowly because participants could not attend training and support themselves and their families for the duration of training (at least six weeks and some up to six months), so the dropout rate was high, and because high rates of illiteracy among residents were an impediment to most trainings.

The first problem was corrected by establishing stipends and free transportation to training sites; the second was addressed with remedial literacy and numeracy classes (the Personal Development Programme) carried out by an expert in remedial education at the Peace Center.

Literacy training was not the only remedial program necessary to help the skills training participants gain employment—two more programs had to be set up:

- The Employment Readiness Program (ERP). Since many trainees had no previous job experience and needed guidance to function in a job environment, KRC added the ERP to help residents of Grants Pen and Standpipe with counseling, personal grooming and work ethics, securing documents, etc. In addition, ERP created a bridge with the private sector by inviting Human Resources professionals to make presentations and interact with the trainees. This served to sensitize the business community about the difficulties of job seekers from a stigmatized community to find jobs.
- Some young male trainees suffered from psychological problems which were not addressed through ERP. For them Risk Aversion and Behavior Modification, a group counseling program, was set up through the University of West Indies. An analysis of this program is included under section 4.B.4.

These training activities resulted in the placement of 414 residents in new jobs, exceeding the targeted number of 360. Considering that the estimated unemployment population in the PPP area was about 1,900, this means that 22% of the unemployed were placed in new jobs, which is a significant result.

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<sup>2</sup> Cosmetology, housekeeping, food preparation, cable installation, computer repairs, auto mechanics, electrical installation, drapery making, upholstery, interior decorating, tailoring, waitering and bartending, computer training, women's construction, and carpentry.

Jobs were found through a number of avenues. The Human Resources professional contracted for interviewing and screening was also charged with finding jobs, and KRC sought local referrals from various sources, including members of its Board of Directors, and results of a job fair. Table 2 shows the increase in the number of jobs secured during the last two years of PPP:

**Table 2. Employment through PPP<sup>3</sup>**

Year	Target	Actual	Grants Pen		Standpipe	
			Male	Female	Male	Female
2001	20	10	10	0	0	0
2002	60	26	4	13	5	4
2003	180	147	51	53	14	29
2004	100	231	65	120	13	33
Total	360	414	130	186	32	66

The connection between job creation and reduction in crime and violence was pointed out to the team by a number of community members, and the best example given was the reduction in crime in the Standpipe area, attributed to a significant extent to the jobs created by the construction of the new American Embassy nearby.

**Findings:**

- **PPP succeeded in creating employment for a significant number of the unemployed, and had the flexibility to adapt to the needs of the trainees with additional activities which were essential for success, but not foreseen at design time. This adaptation may have saved the training program.**
- **Job creation is not only a desirable outcome to improve the socioeconomic situation of residents, but directly linked to the reduction of crime and violence. However, at the end of the PPP this successful and necessary program was discontinued, and provisions for the future are not clear at present. Thus, expectations raised in the community for training and eventual employment will not be fulfilled unless this program is in some way revived and sustained over time.**

**B. Entrepreneurship Development and New Business Creation**

Under this activity the program aimed to assist the creation of 10 new businesses and improvement of 50 existing businesses. KRC's Community Liaison Officers in Grants Pen and Standpipe facilitated the initial linkages between micro-business operators and the subcontracted lender, the Micro Enterprise Financing Limited (MEFL).<sup>4</sup> This was a successful partnership, because community members needed to know that they could trust an unknown lender. MEFL is a non-profit corporation incorporated in 2002 with a

<sup>3</sup> Source: KRC's 9/30/2004 report

<sup>4</sup> Only Grants Pen businesspeople were interested in credit. It is not clear why Standpipe businesspeople have not shown interest in borrowing, although this team was told that loan amounts were found to be too small. One group is at present under formation.

C\$2.12 million grant for start-up costs from CIDA.<sup>5</sup> Its operating funds come from the Bank of Nova Scotia. MEFL targets inner city communities, especially in Kingston.

### Technical Support and Business Development Training

MEFL delivers two two-day workshops, where microentrepreneurs learn strategic steps for developing and sustaining their businesses. This technical training is accompanied by basic mentoring on personal attitudes, grooming and behavior, not unlike the ERP (see above). Thus, microentrepreneurs who, for the most part, are for the first time exposed to any training receive a well rounded initiation meant to improve their social lives, in addition to access to credit for their business. The technical subject matters taught are product design, marketing, capitalization, and staffing. As a follow up to the workshops, participants are informed of micro credit.

MEFL uses a group lending modality for first time borrowers, who borrow in groups of 2 to 5 persons who jointly guarantee repayment. There is no formal guarantee required. Interest is 1% per week, and payments are made weekly. Loan sizes range between J\$6,000 and J\$20,000 (US\$100 – US\$340).<sup>6</sup> If participants develop a positive record of repayment, they become eligible for individual lending, for higher amounts and lower interest rates. As of September 2004, 91 Grants Pen residents received loans amounting to approximately J\$2 million (US\$34,000), as per the following distribution:

**Table 3. Group lending to Grants Pen Residents<sup>7</sup>**

Year	Total	Male	%	Female	%
2003	14	2	14	12	86
2004	77	20	26	57	74
Total	91	22		69	

In the view of microentrepreneurs consulted (see Annex 4), micro loans have helped them improve their business as they did not have access to other sources of credit before. However, violence in Grants Pen is still harming their businesses, and business and commercial activity is limited for fear of violence. That factor, together with lack of trust among community members and between community members and the police, was the problem cited as the main obstacles for their businesses to thrive.

In the view of MEFL Management, since the end of PPP, and combined with the impact of the September hurricane, violence and crime have returned to Grants Pen, impacting the ability of microenterpreneurs to do business and even repay their loans. Loan delinquency in Grants Pen is high: 9 of 21 groups are behind in their payments as of June 2005<sup>8</sup> and MEFL is not granting new loans at this point in Grants Pen. In the perception

<sup>5</sup> CIDA's additional technical assistance to establish MEFL on a sound footing could reach C\$3 million.

<sup>6</sup> Comparing with bank rates and amounts, interest is very high and amounts very small. It must be taken into account that microentrepreneurs do not have access to bank lending, and their alternative is the informal moneylender, who may charge higher rates and create unhealthy dependency.

<sup>7</sup> Source: KRC's PPP 9/30/2004 report

<sup>8</sup> This amounts to a delinquency rate of 43%, as compared to an overall MEFL delinquency rate of 6% as of December 2004.

of MEFL the bike police patrols are no longer seen as before, and the criminal element has returned. This view of worsening security conditions is not shared by many other interlocutors.

If these problems can be overcome, the microenterprise program would have natural sustainability in Grants Pen, without any help from KRC or any other intermediary, as business people have learned to know and trust MEFL and would demand its services if MEFL resumes its lending in the community.

**Finding: PPP was successful at introducing a microenterprise program in Grants Pen; Standpipe has not yet shown much interest. MEFL is a young and dynamic organization, with Canadian support from CIDA, and oversight and financial commitment from the Bank of Nova Scotia. Borrowers appreciate the opportunity to borrow money formally for the first time, but are suffering in their ability to repay loans, a problem that they attribute to the high rates of violence and insecurity in Grants Pen. Thus, the success of the microenterprise program is directly and highly dependent on the reduction of violence and crime—real and perceived—in Grants Pen.**

#### **4. IR-2. IMPROVED COMMUNITY CAPACITY FOR CONFLICT RESOLUTION**

This part of the report is organized in three sections:

- A. The Establishment of Peace Centers
- B. Specific Activities for Conflict Resolution
- C. Additional Community Activities Aimed at Addressing Conflict

##### **A. Establishment of Peace Centers**

A Peace Center was established in Grants Pen in January 2002 in a location considered politically neutral. PPP took a long-term lease on the building and remodeled the interior to accommodate the various programs: counseling, personal development, skills training, microbusiness development, and conflict resolution. PPP also outfitted the Center with nine computers and a copying machine.

In February 2004 the Jamaica Library Service established a Branch in the Peace Center with 625 books collected in a USAID book drive. It is reported that approximately 50 residents visit the library on any given day. When the Peace Center manager, who is a KRC staff member, ends her assignment in September 2005 the Library Service has promised to continue to operate the Grants Pen Library.

The PPP programs carried out at the Peace Center were the ERP program, computer training, literacy and numeracy, and a feeding program for indigents with donated food. These activities were discontinued when the PPP ended, including the feeding program (not part of PPP), as program staff were the volunteers who delivered the meals. The only Center activities going on now are the Library and the use of the computer room, plus the weekly meetings of uniformed groups and the CMC.

KRC reports that the lease arrangement will continue until December 2006. It must be added that the Peace Center's annual operating expenses are estimated at JA\$1.2 million (US\$20,000).<sup>9</sup> USAID needs to decide if or how to cover this expense, perhaps with the use of a bridging mechanism to continue operations in the immediate future. Without additional programs to justify its use, both the original investment<sup>10</sup> and the operation of the Peace Center will become inefficient investments. Thus, the Grants Pen Peace Center may have outlived its usefulness. If PPP activities are to be restored, some could be carried out in the new Community Services Facility to be completed in September 2005, in various CBOs, or in the Library, assuming it will take over the Peace Center.

In Standpipe no Peace Center per se was established, but instead the community chose to outfit the Resource Center already in place with 14 computers, furniture, and other office equipment. Because of its emphasis on IT, the Resource Center is planning on exploring service activities as a source of income. At the end of PPP, all Center activities are coordinated by the St. Margaret's Church Outreach program. The Resource Center is staffed by a community liaison, but funding for this position ends in June 2005.

PPP activities in Standpipe were considerably less than in Grants Pen. Also, the management capacity of the CMC has not been developed to the point where its members can with confidence undertake new initiatives. A meeting with five members of the CMC<sup>11</sup> revealed that the most appreciated aspects of PPP were the involvement of community members in a community management council (although this came near the end of PPP), the provision and training in computers, the use of local labor in construction, and training in conflict resolution and job skills. They also cited sports training combined with conflict resolution, a music program, and the establishment of uniformed groups. The CMC members expressed dissatisfaction with the top-down style of management used by KRC, illustrated by the playfield design in New Providence Primary, which was contrary to what the community wanted.

**Finding: The Peace Center in Grants Pen and the Resource Center in Standpipe were the hubs where PPP activities took place. With the end of PPP the Peace Center is underutilized, and funding for staffing the Resource Center ends in June. A bridging mechanism by USAID could address the review of their usefulness, and search for alternatives and ways for the Standpipe Resource Center to self-sustain.**

## **B. Specific Activities for Conflict Resolution Training**

### Mediation training

The project, through the Dispute Resolution Foundation (DRF), trained 82 mediators, (exceeding the target of 75), each of whom received 40 hours of training in basic mediation. The positive result of this activity is that 82 people have learned the skills to deal with conflicts in a peaceful way through mediation. However, the ultimate goal of

<sup>9</sup> Source: KRC report of 6/30/2004

<sup>10</sup> US\$370,000 for renovation and furnishing of Grants Pen and Standpipe centers. (Source: budget in KRC's proposal)

<sup>11</sup> See Annex 2

having the newly trained mediators carry out mediations in both communities did not materialize to a significant extent. Only four mediations were carried out at the Grants Pen Peace Center by two mediators. A few mediators perform informal mediations in the community, and some religious leaders who were trained use their skills with their congregations. No records are kept of these mediations.

Limited mediation activity is perhaps the main shortcoming of the PPP. The reasons identified are:

- According to DRF, participants in the mediation training were not well informed as to why the training was offered (to establish a community service), and some believed it was part of the skills training program.
- Even if they were interested in providing the service, 40 hours of basic mediation training does not qualify trainees to mediate. The basic instruction needs to be complemented with observation of five mediations by expert mediators, and mediation of three cases under supervision, before they are certified to mediate on their own. Very few trainees who received the basic mediation participated in this follow-up part of training, as the cost of this activity was not included in the project to cover a stipend and transportation to the DRF, as was the case with basic training.
- Community members did not benefit from outreach activities to learn of the advantages and availability of the service. This could be accomplished through several activities:
  - i. Through scheduled chats by “corner mediators” whereas mediators meet with neighbors, to talk about problems before they become serious, and in the process learn about mediation
  - ii. By distributing leaflets to strategic locations (Peace Center, police station, etc.)
  - iii. By setting up a referral system with police, the courts, etc.
- In some cases residents preferred to use newly-trained police to mediate rather than a local resident.

**Finding: Eighty-two people in the PPP area are better equipped to resolve conflict peacefully, and “the ripple effect” was significant, according to the testimony of many residents and leaders. However, the multiplying benefit through a program of community mediations was minimized due to communication and design problems. The specialized agency, the Dispute Resolution Foundation, was contracted to do the training but did not have decision-making input on the training program, including outreach. Future funding for conflict resolution should rely on the experts’ knowledge and experience to design the best program.**

#### Conflict Resolution Workshops

These one-day workshops for the community at large received high marks from participants, and are seen by some as directly linked to the reduction in the crime and violence rates in the two PPP areas. DRF reports that 12 workshops were carried out with an attendance of between 9 and 30 participants each, and that attendance could have been improved had they taken place on a different day of the week. The Saturday’ workshops

were not well attended by working people for whom Saturdays are set aside for shopping, housekeeping, running errands, etc. In other programs, DRF has good experience writing letters to employers, who allow their employees to take a work-day off.

**Finding: CBOs and community members rate the workshop activity as a highlight of the PPP, and see it as a direct cause of the reduction of violence and crime in the project area. Reinstatement of this program would be very much welcomed by all.**

#### Risk Reduction Training in Conflict Resolution

A team of social scientists from the Department of Community Health and Psychiatry, UWI, in partnership with the Stella Maris Foundation, delivered training at the Upper Room Church to

- 160 males under the age of 10,
- 154 males under the age of 14,
- 150 males under the age of 17,
- 200 female netballers of all ages

Thus, 664 children were trained in conflict resolution, social skills, peer resistance, assertiveness, and alternatives to drug use. As an offshoot of this PPP activity, the UWI and the Catholic Church through the Stella Maris Foundation are entering into a new partnership, “Family and Child,” to work at parent education, counseling, and teacher training.

**Finding: 464 male and 200 female children acquired skills to deal with conflict in a peaceful way, plus other social skills. This PPP program spawned a follow-up activity which, although not identical, can be seen as a way of sustaining the PPP program.**

#### Risk Aversion and Behavior Modification

The same team that worked with children under the Risk Reduction training in Conflict Resolution program (UWI and Stella Maris Foundation) reached out to young males between the ages of 18 and 30, delivering training in Conflict Resolution, Assertiveness, and Social Skills between October 2002 and October 2003, combined with the job skills training program. Two groups of 18 and 20 young men, respectively, participated in weekly two-hour sessions during six months. These men were found to be suffering from lack of motivation, poor conflict resolution skills, low emotional intelligence,<sup>12</sup> and problems with authority figures (fathers and police). The program used sports both to attract participants and as a vehicle for the Life-Skills training.

Members of the second group were given a pre- and post-test questionnaire to note changes due to the program. The results were:<sup>13</sup>

- Increased Emotional Intelligence—by 13%
- Decreased reported marijuana smoking—30-22%

<sup>12</sup> Emotional intelligence refers to the ability to identify feelings and learn how to deal with them.

<sup>13</sup> Source: Dr. Wendel Abel



- Increased condom usage—60-80%
- Decreased promiscuity—30-10%
- Increased awareness of the harmful nature of drugs

All members of the second group were placed in a job after graduation.

**Finding: The Risk Aversion and Behavior Modification program targeted the most difficult and dangerous social group, young males who were identified as “untrainable” due to their behavioral and attitudinal problems. Community members consider this program an important factor in the reduction of crime and violence in the project area. It would be essential to reinstate it, together with work skills training, for the double purpose of keeping young males off the streets for the good of society, and of helping them in their personal development.**

#### Peace and Love in Schools (PALS)

PALS was implemented in the New Day Primary and Junior High School. It consisted of education for teachers, training and mentoring for students in peer mediation, and work with parent-teacher meetings. The PALS curriculum is done as independent study in the upper school, while in the lower school it is integrated in various subject areas.

A report on the effects of the PALS program at New Day by the School Vice-Principal, Ms. Benjamin,<sup>14</sup> indicates the following:

For two years the staff and students of New Day Primary and Junior High school were exposed to the PALS program. The program was extremely beneficial, given the school location (Grants Pen) where students and pupils seem to use hostility as an outlet of their problems.

PALS successes are listed by Ms. Benjamin:

1. Overall conflict decreased
2. Approximately 50% less conflicts were reported to the Administration
3. Trained peer mediators help to sort out problems, especially at break time
4. Noise level is down
5. PALS continuing visits helped within the classrooms, especially in the most difficult ones
6. Marked improvement in behavior and attitude toward learning
7. PALS trainers interacted very positively with teachers, and were highly appreciated.
8. Teachers and administrators have changed for the better.
9. Relationships at the school have improved, with more tolerance, understanding and patience.
10. The program has helped the writer (Ms. Benjamin) become more tolerant and understanding.

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<sup>14</sup> Included in a PALS report for the period April-June 2003.

A final statement of concern by Ms. Benjamin indicates the following:

“The majority of mediators trained have gone on to High School. We recommend that Mediators be trained from the Grade Four level so that they could be in the Primary system for at least two years. Finally, all gains will be lost if the program is stopped now.”

In fact, activities were cut off when PPP ended.

**Finding: In a violent environment, the long-term value of teaching children the tools to handle conflict peacefully cannot be overstated. PALS is a recognized organization that did a good job, but the results are limited to the individuals trained, not the new children in school. To become self-sustainable, PALS needs an average of six years of continuous work in a school; that is the approximate time it would take for teachers to internalize the learning, change their own antisocial way of resolving conflict, and become mediators and trainers themselves. This is conflict prevention at its best and should be continued.**

### C. Additional Community Activities Aimed at Addressing Conflict

#### Uniformed Groups

The project provided funds for leader training and uniforms. The goal was to establish six uniformed groups (three in each community) including Boy Scouts, Cub Scouts, and Girl Guides and Brownies. In Grants Pen, seven volunteers were trained as leaders of the brownies and girl leaders groups. Two groups of approximately 25 brownies and 30 girl leaders were set up. The participating girls enjoyed good interactions with each other, considering that they came from different neighborhoods and schools who otherwise would not have had contact with each other, and they felt free to talk about problems.

In Standpipe 17 leaders were trained, and groups of Boy Scouts, Cub Scouts, Girl Scouts, and Girl Guides and Brownies were organized, with an original enrollment of 197 children. At present more than 100 children are enrolled, most of them from the New Providence School and a few from other schools. Attendance is limited, because operational issues were never resolved. The groups do not have a dedicated space but instead share classrooms, a situation that sometimes creates problems. As activities are held after class, problems of illumination, for instance, are a concern for child safety. At present only five volunteers are active. The project did not guide uniformed groups organizers in program sustainability.

#### Support for Existing Community-based Initiatives, and Development of Community Facilities

Under this program several schools and churches received support for their programs, equipment and training. The New Day School received 15 computers and is offering training for residents. The Barbican Baptist Church, Upper Room Community Church,

and Shortwood United Church received support for homework assistance and remedial education of children. Participation ranged between 75 and 120 children per batch.

- **Stella Maris Foundation:** 12 youth clubs, ages 14 to 30, trained in leadership and life skills. Group leaders work together like teams, and participate in sports. A prerequisite for participation is conflict resolution training.
- **Basic school upgrade:** in 9 of the 11 schools in the Project area, 25 teachers completed the Early Childhood training. Furniture was delivered to six schools in Grants Pen and three in Standpipe.
- **Upgrading of playfields:** The upgrading of the football fields in New Day Primary and High School in Grants Pen was highly appreciated by the community, as it allows the playing of games between groups that in the past would fight each other. There is also positive synergy with another USAID project—community policing—which organizes games, and provides uniforms and prizes.

Upgrading of basketball and netball courts in New Day Primary and Junior High School in Grants Pen, and St. Margaret’s church and New Providence School in Standpipe, have run into problems, to the point that the courts in the Standpipe sites cannot be used as they were left incomplete by the contractors at project’s completion.

**New Day Primary:** The community’s perception relative to this community is that the playing field at New Day Primary and Junior High was to be leveled, with a cricket pitch, water sprinklers, planters, and multi-purpose court resurfaced. The water sprinklers were not installed. As the fields are to be used by the public, the school and KRC disagree as to the installation of public toilets. The school is reluctant to let the public use the school toilets and had requested building some public ones, to which KRC did not agree.

**St. Margaret’s Church:** The community leaders reported that the community’s request was for a netball court, but what was delivered was a basketball court. Building materials for the proposed netball court have been delivered to the site and are stored in the changing room/toilet facility of the basketball court. There seems to be enough available land to build the netball court, although a couple of squatters are close to the land. As a consequence of the storage of materials in the toilets, these cannot be used. In addition, unfinished building work includes fencing and lighting.

**New Providence School:** According to the Standpipe CMC members who showed us the fields, the basketball and netball courts were not build according to the design agreed by the community, which would have allowed for simultaneous play of more than one game at a time. The land was not used efficiently, with an area left unused and the placement of (unsolicited) big planters and benches too close to the nets, which render the courts unusable.

**Music program:** the PPP provided musical instruments and an instrument teacher for five months to the New Day Primary School. The program has developed an ensemble of drummers and percussionists who perform at events in Grants Pen.

**Peace day concert:** The annual peace day in 2002 was held at Grants Pen's schools, sponsored by PALS and funded by PPP.

### Sporting Competitions/Events

PPP recognized the importance of sports in uniting fragmented communities by

- Channeling young people's energy and time into socially accepted and healthy activities;
- Building self esteem, discipline and good sportsmanship of participants; and
- Helping change the image of two generally stigmatized communities.

The project provided equipment and uniforms. KRC reports that approximately 700 residents participated in football, netball, and cricket competitions during the project. A prerequisite for participation in sports activities was a one-day conflict resolution workshop. This training was well accepted by participants.

The sports activities were carried out in cooperation with the police under USAID's Community Policing Program (PERF), which ran simultaneously with PPP after October 2002. In addition to the benefits listed above, the sporting activities were instrumental for the success of both projects with the community, as the starting point of trust building both with police and project personnel. Sports events were a catalyst for young men's participation in PPP activities.

**Finding: The target groups of the various programs supporting existing community-based initiatives under PPP were children and youth. These are the age groups where an investment of funds and other resources will yield the best results, in the long run. The sports activities had several benefits: they became the vehicle for reluctant young males to participate in PPP, served to start building trust with police and project staff, and instilled in young people a sense of community, fairness, and discipline. In addition, groups which used to fight each other found a way to compete peacefully. For these reasons any new program in the PPP area should include a sports support component as a priority.**

## UNRESOLVED ISSUES

### 1. Sustainability

The overriding unresolved issue is the sustainability of PPP programs. No sustainability plan was included during project implementation, and most project activities ended in November 2004. In a parallel Civil Society program MSI is working to strengthen the capacity of CBOs in the PPP area, in an effort to enhance the sustainability of the PPP. Stronger CBOs would be better able to sustain activities, but they will need an additional

injection of funds to reinstate programs. MSI's contract ends in September 2005, which presents a related sustainability issue.

The focus of traditional development efforts, physical infrastructure and government institutional strengthening, completion of which could be more or less predicted, has switched to experiments in social transformation, aimed at modifying personal and group behavior at the base of society. These goals, if at all successful, take a period of time which is unknown at project start, and tend to take longer than the regular project timeframe of five years or less. How long can donors sustain their involvement?

The challenge for PPP was to create change in two of the most problematic inner city communities of Kingston. PPP was received with suspicion and skepticism by a population used to fend for themselves at best, but usually addressing their socio-economic problems through the violent, criminal element. It took time for the agencies involved to gain trust and to persuade opposing groups to work together and believe that there is a better way. Crime and violence in both communities has decreased, and businesses are cautiously returning or establishing themselves in Grants Pen and Standpipe.

Without employment creation, skills training, and conflict resolution, it will not take long before idle young people forget what they learned, lose hope, and revert to the old ways. Criminal elements may again find fertile ground in Grants Pen and Standpipe for their activities, and PPP will become one more experiment that did not take root and failed to transform society.

## **2. Unfinished Playfields**

The evaluation team visited St. Margaret's Church and New Providence school in Standpipe, and New Day school in Grants Pens, and were shown the unfinished basketball and netball courts that cannot be used as they stand today. Consultations with KRC did not shed light as to how to resolve these issues, but it is clear that perceptions of what was agreed and who should bear responsibility are wide apart. In the case of the schools, both sides claim that their plans were approved by the Ministry of Education. According to community members, in the three cases what was delivered was not what the community had requested, and KRC is not responding to requests for a dialogue.

## **LESSONS LEARNED**

### **What worked well in PPP:**

#### **1. USAID Approach**

The multifaceted approach aimed at reducing crime and violence by engaging in a whole array of issues that affect the inner cities residents was a positive lesson, and it should be taken into account when designing other interventions in similar situations. Of particular note is the combination of job creation and income generation programs with conflict resolution and other socially-oriented programs programs, because, as the community

recognizes, much crime and violence are caused by poverty and unemployment, particularly among young men. This comprehensiveness was the main strength in project design, since it achieved personal transformation in residents' levels of self esteem and self worth.

The emphasis on children by one of the specific conflict resolution programs (PALS), and all of the additional programs supporting community activities, guarantees that the investment of resources will yield the best long-term returns in terms of learning how to deal with conflict peacefully and preventing future crime.

USAID's pairing-up of PPP with the Improved Citizen Security and Participation in Democratic Processes project for community policing (known as PERF) seems a success, as both projects supported each other in building trust and joined forces in popular programs, particularly the sponsoring of sporting events. This is in spite the short overlapping time of both projects, as PERF started near the end of PPP.

## **2. KRC Policy of Total Inclusion in Training**

When some PPP residents were found to have difficulties affecting their participation in the employment program, rather than excluding them KRC created new programs to address their needs. Thus, the skills training program was complemented with several other programs to attend to the special needs of some residents (lack of social skills, attitudinal problems, illiteracy). It is likely that the same issues will arise in other inner cities projects, and therefore this lesson should be carried into future employment training planning.

## **3. Microenterprise**

After the microenterprise program was introduced to the community by PPP, it needed no further support from the project, as community members have learned to appreciate and trust the service, which includes not only credit for those who did not have other formal access to loans before but also training to make sure that the borrowers will become efficient businesspeople. Thus, it must be taken into account that a reliable microenterprise program only needs to be introduced to the community at the start of a project, and after a short period of time it can attain natural sustainability.

### **What did not work well:**

## **4. Sustainability**

The main weakness of project design was the time gap between end of project and possible replication, risking possible loss of key human resources or other organizational capacity, and forgetting lessons learned. Successful activities which are not sustainable serve to raise expectations and then disappoint those who had hoped to improve their community and the quality of their lives. In spite of its positive results, the PPP cannot be considered a success today, because it ended at the time when the communities started to gravitate towards it. Further assistance is needed to achieve sustainability.

## 5. Listen to the Community

The executing agency did a good job at delivering the project components, and, in many instances, consulting with the community. However, the overriding comment of community leaders was the top-down style of management shown by KRC, as explained in some examples such as the playfields. They were not built according to community needs. As a result construction was delayed by community opposition and today they are not being used. They are valuable assets and need to be used.

In an inner city project it is imperative to involve the community from the first interaction, from the definition of their needs, then in project design, including decision on use of funds. This is essential if the community is expected to take ownership of the project, and strengthen rather than weaken the trust with donors and the participating members of the formal sector. The community has the capacity to understand their own problems and to craft their own solutions, in dialogue with specialists. In the process, individuals gain experience, grow, and are able to undertake new challenges. The common denominator for those activities that have been most successful is the level of community involvement in decision making, and when programs responded to their perceived needs.

## 6. Listen to the Specialists

On at least one occasion, the specialized agency sub-contracted (DRF) recommended activities that were not included in project design, but that would have helped the acceptance and success of the program.

When a specialized entity is entrusted with an activity or project component, it should have the freedom to use the methods it knows can deliver the results expected. The executing agency should refrain from changing the work methodology and, if budget constraints force a cut, such a decision should be made in close consultation with the specialized entity involved.

## RECOMMENDATIONS

### **Recommendation 1: Resolve dispute over playfields**

It is recommended that the Dispute Resolution Foundation or a similar entity be engaged to act as neutral facilitator of separate meetings between:

- USAID, KRC, and St. Margaret's Church
- USAID, KRC, Ministry of Education and New Day School
- USAID, KRC, Ministry of Education and New Providence school,

taking into account the lack of completion of the playfields that render two of the courts useless as they stand, and the protracted nature of the dispute with KRC. The meetings should serve to review the reasons that led to the present standstill and, more importantly,

to find ways to move ahead with the finishing of the courts, assigning a timetable, funds, and responsibility for construction work as well as supervisory responsibility.

### **Recommendation 2: Sustainability of PPP**

It is recommended that the new Democracy and Governance project being considered by USAID continue support of PPP activities in the project area, for a limited period of time, and this should be covered in the new project design document.

### **Recommendation 3: Build a Bridge**

It is recommended that MSI's contract, which ends on September 30<sup>th</sup> 2005, be extended to at least until December 31<sup>st</sup>, 2005. The present MSI CIV/JAM program should also include reviving the PPP programs indicated below, thus bridging PPP programs with future USAID projects and maintaining the possibilities for sustainability. Goals should be set according to the funding available. Appropriate funding should be assigned for the following:

#### Employment:

Restore the job training program, with its complementary programs, as needed: ERP (Employment Readiness Program), Risk Aversion and Behavior Modification (behavioral problems), and Personal Development (literacy program). It is suggested that this program be implemented by KRC, based on the positive quantitative results and qualitative user assessment.

#### Community Mediation Program.

To establish a community mediation program, it is recommended that the Dispute Resolution Foundation (DRF) be engaged for the following:

- A one-day refresher class to persons trained as mediators under PPP who did not complete training
- To those qualified and interested, who participate in the refresher class, the completion of training consisting in:
  - Observation of five mediations
  - Mediation of three cases under supervision

Sufficient funds should be assigned to complete the training, stipend, and transportation costs (to minimize costs, the observation of mediations could be replaced by mock mediations under supervision). In addition, the program should include community outreach to inform neighbors of the advantages and availability of mediation, as well as information materials in the form of flyers or brochures. Police and the Courts should be made more aware of the mediation service, and establish a referral system.

The Community Mediation Program should be placed under the responsibility of one CBO, or one in each community, to keep track of mediation records and have a quality



control system, including periodic meetings of mediators to exchange experiences and learn from each other.

### 3. PALS

Restore the PALS program in the New Day Primary and Junior High school during the second semester of 2005.

### 4. Small grants for CBOs

Assure that MSI has enough discrete funding for small grants to the CBOs it is supporting under CIV/JAM to restore some of the most promising and high-impact programs under PPP in Grants Pen and Standpipe.

## Annex 1

## USAID PPP PROJECT EVALUATION – MAY/JUNE 2005 INTERVIEW LIST

<b>Name</b>	<b>Organization</b>
Morin Seymour	Kingston Restoration Co (KRC)
Patricia Balls	PM Office for Development Former PPP project manager
Zaida Arguedas	League of Women Voters
Robert (Bob) Olson, community policing advisor, Michael Simpson, Inspector of Police, and Patricia Samuels	PERF
Dr. Carolyn Gomes ED	Jamaicans for Justice
Angela Baker, Manager	Grants Pen Peace Center
Bryan Jacas and Lisa Davis Bennett	Community leaders
Letitia Black, Manager	Stella Maris Foundation
Noris Jackson	Mediator, lay magistrate
Danna Parchment, Director Karen Gentles, Paul Hines	Dispute Resolution Foundation
Rev. Ian Muirhead	Upper Room Community Church
Rev. Dave Hazle	Shorwood United Church
Ms. Ornsby, Mr. Edwards	HM New Day Primary School Sports Master
Geof Brown, Dr. Trevor Hope, Joan Witter, Anthony Simpson, Al Alexander	Standpipe Community Management Committee
Willy Clark-Okah,	Canadian High Commission
Georgia W. Scott ED	Youth Opportunities Unlimited
Debra Williams, ED	Microenterprise Finance Limited
Monica Gordon, Principal	New Providence Primary School
Janilee Abrikian, Director	PALS
Dr. Wendel Abel	Psychiatrist, UWI
Kerry-Jo Lyn, Project Manager (by phone)	Stella Maris Foundation
Earlando Burton, Georgia Smith, Jennifer Coote, Lisa Davis-Bennet, Janet Henry, Susan Senior, Debrolyn Hilbert	Grants Pen community members
Wayne Manderson	KRC's ERP manager
Jackeline Fagan –by phone	Uniformed groups Grants Pen
Jennifer Brown, Sharon Reevy, Kimberly Brooks, Alton James, Monica Bruce	Microentrepreneurs
Ian Johnson, field loan officer	MEFL
Dr. Winston Green – PNP	Caretaker Standpipe area
Courtney Brown	SDC
Maureen Webber	PNP
Judith Sinclair –by phone	Uniformed groups – Standpipe

## Annex 2

26 May 05: Meeting with Community Management Committee: Standpipe

Participants: Geof Brown, committee member and St. Margaret's Rep. on this committee  
 Dr. Trevor Hope, committee member and St. Margaret's Rep. on this committee,  
 Joan Witter, member community development outreach,  
 Anthony Simpson, chairman and business owner in community  
 Al Alexander, Director IT Resource Center and member of committee

1<sup>st</sup> Exercise: Things about the project that were positive:

- Training of community members in computers, conflict resolution, interior decoration, and electrical
- Involvement of community persons in community management council
- Sport training combined with conflict resolution and music
- Basketball/netball court most visible contribution combined with IT resource center to community.
- Involvement of church representatives in project. St. Margaret's and Provident
- Establishment of uniform groups, (scouts, girl guides etc.)
- IT Resource Center with internet
- Outreach to community—Staff person Al Alexander is community liaison. A community resident but funding support for this position ends in June 05.
- Training of community mediators (4 persons from community had extensive training-certified but not Justice of the Peace. 100 members of community received one day mediation training
- Involved business community (one meeting only)
- Construction of play area served as bridging factor in community
- Used community skilled labour (approximately 50 people) on infrastructure projects.
- Basic schools (3) received furniture, cupboards etc., teachers received early childhood training
- Entrepreneur training

Challenges: Standpipe Community: did not work, did not work well enough, or could have been better.

- Lack of effective community liaison, including not working with Youth clubs at outset of project
- Meeting between business community & KRC, but not between business community and community
- Top down decision making not bottom up. Illustration—Provident primary school play field design contrary to what community wanted. Final product resulted in limited use of some of the space thus placing more pressure on the play areas at St. Margaret's facility
- Play facility (basketball) planned and built, but no management or maintenance plan for facility. (Result is that youth use facility for activity for which it is not designed: i.e. biking on a special turf. Lack of security of facility)
- KRC never responded the communities concerns in this regard.
- Initial plan was for netball court, but what was delivered was a basketball court. (Different dimensions limit use of facility for these two sports. [Note: Materials for the netball court were delivered and are being stored in the bath rooms of the playing field. Plan for netball court are unclear, meanwhile material for same are idle.]
- Community's hope was for an international standard netball court.

Annex 3

GROUP MEETING WITH MEMBER OF THE GRANTS PEN COMMUNITY.  
May 31<sup>st</sup> 2005.

What was positive about PPP? <sup>15</sup>	Voting
1. Remedial classes	
<b>2. Skills training</b>	<b>2nd</b>
<b>3. Conflict resolution training</b>	<b>1st</b>
4. Job creation	
5. Entrepreneurship programs	4th
6. Sporting talent enhanced	3rd
7. Uniform groups	
8. Parental skills	
9. Computer training	3rd
10. Exposure for management team (learned how to manage)	
11. Employment readiness program	4th

Which were the problems with PPP?

1. Reluctance of community members to finish programs	
<b>2. Wrong start: no consultation with community</b>	<b>1st</b>
3. No continuity of programs (one shot: for instance, cable installation)	
<b>4. Bad/poor management CONSOLIDATED WITH 6.</b>	<b>1st</b>
5. Community did not know enough about PPP	2nd
<b>6. Self centered decisions</b>	
7. Talk shops (promises unfulfilled)	2nd
8. Students trained without test of abilities	
9. Highly politically motivated	
10. Criminal elements not targeted/impacted	
11. Waste of funds (most money spent outside project – consultants, etc)	2nd
12. Small business did not receive assistance as promised	
13. Job creation quota not met	
14. No sustainability plan	
15. No capacity training for management team, as promised	
16. Project ended unofficially/abruptly	
17. Beautification grant not visible	
18. CMC left hanging/dismantled	2nd

<sup>15</sup> Answers listed in the order generated

## Annex 4

Meeting with microentrepreneurs  
June 2<sup>nd</sup>, 2005

### What is for you the most positive aspect of the microenterprise program?

Answers are listed in the order they were generated

1. **We can get a loan to start/improve a business (voted by the group as the most important aspect)**
2. Microenterprise program put my business back on track
3. Helped me diversify
4. The savings requirement

### What are the problems with the microenterprise program?

1. **Because of violence we cannot do business the way we want (voted as most important)**
2. Loan was too small
3. Sometimes we cannot pay on time (and then we pay late fee)
4. **Lack of trust:**
  - **Among community member**
  - **Between community and police (voted as second most important)**
5. Interest on loans is too high
6. Group loan is a problem: when one member refuses to pay the others are responsible.

The group volunteered observations on PPP that impact on them and their ability to do business:

- Young men are the problem: need to train them and generate jobs for them
- Sports events unite the community and help generate business