

Final Internal Project Evaluation

Reduction of Economic and Human Loss and Displacement by
Natural Disasters through Community-based Resilience-
building and the Capacity-building of the Government at
All Levels in Papua New Guinea



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1. LIST OF ACRONYMS

AROB	Autonomous Region of Bougainville
BHA	Bureau for Humanitarian Assistance
CSO	Civil Society Organisation
CCA	Climate change adaptation
CCDA	Climate Change and Development Authority
CBP	Community-based planning
CBDRM	Community Based Disaster Risk Management
DFAT	Department of Foreign Affairs and Trade
DMT	Disaster Management Team
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
FDG	Focus Group Discussion
KII	Key Informant Interview
IOM	International Organisation for Migration
LLG	Local Level Government
OISCA	Organization for Industrial, Spiritual, and Cultural Advancement
NARI	National Agriculture Research Institute
NDC	National Disaster Centre
NDRFF	National Disaster Risk Reduction Framework 2017-2030
NEC	National Executive Committee
NWS	National Weather Service
PNG	Papua New Guinea
PDC	Provincial Disaster Centre
SOP	Standard operating Procedures
SDG	Sustainable Development Goal
UN	United Nations

2. EXECUTIVE SUMMARY

This report details the findings of the final internal evaluation conducted in the framework of the project *Reduction of economic and human loss and displacement by natural disasters through community-based resilience-building and the capacity-building of the government at all levels in Papua New Guinea*. In accordance with IOM and BHA Evaluation Policies, six standard OECD-DAC evaluation criteria have been used to guide the evaluation process.¹ Gender equality and social inclusion (GESI) approach was also considered in the drafting of key findings and recommendations.

2.1 Evaluation purpose

The evaluation was commissioned by IOM Papua New Guinea (PNG) and conducted by a certified internal IOM evaluator. The purpose of the evaluation is to assess the achievement of results and sustainability of action and formulates practical recommendations to help strengthen the design and implementation of similar activities in the future. The evaluation aims to inform an internal audience - IOM country office team, specialized units of regional and global offices - so that the lessons learned and recognized good practices are internalized as well as inform an external audience, offering the donor an overall analysis of the sustainability and impact of the project at the end of its implementation.

2.2 Evaluation scope

The evaluation covers the entire period of the project implementation, from 27 August 2020 until 26 February 2023. The evaluation covers the eight targeted communities (Lanku, Tavana, Valaur, Biem Island, Zumara, Karel 1, Drimgas) in six provinces, including the Autonomous Region of Bougainville (AROB), East New Britain (ENB) Province, East Sepik Province (ESP), Morobe Province, Southern Highlands Province (SHP) and the Western Province (WP). Field visits, which took place from 21 February to 3 March 2023, were conducted in three locations including AROB, WP, and SHP and the national capital district.

2.3 Project Objectives

The main objective of the Project was to *contribute to the reduction of economic and human loss and displacement by natural disasters through building community-based resilience and the capacity of government officials at all levels in Papua New Guinea*. The project focused on four outcomes:

- O1. The core national and international Disaster Management agencies and their coordination mechanisms effectively utilize available resources, especially trained human resources, to timely assess and respond to the areas affected by natural disasters and to increase preparedness and resilience to natural disasters in disaster-prone communities;
- O2. The Provincial Governments take actions to maintain their preparedness and respond to natural disasters in line with their respective Provincial DRM Strategies and Standard Operating Procedures;
- O3. Vulnerable communities in disaster-prone areas implement mitigation measures on disaster risks and maintain resilience; and
- O4. Long-term IDP communities are more integrated to host communities or reintegrated into their original lands.

Project activities supported and fostered partnerships with key stakeholders such as the National Disaster Centre (NDC), the Provincial Disaster Center (PDC) and Community-Based Disaster Risk Management (CBDRM) committees, as well as the donor, humanitarian partners and other development actors.

¹ Relevance, coherence, effectiveness, efficiency, impact and sustainability. See USAID - Bureau for Humanitarian Assistance - Technical Guidance for Monitoring, Evaluation and Reporting for Emergency Activities - February 2022

2.4 Key findings, conclusions and recommendations

On the relevance of the project:

The project activities and outputs are consistent with the intended outcomes and objectives. Key learnings from previous phases were well integrated into the project design, but some recommendations from previous evaluation reports have not been addressed.

The activities conducted in the scope of the project tackle many of the gaps and opportunities identified in the literature on DRM in PNG and align with the priorities identified by governmental, institutional and community partners in recent reports, focus groups and consultations. The activities implemented helped structure more integrated DRM systems by engaging national and provincial stakeholders in shared trainings and DRM strategic planning. While the needs for greater CBDRM planning and activities is evident in PNG, the relevance of the activities prioritized in the targeted communities varies.

Recommendation 1

To inform the development of future projects, IOM should do a stock-taking exercise on its DRM programming to map the results achieved so far; discuss challenges, lessons learned, impact and sustainability; and devise effective ways to engage with DRM stakeholders going forward.

Recommendation 2

To ensure that activities implemented with limited project resources are and remain relevant in the context of PNG, plan to engage substantively with the communities during the process of selection of CBDRM priorities to guarantee that the activities are linked to DRM and contributing to the project outcome.

On the coherence of the intervention:

The project activities and outputs are well aligned with the national policies and increase coherence at provincial and community levels. The project rationale pertaining to the CBDRM and DRM plans clearly builds upon the results of previous projects, except for the activities focused on food security, where the knowledge acquired through previous projects is not as well integrated.

The project does not always successfully create synergies and linkages with other DRM interventions. Information management is one of the dimensions of the project activities which was identified as challenging to do coherently. The activities implemented by IOM were relevant, but they were not always designed or implemented with the objective to complement existing information systems or build on existing technical capacities for monitoring and early warning.

Recommendation 3

To increase DRM coherence, IOM should engage more consistently with DRM stakeholders and use existing channels to coordinate and share information. IOM should seek to embed more effectively its work in national structures and take the necessary steps to increase access to existing knowledge, resources, data and early warning systems through formal information exchange mechanisms.

Recommendation 4

At the community level, the CBDRM plans should be promoted as critical tools to achieve greater coherence to identify priorities for action, so that all partners can contribute and build upon the foundations established in the 16 communities where IOM supported CBDRM planning with US funding.

On the effectiveness and efficiency of the implementation:

Most of the project outputs and outcomes were achieved in accordance with the stated plans. Multiple factors have influenced the achievements of the project's expected outcomes, most notably the COVID-19 restrictions on domestic travels, which affected the implementation of the activities in the communities and the delivery of the trainings at the national and provincial levels. IOM informed the donor about the challenges related to the COVID 19 crisis and took the necessary steps to adapt.

Monitoring of activities was sporadic and did not inform changes or adaptations to ensure project effectiveness. Many of the community activities were implemented late in the project cycle and incomplete at the time of the visit. Moreover, challenges were raised by key informants in relation to the project management and guidance available to project staff in the field. Corrective measures were taken but it is difficult to assess whether it will prevent similar issues from occurring in the future.

All the stakeholders met during the evaluation reported being very satisfied with the CBDRM trainings, planning and activities. The CCCM and BBS trainings were highly regarded by the stakeholders, and the DTM trainings were also deemed to be highly useful in the PNG context. Key informants in PDCs spoke highly of IOM staff and partnerships. However, some key informants indicated that information regarding the project activities did not always reach relevant stakeholders.

Overall, resources have been converted into results. Considering the scope of the project, with 24 activities implemented in 8 provinces, the structure and size of the team implementing the project appear commensurate with the number and complexity of the activities planned. The costs related to project implementation reflect the real costs of operating in PNG. Through its projectized structure, IOM adds capacities in terms of management and oversight, financial monitoring, communications and visibility.

The bans on travel and assembly did not allow the ToT activities to be implemented as initially planned. A no-cost extension of 12 months was requested to allow the completion of all activities. The extension did not include significant changes to the budget and activities planned to be delivered. However, the number of activities originally planned appears high and may have affected the capacities of IOM to implement within the agreed timeframe. Even outside the context of the global pandemic, it would have been advisable to have a more realistic timeline, especially considering Governments' procedural timelines and capacities, and the fact that partners are solicited and engaged in simultaneous DRM activities.

Recommendation 5

Monitoring should be fully integrated as part of the project workplan, to ensure oversight of/guidance to staff working remotely, adherence to IOM standards and procedures, and technical discussions on the project results and adaptations required. Monitoring risks, activities, outcomes and budget systematically would help IOM identify problems and bring corrective measures in a timely manner, and improve operational effectiveness, impacts, and response coordination.

Recommendation 6

To ensure more effective project management, detailed quarterly or bi-annual workplans should be in place for all project staff. This would help clarify roles and responsibilities and coordinate actions to advance project results. It would also help senior management increase information-sharing and coordination with external partners and guide the work to be undertaken by the project manager, the project officers and field staff/offices. Regular coordination meeting, including senior management meeting would improve coordination and communication internally and externally.

On the impact of the project:

Outcome 1: For most stakeholders met during the evaluation process, the trainings provided by IOM were the only form of professional development available to build DRM capacities. The BBS training effectively equipped communities with practical and applicable knowledge and technical skills for more resilient community planning practices. The CBDRM training was highly valued and positively impacted the targeted communities even though continued support would be required for trained facilitators to genuinely integrate women the consultative processes. Examples of the impact of the CCCM training of trainers were also observed during the evaluation. Finally, stakeholders reported that the DTM training and reports had positively contributed to improving disaster assessments and operational response. Partners trained as trainers mentioned feeling better equipped to manage disaster and support their communities. However, some of them had not been involved in delivering trainings, limiting their likelihood to actively use and disseminate the knowledge gained beyond the project period.

Outcome 2: Through this project and precedent ones, IOM helped with the development and/or review of 12 Provincial DRM plans. The fact that activities requiring extra time would be planned over consecutive projects was deemed critical in achieving long-term, structural results. While there is evidence that IOM helped sub-national government representatives integrate the needs of local communities, IOM's role in the DRM review process was not always clearly articulated in project documents or interviews with KIIs.

Outcome 3: According to many KIIs, the most significant change brought by the project pertains to the process of bringing communities to work together towards common goals. Moreover, the selection process driven by the PDC was also deemed adequate to prioritize communities in a way that strengthens ownership of authorities. Due to various factors, some of the community activities were not adequately planned or did not yield the expected results. Moreover, at the time of the evaluation, some of the CBDRM activities were not finalized, thus limiting the evaluators' ability to assess their impact. More involvement from IOM staff is required to discuss the impact and sustainability of the activities with the communities.

Outcome 4: The scope of the activities undertaken under this outcome was not commensurate with the needs of the communities assisted and the activities do not appear to be well integrated as part of a broader plan to increase farming capacities, food production, community development or rural entrepreneurship in PNG.

Recommendation 7

IOM should consider reducing the number of activities and communities it targets, with a view to invest in quality partnerships, ensure that the skills and community structures are practiced and internalized, and provide the necessary guidance to its beneficiaries at all steps of the process. This would contribute to increase the overall impact of the activities and help improve coordination and information-sharing.

Recommendation 8

To meaningfully contribute to improved agricultural practices, IOM's activities should be scaled up to more communities, with adequate follow-ups and monitoring in place, during a longer period of time. Proposing separate projects to support the resilience of IDP communities may be more appropriate to adequately address the needs and provide the conditions for long-term impact.

On the sustainability of the project:

Institutional partners' plans to use the training materials or support capacity building without support by IOM were not clearly articulated during the period of the evaluation, nor in the documents reviewed as part of the process, although the NDC is undergoing changes which could lead to more emphasis on areas of programming which were supported by the project.

At the provincial level, some PDCs demonstrated excellent capacities and indicated they were planning to build on the project results, including the DTM network and capacities. However, as it currently stands, most district and provincial DRM stakeholders do not have the resources and capacities required to support DRM planning and preparedness in communities at-risk.

At the community level, most of the beneficiaries met during the field visits had already discussed and identified their next CBDRM priority. Community representatives also identified steps they could take to improve DRM, such as creating monitoring committees and regular community dialogues on DRM. The sense of ownership of the communities was clear in most of the field visits and discussions. The activities supported through the project contributed to validate the CBDRM planning process and demonstrate what the communities can achieve through consensus building and planning. CBDRM plans were used as a fundraising tools and other partners had funded some of the priorities.

The integration of local knowledge has effectively contributed to the development of relevant, sustainable and impactful CBDRM resources and strategies. Furthermore, the fact that the trainings gathered a diverse set of stakeholders from the same district or community was highlighted by many participants as bringing tremendous value to the process and contributing to create long-lasting changes in the capacities of stakeholders to coordinate on DRM questions at the local level. In the process, PDC and DRM stakeholders learned the importance of engaging community in identifying their own risks and needs. Similarly, the assessment conducted in IDP communities in ENB province helped the local level government incorporate the needs of IDPs in LLG and Ward Development Plans.

CBDRM planning is also contributing to changing the mindset of the communities. The ability acquired to collaborate and plan collectively is expected to generate benefits well beyond the period of the project. However, communities will need more time and opportunities to mainstream gender in DRM and genuinely integrate women, youth and other groups in DRM governance.

IOM built excellent relationships with the communities where it implemented activities, particularly where CBDRM plans were developed. However, the scope of the activities implemented was very wide, which might have been detrimental to the depth of the engagement in some areas or communities. More regular engagement would help reinforce the capacities introduced in the communities, particularly when requiring shifts from well-established practices and norms. Iteration is also important to sustain the results of the training component, where local trainers and facilitators are expected to become the main conveyer of DRM knowledge into the communities.

The notion of partnerships was central to the processes and perceptions of partners of the project. Many of the stakeholders met during the evaluation process spoke of partnership when asked about the DRM work carried by IOM in PNG. Partnerships can be further leveraged by using the CBDRM plans to achieve collective goals and advance DRM in ways that build upon and complement the work achieved thus far. This will be a key dimension for IOM to contribute to integration of DRM activities and to improve the coherence, effectiveness, impact, and sustainability of its DRM initiatives in PNG.

Recommendation 9

It's important that IOM acknowledges that each activity requires coordination and communication with a wide range of stakeholders, and that partners – at community, local, provincial or national level – have limited capacities, time and resources to truly own the project activities, especially governmental partners engaged in different projects with different partners. Recognizing the absorption capacities of partners and ensuring that what is proposed is realistic and achievable in the timeframe of the project will also contribute to improve local ownership and partnerships for results.

Recommendation 10

Long-term planning and strategic vision are required for IOM to embed sustainably its programming in local structures. One example is the DTM network, which is relevant and impactful, but will require continuous efforts and local ownership to generate rapid and accurate information when disaster strikes. IOM's long-term vision on the training of trainers could also be better defined or explained to partners.

Recommendation 11

Efforts to integrate gender and protection issues in programme activities must be sustained and leveraged to truly support the resilience of the communities targeted through DRM programming. IOM should consider scaling up women-led initiatives and gender-focused DRM programming in PNG. Integrating an understanding of the gendered dimensions of disaster risk and supporting women-led initiatives and organizations would contribute to add value and coherence to ongoing efforts. Strengthening the participation of women and girls in DRM decision-making, implementation, and leadership could also foster sustainable capacities and partnerships within and between communities.



Focus group discussion, 22 February 2023. Due to its location along the banks of the Fly River, the community of Drimgas in the Western Province is known as a “gateway” town, being the first of many small settlements established directly on the river, and the only one with road access to Kiunga, the provincial capital. The organization of community awareness activities in Drimgas impacted several communities in the region and contributed to increasing awareness of the risks and strategies to prevent/mitigate the impacts of natural hazards.



In Drimgas, the procurement, transportation, and installation of two 900 liters water containment tanks, used to bring water by a tap very close to the houses, is a major improvement to the quality of life of the villagers, and contributes to secure access to clean water all year long. Moreover, the new community hall is used for community events. It is now the responsibility of the community, and they understand maintenance will rely on them. During the visit, it was very clear that this community was self-reliant and did not expect external support.

3. CONTEXT ANALYSIS

3.1 Hazards and risks in Papua New Guinea

The 2020 World Risk Index ranked PNG as the world's 9th most at-risk country to climate change and natural hazards, including high exposure to tsunamis, earthquakes, volcanic eruptions, floods, droughts, frost, tides, and cyclones.² With over 462,000 KM of land mass largely covered by tropical forests and some 600 islands, the country's 22 provinces are still difficult to access, with only a few connected by road from the Capital. In addition to climate change and natural hazards, the country is prone to other risks, including violence and industrial, technological or human-caused disasters.

PNG has a population of nearly 9 million people, who speak over 800 languages. The vast majority (87%) lives in rural settings, on coastal zones and near the 56 volcanoes that the country counts, with poor infrastructure and limited access to basic services such as health, education, sanitation, and safe drinking water.³ The rural population relies on fishing and subsistence agriculture, and the society is organized along traditional tribal systems. Discrimination and violence against women and girls are still widespread.⁴

PNG is ranked 156 on the Human Development Index.⁵ The country's exposure and susceptibility to hazards is compounded by the vulnerability of communities, and limited capacities of local disaster management authorities. As the frequency and intensity of climatic events intensifies,⁶ the economic loss due to disaster is evaluated to average 295 million USD annually, equivalent to 1.6% of the GDP.⁷

Between 2009 and 2022, at least 26 major disaster events have been recorded in PNG, displacing hundreds of thousands of people temporarily or permanently.⁸ In 2018, the earthquake in the Highlands Region affected more than 500,000 persons, while the 2021 king tides and post electoral violence also displaced thousands.⁹ According to the PNG National Weather Service, severe drought caused by strong El Niño in 2015-2016 affected about 40 per cent of PNG population, with almost half a million people impacted by food shortages. In 2021, 41,000 people were still living in displacement in PNG, many of whom were unable to return or achieve durable solutions.¹⁰

The findings of the 2017 IOM Displacement Tracking Matrix (DTM) report, "Profiling Internally Displaced Persons in Papua New Guinea" showed that 72 per cent of people displacements were due to natural hazards, and 28 per cent were due to human-induced hazards, such as tribal conflict and ethnic clashes. Insecurity from natural disasters and other human risks is an enduring factor of fragility for the country.¹¹

² World Economic Forum, Global Risk Report 2020. Available online. [WEF The Global Risks Report 2020.pdf \(weforum.org\)](https://www.weforum.org/reports/global-risk-report-2020)

³ Australian Aid - Pacific Risk Profile - July 2021

⁴ Asian Pacific Centre - Atrocity Crimes - Risks Assessment Series - March 2023

⁵ Human Development Index Report 2021-2022. [hdr2021-22pdf_1.pdf \(undp.org\)](https://data.undp.org/publications/hdr2021-22pdf_1.pdf)

⁶ World Bank, Climate Risk Country Profile – Papua New Guinea, 2021. Available online. [Climate Risk Country Profile - Papua New Guinea - Papua New Guinea | ReliefWeb](https://www.reliefweb.org/papua-new-guinea)

⁷ Australian, Pacific Risk Profile - Papua New Guinea. Available online. Consulted on 2 March 2023.

⁸ Australian Aid - Pacific Risk Profile - July 2021

⁹ Australian Aid - Pacific Risk Profile - Papua New Guinea. Available online. Consulted on 2 March 2023.

¹⁰ IDMC - Papua New Guinea Country Profile 2021. Available online. Consulted on 8 February 2023. [Papua New Guinea | IDMC \(internal-displacement.org\)](https://www.idmc.org/papua-new-guinea)

¹¹ Asian Pacific Centre - Atrocity Crimes - Risks Assessment Series - March 2023

3.2 Overview of the DRM governance structure in Papua New Guinea

In PNG, disaster risk management (DRM) is a responsibility of the Ministry of Defense.¹² The Disaster Management Act adopted in 1984 and revised in 1997 has been under reform since 2020. The legislation is purposeful, but the responsibilities set through the Act have not been conducive to adequate coordination between the various levels of governments.¹³ The National Disaster Risk Management Plan (NDRMP) was enacted in 2012 to provide the DRM architecture of the country.

The governance of DRM and risks reduction strategies is ensured by the National Disaster Centre (NDC), while climate change related issues and policies are governed by the Climate Change and Development Authority (CCDA). The NDC coordinates disaster response and surveillance, with responsibility to monitor risks, raise awareness and provide training, and coordinates response operations in the event of a disaster. It is supported by a National Disaster Committee, responsible to operationalise PNG's Disaster Policy, including the National Emergency Plan, guidelines for provincial disaster plans, and advice to the National Executive Committee (NEC) regarding emergency, international relief, and funding for emergency relief. The Committee is comprised of representatives from various ministries (e.g., finance, health, defence, provincial and local government affairs, transport, and infrastructure).¹⁴ There are also provincial, district and local-level disaster committees. The Provincial Disaster Centres (PDCs) are mandated to oversee disaster preparedness and response, and to develop DRM and contingency plans adapted to the local risks. The PDCs report to the Province's Administrators, as heads of the provincial public administration system and decision-maker regarding public grants. The lack of integration from national to provincial authorities on DRM is often cited as a major impediment to effective DRM in PNG.

The Government of PNG and the United Nations (UN) established a Disaster Management Team (DMT). The DMT is the highest strategic coordinating body for international humanitarian assistance in PNG, overseeing and coordinating existing clusters and inter-cluster planning, coordination, and information management in the event of a disaster or response.¹⁵ Many other organizations play a role in DRM, including the PNG Red Cross Society, CARE, World Vision, Doctors Without Borders and church-based organizations. In 2022, international donors funded a total of 16 humanitarian projects in PNG, with an overall value of 6,2 million USD. With funding from USAID/OFDA, IOM has supported PNG partners to strengthen DRM and preparedness since 2013, with activities focused on community-based early warning systems and disaster risk management planning, as well as capacity-building for local and provincial authorities.¹⁶ Other major donors in the areas of DRM, climate adaptation and emergency assistance include the Asian Development Bank, the World Bank¹⁷ and the Australian Department of Foreign Affairs and Trade.¹⁸

¹² PNG Disaster Management Act, 1984. Note that in the Autonomous Region of Bougainville, Disaster Management is the responsibility of the Minister for Community Government.

¹³ National Disaster Centre (2018) Disaster Risk Reduction Framework Presentation to the APEC, 13th Emergency Preparedness Working Group Meeting, Port Moresby, Papua New Guinea, 24-25 February 2018.

¹⁴ [Papua New Guinea – Overview | Resilience Library \(rsrc-resilience-southeastasia.org\)](https://www.resilience-library.org/)

¹⁵ U.S. Center for Excellence in Disaster Management and Humanitarian Affairs, PNG Disaster Management Reference Handbook February 2019. Available online. <https://www.cfe-dmha.org/LinkClick.aspx?fileticket=IN2YmYwpHal%3d&portalid=0>

¹⁶ USAID - Pacific Islands - Disaster Risk Reduction. Available online. Consulted on 8 February 2023.

<https://www.usaid.gov/pacific-islands/disaster-risk-reduction>

¹⁷ [Strengthening the policy and institutional framework for Disaster Risk Management in Papua New Guinea | GFDRR](https://www.gfdrr.org/en/png)

¹⁸ Department of Foreign Affairs and Trade. 2021. Papua New Guinea - Australia's commitment to strengthening climate and disaster resilience in the Pacific. <https://www.dfat.gov.au/about-us/publications/png-australias-commitment-to-strengthening-climate-and-disaster-resilience-in-the-pacific>

4. EVALUATION FRAMEWORK AND METHODOLOGY

4.1 Data sources and collection methods

The Evaluation Matrix, which is provided in Annex 4, provides a detailed overview of the evaluation criteria, questions and sub-questions which have guided the evaluation process. It also underlines the 10 key performance indicators that have been selected for the evaluation.

In total, the evaluator met with 58 key informants over the course of the field visits, including 13 women. Most of the informants (48) were external stakeholders at the local, district, provincial and national levels. Moreover, 74 documents were reviewed and incorporated in the evaluation analysis process, including project documents and 46 external (non-IOM) reports and references.

Several methods were used by the evaluator to gather and analyze data, including:

- **Documentary review:** Relevant project documents (project proposal, logical framework, interim reports, financial reports, training reports and pre-post evaluation results, correspondence), external analysis on risks in the Pacific region and in PNG more specifically, disaster risk reduction (DRR), disaster risk management (DRM), climate change, governance, etc. Annex 3 provides a list of the secondary data reviewed, which includes 28 IOM project documents, 14 government resources, and 32 additional external references on DRM in PNG and the Pacific.
- **Key informant interviews (KIIs) and Focus group discussions (FGD):** Semi-structured and non-structured interviews and group discussions with key project staff, authorities, partners, donor and beneficiaries, adjusted prior to each interview to reflect the role and involvement of the interviewee as part of the project implementation, and to allow for additional probing questions. A total of 58 key informants were consulted in groups or individually, including 29 members of local communities, 4 members of Local level governments, 10 members of Provincial Disaster Centres, 3 members of the National Disaster Centre (NDC) and 10 IOM staff.
- **Observation visits:** Visits of key project implementation sites, notably the four communities, plus other key sites including the Hutjena Evacuation Centre.

The data matrix summarizing the information above is available in Annex 4.

4.2 Data analysis

As with data collection, the data analysis was guided by the Evaluation Matrix (Annex 4). The analysis relied primarily on qualitative analysis of data collected through document review and notes from semi-structured interviews. The evaluator strived to ensure that the assessments were objective and balanced, with accurate and verifiable findings, and useful recommendations. Findings were shared with the project management team following completion of the fieldwork. Based on the feedback provided by the project management team during the restitution meeting, key analytical questions were developed to assess each evaluation criteria, and inserted in a contribution matrix that clearly articulates the significance of the factors identified, in perspective of other contributing factors. Finally, the preliminary report was reviewed by IOM's Regional Monitoring and Evaluation Officer based in Bangkok, Thailand.

4.3 Limitations and mitigation strategies

The following limitations have been identified for the implementation of the evaluation:

- The communities and sites visited were selected by the project team with consideration related to access and to complement another evaluation conducted in 2020. As a result, the findings may not be representative of the entire project results. Moreover, two of the four communities visited by the evaluator were supported through another USAID-funded project (IOM PRIMA ID No. PG20P0510/DR.0053) Agreement No. 720BHA21IO00114. However, the activities implemented in these communities (CBDRM planning session and priority activity as part of the plan) are of the same nature than the ones implemented through the project being evaluated.
- Field visits and stakeholders' meetings mostly focused on Outcome 3, with some information on Outcomes 1, and limited information for Outcomes 2 and 4.¹⁹ Some of the provincial and national stakeholders interviewed did not have a clear sense of the project activities implemented by IOM. As a result, the information they provided about impacts and results pertained to IOM activities as a whole, more than to the activities strictly implemented through the project under evaluation. Moreover, the feedback provided by key informants – particularly members of targeted communities, local level governments, and PDC representatives – was overly positive and lacked depth and reflection. One way to overcome this barrier was to take additional time to discuss with stakeholders, to go over each activity in specific ways, and probe respondents using a variety of angles and formulations, to generate a more genuine discussion about contribution of the project to local needs and capacities, and the unintended or unachieved results of the project activities.
- Cultural factors may have limited the communication between the evaluator and the beneficiaries. In a few communities visited, the local IOM staff remained outside of the discussion circle and interpretation was facilitated by community leaders. However, in other context, the local IOM focal point remained engaged in the discussions and provided interpretation support. Methodologically, the evaluator also noted that some of the women met in the communities did not appear to comfortably speak about their perspectives in front of the group. Separate discussions were held afterwards, but a more structured approach would have yielded more results.
- In general, the timeframe for the evaluation process was too short, which had an impact before, during and after the field visits. The time allowed in each of the provinces visited was very tight and did not always allow the evaluator to fully investigate the impact of project activities. In two of the communities visited, the DRM community activities supported by IOM were not completed, limiting the ability of the beneficiaries to analyze the impact this would have on their community.
- Finally, the number of stakeholder and key informants met during the evaluation is commendable but a more extensive and longitudinal approach to collecting quantitative and qualitative data (i.e., [impact evaluation](#)) might be needed for IOM to understand its overall impact on DRM in PNG. As noted in the literature, the work of the various partners at all levels remains highly fragmented, with data overly focused on risks, rather than resilience capacities or project impacts (baseline and endline studies; shared benchmark; etc). A comprehensive secondary data review was completed to mitigate this limitation, and gaps were highlighted in the evaluation report.

¹⁹ The same limitation was noted by the previous evaluator. IOM PNG should seek to strike a better balance in next evaluations, to ensure that field visits and key stakeholders interview cover all the outcomes of the project.

5. RESULTS AND FINDINGS

5.1 Relevance

Relevance is the extent to which the project's objective and intended results remain valid and pertinent either as originally planned or as subsequently modified.

1. Are the project activities and outputs consistent with the intended outcomes and objectives?

- In general terms, the project activities and outputs are consistent with the intended outcomes and objectives, though reports could provide more analysis on the project's contribution to the overall objective, which is related to reduction of economic and human loss. IOM works on the premise that plans and procedures are essential to structure and guide DRM, and that decisions and planning are required long before disaster strikes for the response to be effective and well-coordinated. It promotes disaster awareness in areas where risk and vulnerability are high, and where access to information about risks and mitigation strategies is limited. However, the project documents do not specify what is the theory of change or how activities build on previous projects results or learning, and what are the assumptions made regarding the changes expected following each activity. Through readings and research, it appears clear that some of the key learnings from previous phases were well integrated in the project design, while other recommendations have not been addressed.²⁰
- The project activities and outputs identified in the result matrix support well some of the project's outcomes, particularly outcomes 2 and 3. For outcome 1, there seems to be a disconnect between the activities/outputs and the outcome formulation, which is focused on the DMT. While there is a logical link, the activities and outputs implemented specifically targeted some members of the DMT, not all of them. This was verified through exchanges with members of the DMT Secretariat, who were not always aware of IOM's projects and activities. For Outcome 4, the evaluator also noted a logical gap between the activities implemented (i.e., farming tools, trainings) and the stated outcome (i.e. long-term IDP communities are integrated into host communities or reintegrated to their original lands).

2. Does the project meet the needs of the beneficiaries?

- The activities conducted in the scope of the project address many of the challenges and opportunities identified in the literature on DRM in PNG and align with the priorities identified by governmental, institutional and community partners in recent reports, focus groups and consultations. In particular, the CBDRM process which allowed communities to collectively identify their needs, was regarded as very valuable to communities and highly relevant by the governmental stakeholders met during the evaluation process. The delivery of trainings on camp coordination and camp management (CCCM), displacement tracking matrix (DTM) systems and building back safer (BBS) techniques, as well as support to the development of provincial DRM plans and procedures, and initiatives to make targeted communities more resilient, including farmers in IDP communities, were all deemed relevant by partners and stakeholders met over the course of the evaluation.

²⁰ For instance, the development of a training of trainers' package on DRM was recommended in the final evaluation commissioned by IOM in 2016 and constitutes an important result of the present project. On the other hand, the previous evaluation had recommended that monitoring be conducted to track the CBDRM plans, but no tracking seems to be in place in 2023. See IOM Final Evaluation, "Disaster Risk Reduction through Building Community Resilience in Papua New Guinea (DRRBCR) - Phase II", OIG, April 2016.

- Review of documents and reports indicate that the national-level policy, financing and governance mechanisms for DRR and climate change in PNG are not well integrated, hindering provincial and community-level awareness and actions. Challenges identified in Climate Change Adaptation (CCA) and DRM generally pertain to the lack of a systemic or coordinated approach, lack of information sharing across stakeholders, and limited technical capacity to conduct meaningful engagement at all levels, including in relation to awareness, education and information sharing.²¹ The activities implemented helped structure more integrated DRM systems by engaging national and provincial stakeholders in shared trainings and DRM strategic planning. However, only legislative changes will directly address systemic barriers and allow a more integrated DRM governance from the local to the national level.
- The Disaster Management Act (DMA) stipulates that the first responders to any emergency are responsible authorities in the provinces. However, several reports indicate that at the provincial level, DRR and DRM are entirely ad hoc, characterized by weak management systems and high staff turnover.²² *“There must be evidence of continuity and stability in plans, and development initiatives and plans must take into account the necessary disaster preventive measures.”*²³ In this context, defined and updated provincial DRM plans are relevant and address a gap in the path towards a more integrated governance structure for DRM in PNG.
- Regarding Outcome 3, which focused on community resilience, the needs of communities assisted were assessed and directly informed the project interventions. Moreover, institutional stakeholders, notably the NDC and PDC, were consulted and involved in the process. While the needs for greater CBDRM planning and activities is evident in PNG, the relevance of the activities prioritized in the targeted communities vary widely. For instance, most communities identified access to drinking water through water catchment systems as their first CBDRM priority. However, in other communities, the activities selected included procurement of equipment such as sewing machines or chain saws, which were not always appropriate for their intended purpose. While economic diversification figures as a prominent measure to mitigate disaster risks²⁴ and reports suggest using poverty reduction initiatives in relation to disasters and climate change²⁵, the immediate relevance of these activity was questioned following the observation visits, as the conditions required for the equipment to help the communities build greater economic resilience were not met.²⁶
- Regarding Outcome 4, there is strong evidence in the literature, also supported by respondents met during the field visits, that community education and training for improved farming techniques remains very relevant in the PNG context.²⁷ However, the link between the project activities and (re) integration of IDPs was not always clearly established through project documents and interviews. According to the Agriculture Baseline Assessment conducted by IOM, the challenges faced by IDP communities in ENB

²¹ Center for Excellence in Disaster Management and Humanitarian Affairs, PNG Disaster Management Reference Handbook February 2019. Available online. <https://www.cfe-dmha.org/LinkClick.aspx?fileticket=IN2YmYwpHal%3d&portalid=0>

²² Papua New Guinea, National Disaster Mitigation Policy (2022). Also Australian Humanitarian Partnership - Beyond Barriers: Papua New Guinea Case Study - 2022

²³ Papua New Guinea, National Disaster Mitigation Policy (2022). Available online. [National Disaster Mitigation Policy | Papua New Guinea Environment Data Portal \(sprep.org\)](https://www.sprep.org/papua-new-guinea-environment-data-portal)

²⁴ The National Disaster Mitigation Policy (2022) indicates that the primary focus of disaster management should be to prevent disasters and/or to mitigate those calamities that do occur – using four sets of tools, including: i) Hazard management and vulnerability reduction; ii) Economic diversification; iii) Political intervention; and iv) Public awareness.

²⁵ UNDRR - Disaster Risk Reduction in Papua New Guinea - Status Report 2019.

²⁶ See section on impact. The National Disaster Mitigation Policy (2022) indicates that the primary focus of disaster management should be to prevent disasters and/or to mitigate those calamities that do occur – using four sets of tools, including: i) Hazard management and vulnerability reduction; ii) Economic diversification; iii) Political intervention; and iv) Public awareness.

²⁷ UN Annual Result Report 2021 – Case study, also interviews with key informants in Drimgas (WP) and Walapape (SHP).

pertain to land shortage, youth unemployment, stealing of food, increase in law-and-order problems and use of illegal drugs, as well as lack of government support.²⁸ The Assessment recommends greater assistance to IDPs, to open up economic opportunities for people to sustain their own livelihoods, including poultry, which does not require a lot of space and can also produce manure to fertilize gardens. However, economic diversification activities were not supported through the project, which essentially provided training and tools to support farming.

5.2 Coherence

Coherence is the extent to which there is consistency across sectoral policies, and the extent to which all policies take into account humanitarian and human rights considerations.

3. Do the project activities and outputs consider relevant national policies and IOM guidelines?

- The project activities and outputs are well aligned with the national policies. The project contributes to the National Disaster Risk Reduction Framework (NDRRF) 2017-2030, which aims to *reduce existing and prevent new disaster risk through the implementation of integrated structural and non-structural risk reduction measures that prevent and reduce hazard exposure and vulnerability to disasters, increase preparedness for response and recovery capacity, and this strengthen resilience.*²⁹ The activities implemented through the project contribute to the four priorities of the NDRRF³⁰ and align with the PNG National Disaster Mitigation Policy and NDC priorities, the Medium Term Development Plan (2018-2022), PNG's Vision 2050, the National WASH Policy 2015-2030, the Government's priorities on the health and socio-economic impact of COVID-19, and the Disaster Management Team (DMT) goals. The project also contributes and aligns with the United Nations Development Assistance Framework (UNDAF) 2018 -2022 in PNG. The CBDRM approach is in line with the Sendai Framework³¹ which emphasizes the need to work at the grassroots level.
- In recent years, IOM has participated in the review of DRM legislation to promote greater emphasis on preparedness and recovery efforts. As previously mentioned, the interventions prioritized by IOM through this project address some of the major gaps identified by the NDC and other DRM stakeholders.^{32 33} More specifically, the activities target gaps in legislation regarding preparedness; helping partners to set-up comprehensive DRM agenda and standard operating procedures (SOPs) at provincial and district/ward levels; building technical capacities for monitoring and early warning systems; and generally increasing awareness and capacities of communities and institutional partners. However, as in previous phases of the project, the evaluator noted that the stakeholders interviewed were in general less aware of the development of the DRM strategies at the provincial level.³⁴

²⁸ IOM, Agriculture Baseline Survey to Internal Displaced Persons in Resettlements of ENB, January 2022.

²⁹ Approved by the NEC, the NDRMF is led by the NDC in partnership with UNDP. The Framework will ensure PNG can successfully address immediate and longer-term DRM challenges faced by communities and the country as a whole. The framework will be communicated downstream to various stakeholders, partners and provincial, district and local level governments. It is in line with the global Sendai Framework for Disaster Risk Reduction.

³⁰ Understanding disaster risks; Strengthening Disaster Risk Governance to Manage Disaster Risk; Investing in DRR for Resilience; and Enhancing Disaster Preparedness for Effective Response & to 'Build Back Better' in Recovery, Rehabilitation and Reconstruction

³¹ Sendai Framework for Disaster Risk Reduction 2015-2030.

³² Center for Excellence in Disaster Management and Humanitarian Affairs, PNG Disaster Management Reference Handbook February 2019. Available online. <https://www.cfe-dmha.org/LinkClick.aspx?fileticket=IN2YmYwpHal%3d&portalid=0>

³³ PNG Disaster Risk Reduction Framework Presentation to the APEC, 13th Emergency Preparedness Working Group Meeting, Port Moresby, Papua New Guinea, 24-25 February 2018.

³⁴ This is one of the findings of the previous evaluation. See IOM Final Evaluation, "Disaster Risk Reduction through Building Community Resilience in Papua New Guinea (DRRBCR) - Phase II", OIG, April 2016.

4. *To what extent does the project create synergies and linkages with other interventions implemented in the same thematic area, or previous projects implemented by IOM?*

- The project rationale pertaining to CBDRM and DRM plans clearly builds upon the results of previous projects.³⁵ However, the evaluator noted a change in the scope of the activities focused on food security, whereas the knowledge acquired through previous projects (e.g., profiling local trees that withstand erosion, replanting and treating planted trees, selecting and collecting strong and healthy tree cuttings from plants that have tap roots, etc.) is not well integrated to the activities conducted.³⁶ This is illustrated by the fact that the ideas and partnerships presented in the initial phase of the project were not maintained during the implementation of the present project.³⁷ Similarly, the public information and community education components embedded in previous project phases was not deployed with the same scope in the present project, despite the recommendations to take further efforts to monitor these important activities.³⁸
- As co-lead of the Shelter, NFI and CCCM cluster, IOM works with the NDC and its provincial sub-offices as well as other partners including the Red Cross, the National Weather Institution, the National Agriculture Research Institute (NARI), the Organization for Industrial, Spiritual and Cultural Advancement (OISCA) and other members of the DMT, including other UN agencies. IOM focuses its work on building community resilience and sub-national level capacities. In addition, IOM is expected to contribute to the DMT emergency response capacity, particularly regarding Shelter, Non-food Item (NFI) and Camp Coordination and Camp Management (CCCM), and durable solutions to long-term internally displaced persons (IDPs), including the development and implementation of National Displacement Framework and Policy as the UN agency with expertise in this field.
- The project does not always successfully create synergies and linkages with other DRM interventions. Information management is one of the dimensions of the project activities which was identified as relevant but challenging to do coherently due to the large number of risks monitoring systems already in place.³⁹ According to existing analysis of the context in PNG, the current systems for data collection and management are fragile and inconsistent, and climate information is being gathered on a project-to project basis.⁴⁰ The Australian Humanitarian Partnership reports that *“information management systems and structures do not consistently or appropriately augment existing community knowledge (and that) information is generated separately by different stakeholders according to specific project or programming needs (without being) systematically shared or accessible to all groups.”*⁴¹

³⁵ This was the third DRM project funded by BHA in PNG, following CS.0881 and DR.0053. Other peacebuilding projects implemented by IOM have supported greater community resilience in the same locations.

³⁶ Some of the key results/partners from previous projects continue to support IOM activities in PNG, including OISCA, which facilitated the trainings provided under Outcome 4.

³⁷ See the Feedback from OFDA to IOM PNG on the Proposal round 1 – April 2020 and May 2020. A few of the previous partners and areas of engagement (i.e., PNG Forest Research Institute, University of PNG, Climate Change and Development Authority – all of which engaged in tree planting activities, which were cited as good practices that would be built upon in the new project).

³⁸ See IOM Final Evaluation, “Disaster Risk Reduction through Building Community Resilience in Papua New Guinea (DRRBCR) - Phase II”, OIG, April 2016.

³⁹ According to the interviews led by the evaluator, the National Weather Service is working on several monitoring systems for droughts and floods, with partners including UNDP, the Red Cross, FAO and WMO. Geoscience Australia is also establishing a community-based network across PNG to strengthen the Government’s capability to monitor natural hazards, undertake hazard modelling, assessment and analysis, and send earthquake, tsunami, volcano and landslide alerts. See [Reducing disaster risk in Papua New Guinea | Community Safety | Geoscience Australia \(ga.gov.au\)](#)

⁴⁰ UNDRR - Disaster Risk Reduction in Papua New Guinea - Status Report 2019

⁴¹ Australian Humanitarian Partnership - Beyond Barriers: Papua New Guinea Case Study - 2022

- The findings of the present evaluation support these conclusions, as members of the DMT and other stakeholders indicated not having sufficient information on the work of IOM and its activities. For instance, some DMT stakeholders indicated having limited information about communities equipped with CBDRM plan and capacities. Stakeholders consulted on this point could not provide elements of answers to explain why the DMT did not facilitate exchange of information on CBDRM with IOM and communities if further information on this topic was deemed useful.
- In a context where coordination and information sharing among DRM actors is repeatedly identified as an important challenge, strategic engagement, cooperation and information-sharing are essential to build more effective response mechanisms at all levels..⁴² Literature shows that there is a clear value in “*promoting national-local linkages and peer-to-peer exchange among local authorities for strengthening local resilience and capacity*”.⁴³ As such, the activities implemented by IOM were relevant, but they were not always designed or implemented with the objective to complement existing information systems or build on existing technical capacities for monitoring and early warning. This might have contributed to increasing the fragmentation of initiatives instead of optimizing access and use through existing information collection systems or information exchange mechanism.
- The creation of a database or repository of focal points trained provides another example of opportunity to contribute to greater system coherence and coordination with key stakeholders. At the time of the evaluation, the repository was complete but had not been shared with the counterparts it was intended for. The creation of a national repository to enable PNG authorities to reach out and build upon a roster of trained experts in the various institutions, at the provincial and local level, is relevant and could contribute to greater synergies and responsiveness but greater consultations and planning with relevant stakeholders will be required for the repository to become a useful tool.
- Integrated programming requires close coordination between diverse DRM stakeholders. The DMT secretariat is the main platform to foster information sharing and collaboration, and the National assessment support team (NAST), which includes all disaster coordinators, could also serve as a platform to support capacity building in a coherent and incremental way. During interviews, the NDC indicated that they had the mandate to manage DRM information, requesting that organizations respect the prerogative of the state actors and use the NDC as a gateway to share information.

5.3 Effectiveness

The effectiveness criterion assesses the extent to which a project achieves its intended results.

5. Have the project outputs and outcomes been achieved in accordance with the stated plans?

The majority of the project outputs and outcomes were achieved in accordance with the stated plans.

⁴² GPDRR - Co-Chairs Summary of the Bali Agenda for Resilience - May 2022

⁴³ GPDRR - Co-Chairs Summary of the Bali Agenda for Resilience - May 2022



Lemanmanu (1,200 residents) is located at the tip of the island of Buka, in northern AROB. The community is divided between two main locations: one at the top of a cliff, with infrastructures including a road, a church and a new community hall, and one directly on the coast, with schools and houses which are closer to the water sources, but also more exposed to the elements.



Focus group discussion, 25 February 2023. When asked about the changes the new access road would represent, rapid evacuation from the coastal zone was mentioned along several other benefits, including transportation of fresh water, students and parishioners' movements, safety of women returning to the community after dark, and bridging between the two main communities living at the top and at the bottom of the cliff.



The access road built through the project is the third one in the community of Lemanmanu. It cuts through steep slope and dense vegetation, providing a rapid evacuation way for people living in this area of the coastal community.

Summary of the project results

<i>Outcomes and Outputs</i>		<i>Achieved or not?</i>	<i>Evidence</i>
<i>Outcome 1</i>	The core national and international Disaster Management agencies and their coordination mechanisms effectively utilize available resources, especially trained human resources, to timely assess and respond to the areas affected by natural disasters and to increase preparedness and resilience to natural disasters in disaster prone communities.	<i>Partially</i>	Available resources, such as the training manuals and the training database are not readily available to all members of the DMT, which hinders their effective use for DRM. IOM can improve its capacity to effectively use existing disaster management mechanisms to ensure its interventions are integrated as part of a wider set of activities.
<i>Output 1.1</i>	The refined training materials on DTM, Safe Shelter and BBS, and CBDRM Planning approved by the PNG government are accessible by the members of the DMT.	<i>Mostly</i>	The training manuals have been revised and were used during all trainings . Based on the information collected during the evaluation, these resources are not readily available to DMT members.
<i>Output 1.2</i>	The skills in CCCM and preparedness for emergency shelter needs of members of the DMT, particularly of Shelter/NFI/CCCM Cluster, and PDC officials from all Provinces are enhanced.	Yes	IOM provided CCCM ToT to 27 participants mostly members of Shelter/NFI/CCCM Cluster, including the NDC, PDC, partners, and local communities. ⁴⁴ The trainers helped roll out the CCCM trainings in 8 provinces, leading to the training of 209 additional participants . NFI and shelter kits were prepositioned in six strategic locations. Distribution took place during the 2021 king-tides response, as well as in landslide and storm-affected communities, and with people displaced by election-related violence.
<i>Output 1.3</i>	DMT members and the Provincial Government Officials increase their knowledge on DTM, Safe Shelter and BBS, CBDRM Planning, and gender mainstreaming and protection.	Yes	The project helped six PDC to deploy the DTM mechanisms to support emergency relief and inform partners. ⁴⁵ DTM ToT contributed to train 26 disaster responders to track and monitor population displacement to strengthen effective and coordinated multi-sectoral responses in an emergency. Furthermore, 25 national and PDC members attended the CBDRM and BBS ToT and gained insights into participatory approaches in vulnerability and capacity assessments.
<i>Output 1.4</i>	The DMT Secretariat has access to the database of trained officials and partners, especially as trainers, on CCCM, DTM, Safe Shelter and BBS, and CBDRM Planning and their locations.	<i>Partially</i>	IOM maintained a repository with information about trained participants in CCCM (182 men and 54 women), DTM (189 men and 43 women), CBDRM (146 men and 57 women) and Safe Shelter/BBS (174 men and 60 women). The information includes the name, gender, organization or department, job title and contact information. According to IOM, the repository is available for members of the NDC and PDC.

⁴⁴ Partners include Save the Children, World Vision, and Papua New Guinea Red Cross Society.

⁴⁵ DTM was deployed in Madang, East Sepik, Manus, Southern Highlands, Western Highlands, and AROB.

<i>Output 1.5</i>	DMT members have access to the updated common awareness-raising materials optimized to PNG.	Yes	IOM supported the revision, printing, and dissemination of pamphlets about La Niña and El Niño, and the "Disasters Do Happen" awareness brochure, helping the NDC and NWS to adapt scientific information into more accessible awareness tools, and ensuring the resources are available in English and Tok Pisin.
<i>Outcome 2</i>	The Provincial Governments take actions to maintain preparedness and respond to natural disasters in line with their respective Provincial DRM Strategy and SOPs.	<i>Partially</i>	Actions taken by Provincial Governments include reviewing their DRM Strategies or engaging in the activities implemented through the project . It is difficult to assess the extent to which the provincial partners use the capacities they have learned outside of a response context. Most key informants – both from PDC and communities – indicated that the actions taken by Provincial Governments are limited, if not inexistent.
<i>Output 2.1</i>	The target Provincial Governments and their partners have improved capacity to implement and maintain their respective Provincial DRM Strategy and SOPs.	<i>Partially</i>	IOM supported target provinces and AROB to advance and refine DRM strategy and SOPs. Five of the DRM plans have been finalized and endorsed during the project period, in Madang, Milne Bay, Oro, Simbu and West New Britain. The DRM plans in East New Britain, Jiwaka, AROB, Morobe and New Ireland have been drafted but are not endorsed.
<i>Outcome 3</i>	The vulnerable communities in the disaster-prone areas implement mitigation measures on disaster risks and maintain resilience.	<i>Yes, though additional data is needed</i>	For the most part, the targets for this outcome are met and validated through interviews with key informants. Communities have gained valuable knowledge that they use to mitigate disaster risks . Coordination with sub-national governments is still challenging but PDC seem aware of CBDRM plans.
<i>Output 3.1</i>	The selected vulnerable communities in the disaster-prone areas have increased skills and knowledge to assess risks, their capacity, needs and gaps to build resilience to natural hazards.	<i>Mostly</i>	8 target communities in 7 provinces participated in the CBDRM training and community-level planning sessions . The training and planning discussed various topics, including hazard mapping, community needs, gaps, preparedness, and risk mitigation measures. When it comes to gender and youth empowerment sessions, the skills gained are not always evident.
<i>Output 3.2</i>	More vulnerable communities in the disaster-prone areas mobilize available resources to implement their CBDRM plan.	Yes	As part of CBDRM planning trainings, IOM supported communities with their priorities , many of whom helped increase access to water supply systems and improve community access to clean and safe drinking water. All the communities assisted contributed, by building themselves using the materials procured.
<i>Outcome 4</i>	The long-term IDP communities are more integrated to host communities or reintegrated to their original lands.	<i>No/More data required</i>	While assistance was provided to IDP communities (farmers) in ENB, the contribution of the project to their integration is not well demonstrated through project information. The farming projects presented in the initial project description were not implemented.

<i>Output 4.1</i>	The selected IDP communities in ENB Province have increased practical skills and knowledge on how to produce food sustainably with less energy inputs and more resilience to the impact of climate change.	<i>Partially</i>	A livelihood assessment was conducted in five IDP resettlement areas. IOM collaborated with OISCA in Rabaul to deliver a 5-day food production training to 60 farmers in the community of Matupit stage 4. IOM also equipped the farmers with tools and seedlings to improve household food crop production.
<i>Output 4.2</i>	The selected pilot IDP communities (other than ENB Province) and their host communities have the capacity to jointly contribute to DRM and development in peace.	<i>Partially</i>	IOM, in partnership with the local authorities in Morobe, worked with Zumara IDP community and Warus host community to improve access to clean and safe drinking water. It is not clear if and whether this increased their capacity to contribute to DRM or peace.

6. *What are the major factors influencing the achievement of the project's expected outcomes?*

- Multiple factors have influenced the achievements of the project's expected outcomes, most notably the COVID-19 restrictions on domestic travels, which affected the implementation of the activities in the communities and the delivery of the trainings at the national and provincial levels.
- During the development phase, the donor provided feedback on the proposal and asked IOM to explain if/how it would adapt the program activities in the context of COVID-19. IOM indicated that it would organize smaller workshops and meetings and make use of online meeting platforms. IOM also indicated that it would incorporate COVID-19 risk communication/awareness-raising information and activities into all community visits, and that the provincial DRM and CBDRM would be adjusted to reflect COVID-19 prevention measures, particularly related to WASH and health.
- IOM informed the donor about the challenges related to the COVID 19 crisis and its impact on the implementation of project activities, taking steps necessary to adapt when it was necessary. For instance, to be able to conduct the trainings, the project team requested approval from the Pandemic Controller and applied COVID-19 risk mitigation. Moreover, the number of partners trained was adjusted over time, following the evolution of the directives of the government on gatherings. However, the situation regarding ban in domestic travel was outside of the control of IOM and could not be fully anticipated. Moreover, in some instances, alternative ways to deliver the activities would have been detrimental to the quality and long-term impact of the project.
- While most of the basic monitoring activities appear to have been completed during the period of implementation, there was no monitoring and evaluation plan for the project. As mentioned by a project staff, "before, there were strict quality checks on all CBDRM activities". However, during the present project, the monitoring of activities was sporadic and did not inform changes or adaptations to ensure project effectiveness. More rigorous and systematic monitoring would have provided additional means to control the status and quality of implementation and workplans of the staff in the provinces, who at times, indicated they were lacking the support and guidance they needed.
- Gaps in the monitoring of certain CBDRM activities were observed during the field visits, especially in communities having opted for more complex livelihood activities that would have required additional planning and consultations to be fully effective. Moreover, many of the community activities were implemented at the very end of the project and unfinished at the time of the visit. More internal monitoring would have contributed to a more efficient delivery of the CBDRM activities.

- Challenges were raised by key informants in relation to the project management. Corrective measures were taken to address these issues, including increased oversight of the Chief of Mission and senior management team, and changes in the programming/EDMU structures. However, based on the information collected during the process of the evaluation, it is difficult to assess whether the measures taken will prevent similar issues from occurring in the future. The roles and responsibilities in the main office were not always clearly defined, with over-reliance on certain members of the team.

7. Are the target beneficiaries satisfied with the services provided?

- All the stakeholders met during the evaluation reported being very satisfied with the CBDRM trainings, planning and activities. The CBDRM planning sessions were particularly impactful for communities, all of which expressed sincere appreciation of the participative approach and felt the community had gained capacities to lead such process in the future. The CCCM and BBS trainings were highly regarded by the stakeholders met, for covering topics that were immediately relevant, particularly in contexts where short and long-term displacements have occurred in recent years (i.e., WP, SHP). The DTM trainings were also deemed to be highly useful in the PNG context. For instance, the various reports shared by the project team show good monitoring of the disaster events in PNG, and partners met indicated the analysis was useful. Key informants in PDCs spoke highly of IOM staff and partnerships.
- In previous phases of the project, IOM’s coordination efforts were praised by most interviewees.⁴⁶ However, during the interviews with partners conducted in 2023, some key informants indicated that information regarding the project activities did not always reach relevant stakeholders. In particular, national partners indicated not having received updates regarding the project results and achievements, and not understanding well the work conducted in communities, and with the PDC. Members of the DMT also indicated they did not receive sufficient information to be able to understand and build upon project activities. Finally, some PDC members did not seem to be fully aware of the nature of the work carried by IOM during the process of revision and adoption of the provincial DRM plans.

5.4 Efficiency

Efficiency is how well human, physical and financial resources are used to undertake activities, and how well these resources are converted into outputs.

8. How well are the resources (funds, expertise, and time) being converted into results?

- Overall, resources have been converted into results in most areas of the project. The activities and results required extensive engagement and support from IOM project staff in the CBDRM communities, with the PDC, and with partners involved in the project, such as the NDC, the DMT, the NWS, OISCA, NARI and others. Considering the scope of the project, with 24 activities implemented in 8 provinces, the structure and size of the team implementing the project appear commensurate to the number and complexity of the activities planned.

⁴⁶ IOM Final Evaluation, “Disaster Risk Reduction through Building Community Resilience in Papua New Guinea (DRRBCR) - Phase II”, OIG, April 2016.

- While the results of the various activities could have been improved through more stringent monitoring and management, the costs related to project implementation, particularly those related to staff, office and security, reflect the real costs of operating in PNG. In this context, there is not much that the EDMU could have done to gain cost efficiency when procuring equipment or NFIs from abroad. Similarly, the training activities all appeared to be organized following IOM's procurement standard, with the aim to get the value for the service delivered.
- Reports, meeting notes and emails reviewed during the evaluation process indicate that the EDMU and other relevant IOM staff monitored diligently project expenses. The financial monitoring system in place within IOM is comprised of several layers of controls and verifications including monthly financial monitoring done by the project manager, with oversight of the resource monitoring officer and the IOM Regional Office in Bangkok, who reviews and endorses all financial reports submitted to donors.
- The IOM mission in PNG now has up to 12 active projects, with a projectized structure that adds capacities in terms of management and oversight, financial monitoring, communications and visibility.

9. *Were the project activities undertaken, and were the outputs delivered on time? To what extent are activities implemented as scheduled?*

- The project started on 27 August 2020, and was scheduled to end on 26 February 2022 (total duration of 18 months). However, a 12-month no-cost extension was requested. According to the letter drafted by the project team, the bans on travel and assembly did not allow the ToT activities to be implemented as initially planned, which impacted the cascading training activities.
- The timeline of activities as shown in the revised project documents indicate that the implementation of some key activities (example activity 1.1.1, 1.2.1, 1.4.1, 1.5.1, 2.1.1 (as tributary to 1.2.1), 2.2.2, 3.1.2, almost everything under outcome 4) were delayed. A no-cost extension of 12 months was requested to allow the completion of all activities. Activities required continuous and direct engagement with the target communities, which was not possible due to measures imposed on assembly and domestic travel. The extension did not include significant changes to the budget of the project, nor the activities planned to be delivered. Most of the activities were implemented as scheduled, with timeline of the project achievements accelerating following the relaxing of COVID-19 restrictions in 2021.
- Other internal factors have influenced the achievements of the project. For instance, there was some delay between the project start date on 27 August and its activation on 01 October, and several changes in staff, most notably the Project Manager position, which remained vacant for 9 months. In the interim, IOM relied on existing staff structure in PNG.
- There are 24 activities in the original project proposal, which seems high and may have affected the capacities of IOM to implement within the initial timeframe. Given that the COVID 19 pandemic was already in full force when the project was approved, and given the strong logical flow (i.e., cascading nature) between the activities, delays could have been better anticipated. Even outside the context of the global pandemic, it would have been advisable to adopt a more realistic timeline for so many simultaneous activities. It is also important to consider Governmental partners' procedural timelines and capacities, in a context where they may be involved in numerous other initiatives implemented by other partners. This applies more specifically to the provincial DRM plans, which were not all finalized and approved by the end of the project period.

5.5 Impact

Impact assesses the positive and negative, primary and secondary long-term effects produced by a project, directly or indirectly, intentionally or unintentionally.

10. Does the impact come from the project activities, from external factors, or both?

Outcome 1

- The evaluation process demonstrated that IOM's activities had a positive impact on the preparedness capacities of communities and the PDC, with increased community planning and emergency camp/care centre planning, increased knowledge of disaster risks and mitigation/prevention strategies, as well as increased awareness and capacities to raise awareness. However, these capacities have not been objectively tested. When meeting with partners trained as trainers, most mentioned feeling better equipped to manage disaster and support communities. However, only a few of them had been involved in further delivering trainings, and some indicated they would need additional opportunities to engage on the topic before becoming entirely comfortable in facilitating sessions on their own.
- The training materials developed or revised were adequately adapted to the local context, which is essential to maximize the impact on partners.⁴⁷ One striking fact about the project activities is that for most PDC stakeholders, the trainings provided by IOM were the only available forms of professional development available to build their DRM capacities. In this perspective, the four trainings delivered to project partners have positively impacted trainers, and the targeted communities which did or will benefit from the training activities in the future. When probed about the ways in which trainings have influenced behaviors in the communities, many examples were mentioned including a more informed selection of building locations and techniques.
- KIIs indicated that the BBS training effectively equipped communities with practical and applicable knowledge and technical skills for more resilient community planning practices and allowed for the integration of traditional knowledge to find local solutions to disaster risk and strengthen resilience without compromising livelihoods. However, existing practices such as gardening and building close to rivers will likely remain despite inherent risks. This is partly because direct access to water is saving an enormous amount of energy and time to the community, and gardening plots are primarily selected based on the quality of the soil, which are richer where river sediments are deposited. However, with increased frequency and severity of disaster events, and climate deregulations altering the signs traditionally associated with hazards or meteorological events, traditional prevention, mitigation, preparedness and recovery efforts are expected to be impacted. As such, communities are generally welcoming of new knowledge and skills.
- The CBDRM trainings were highly valued and positively impacted the targeted communities, but the integration of gender mainstreaming and gender considerations in community planning was not always visible in community dynamics and meetings. The CBDRM trainers and community facilitators indicated that women were well represented in the planning process, and that dimensions related to gender and age had been taken into consideration in the plans and priorities of the community. However, the focus group discussions held during the field visits did not always provide clear evidence of the capacities of the facilitators to include women and give them a voice in consultative processes. For instance, in two of the four communities visited by the evaluator, women were not well represented in the group

⁴⁷ This was supported by KIIs, particularly for the BBS training, which encompassed well contextualized scenarios and traditional building techniques to demonstrate realistic and affordable adaptation measures to make constructions more resilient.

formed to exchange on the project activities. Even when represented, the men in the community were doing most of the talking on their behalf.⁴⁸

- The evaluator was able to see examples of the impact of the CCCM ToT during the visits and interviews, as some indicated that they had started planning the designation of a displacement site in their community. However, the CCCM/Shelter/NFI cluster group did not meet over the period of the project, and the impact of the CCCM training on the cluster group is expected to be marginal. Meetings of the cluster would have provided an excellent forum to further build on the CCCM capacities and plans of the provincial and community partners trained.
- A total of 18 DTM assessments were conducted and presented to the DMT over the course of the project period. Stakeholders reported that the DTM training and reports had positively contributed to improving disaster assessments and operational response, thus strengthening DRM operations and the DMT capacity to make informed, evidence-based decisions in addressing emergency and displacement situations in the country. However, through the evaluation, discrepancies between provinces and regions were noted as regards the ability of stakeholders to use/demonstrate the knowledge gained, and level of engagement of provincial stakeholders in the DTM process. Moreover, the deployment of local enumerators is a challenge in remote parts of the country, which affects the ability to collect accurate data on displacement.⁴⁹

Outcome 2

- Through this project and precedent ones, IOM helped with the development and/or review of 12 Provincial DRM plans. The reviews planned in the present project phase all started in the previous one, as the steps required to develop and endorse provincial plans are lengthy. In the context of PNG, these activities are expected to directly contribute to address barriers for integrated actions resulting from inconsistency across provinces in DRM structures and plans.⁵⁰ The fact that activities requiring extra time can be planned over consecutive projects is deemed as highly important to achieve long-term, structural results. However, this requires honest communication and realistic expectations and planning. For instance, reporting on results should be strictly separated by project and by period, so that the same result is not presented in different projects/periods⁵¹.
- The work carried by IOM through the previous project, and continued during the present project, is largely recognized to have contributed to improve DRM planning in East and West New Britain, Morobe and ORO.⁵² However, while being relevant, coherent and impactful, IOM's value added in the process is not always well demonstrated in project documents or interviews with KIIs. In some instances, this value was limited to paying for the fees of the room rented for the final validation workshop. In other instances, the local IOM team appears to have provided substantial inputs to inform the review

⁴⁸ This was the case in the communities of Dringgas (WP) and Karel (SHP). In Walapape (SHP), many women participated in the focus group and shared their feedback. In Buka (AROB) the role of women in the community is very different than the rest of PNG. The FGD in Buka was held in the women's house, with equal representation of men and women and active participation of women.

⁴⁹ Discussion on DTM effectiveness, where IOM informants indicated that operational capacities in some provinces remain to be built. Until these gaps are filled, the data available in DTM reports will remain incomplete.

⁵⁰ Australian Humanitarian Partnership - Beyond Barriers: Papua New Guinea Case Study - 2022

⁵¹ For instance, provincial DRM strategies were already developed through previous projects, in Morobe, Oro and West New Britain. The project documents do not specify what was the nature of the follow-up work done in these provinces (ex. Review of existing strategy, development of SOPs). There are also many potential areas of overlaps between the two DRM projects funded by USAID in 2021-2022 (DR.0040 presently evaluated, and DR.0053 which has the same structure and outcomes).

⁵² Loop PNG, Displacement Training of Trainers, Video available on Youtube. Consulted on 14 February 2023. [Displacement Training Of Trainers - YouTube](#)

process. For instance, when looking at the impact of the trainings delivered through Outcome 1, there is evidence that IOM helped sub-national government representatives integrate the needs of local communities when developing or revising their Provincial DRM Plans. Striking a balance and setting realistic expectations regarding the support provided by IOM is an important dimension of the partnerships with PDC.⁵³

Outcome 3

- CBDRM plans are community-driven and community-owned. IOM plays a technical advisory and facilitation role designed to guide the community to identify their risks, needs and gaps, and internal capacity and resource to implement and maintain their CBDRM plan. The most significant change brought to the communities met during the evaluation – and the highest value of the project according to key informants including PDC, NCD and USAID focal points – is related to the process of bringing communities to work together towards common objectives and plans.

“People have been scattered, all over the places, doing their own thing. This is bringing the community together.” - KII from Drimgas in WP

“In the beginning we used to stay within our family groups. There were internal problems, community disputes. With the project the community works together.” - KII from Karel in SHP



Focus group discussion, 01 March 2023. Karel, in the Southern Highlands Province, is located near the second highest peak of the country, and subject to many climatic events that impact the livelihood and resilience of the community. In Karel, the community gathers weekly to discuss disaster risk management and other topics of shared interest. Members who participated in trainings mentioned that DRM is now discussed during the weekly community meetings, to continue to disseminate the knowledge gained and raise awareness of the community.

⁵³ In several locations, including in the province of AROB and WP, IOM staff worked in the same office than the PDC, which fostered a natural synergy and facilitated the advancement of shared objectives. However, this also led PDC to rely heavily on IOM to deliver results or provide technical and financial capacities where the PDC was limited.

- Throughout the project, there are examples of ways the community actively identified needs. For instance, in the WP community of Drimgas, gender-segregated latrines and handwashing stations were installed following inputs by community members during the CBDRM planning sessions. This was also the case in other communities (e.g., Biem island (East Sepik), Pungazipup (Southern Highlands), and Warena and Vunakabi (East New Britain)) who identified resilient water supply projects and received material and technical assistance from IOM and local authorities. In Drimgas, the participation of women in the planning phase was clear, and the benefits of the community project selected by the community were particularly impactful for women and children.⁵⁴
- The benefits of activities on communities varied. For instance, while community members who participated to the CBDRM and BBS ToT stated that they had gained valuable skills and knowledge, they were not always able to explain the concepts and what they had learned, or why this knowledge was useful to them. Community facilitators indicated they understood they now had a responsibility to ensure CBDRM activities were followed-up on and demonstrated that leadership during the visits. However, when asked who was responsible for what in the community, in relation to disaster risk management, they could not articulate clearly who was responsible.
- There is evidence that some of the community activities selected for implementation were not planned adequately and therefore did not yield the expected results. This was particularly evident in the community of Walapape, in the SHP, where sewing machines and materials to produce traditional clothes were purchased, but training was not planned to ensure women in the community would be able to use the machines. Similarly, in the same community, chain saws were procured for the community to be able to build new houses. However, at the time of the visit, the leaders indicated that the saws were not powerful enough to achieve the results they sought. Greater support and guidance during the planning phase, and more regular follow-ups and monitoring during the implementation phase, could have positively increase the overall impact of project activities. IOM and other partners need to keep the long-term impact and sustainability of the project activities in mind when assessing the viability of the CBDRM activities identified by communities.
- At the time of the evaluation, some of the CBDRM activities were not finalized, thus limiting the evaluators' ability to assess the impact. For instance, in the community of Karel, in the SHP, the gravity-fed water supply system was not yet installed, as the equipment was delivered on the last day of the project period. However, the water catchment tanks were servicing the local school, contributing to greater WASH access in the community. In Buka, in AROB, the escape road built by the community with materials provided through the project was not finalized and had not been officially opened. However, discussions with the community provided ample evidence of the benefits the new access road would provide to the community. The impacts of the farming activities supported in the context of the CBDRM plans were also difficult to measure at the time of the evaluation. The community had created a demonstration plot where they were testing various crops, with and without fertilizers. They had already determined that wheat would likely not be a productive crop in their context but were hopeful that rice production could be expanded and contribute to generate revenue for the community, because other communities in the same area were harvesting rice. While the community declared being very satisfied with the farming training received, the impacts were not tangible at the time of the evaluation.

⁵⁴ Improving Access to Safe Drinking Water in Remote, Disaster-Prone Communities, IOM Papua New Guinea, 30 June 2022. Available online. [Improving Access to Safe Drinking Water in Remote, Disaster-Prone](#)

Outcome 4

- Through the project, IOM assisted communities and IDPs in drought-prone areas with training to increase food security and resilience, notably in the ENBP, where a five-day Food Production Training was organized in partnership with the OISCA Rabaul Ecological Technology Training Centre and the National Agriculture Research Institute. The activity brought together 60 local farmers. In parallel, IOM distributed essential farming tools and drought-resilient crop seeds and seedlings to IDP communities located in remote areas.
- The project was supposed to include ongoing learning through model farms in each of the target communities. However, this activity did not take place, hence the impact was limited to the five-day training provided in 2022. Based on the analysis of past projects, the scope of the activities undertaken under this outcome was not commensurate with the needs of the communities assisted and the activities do not appear to be well integrated as part of a broader plan to increase farming capacities, food production, community development or rural entrepreneurship in PNG.⁵⁵

11. Which unintended effects are being produced by the project, and did the project team take timely measures to mitigate any unplanned negative impacts?

- In general, IOM's approach with the community was intended to incentivize government funding and local level government initiatives to leverage contributions by the community. However, this approach also contributed to increase expectations that the local governments would actively engage in DRM, whereas the resources and capacities to do are very limited, further decreasing the trust of local communities in their own institutions. The deception of communities regarding the engagement of the PDC and local government was often mentioned in focus group discussions.
- Furthermore, on a few occasions during the field visits, communities selected and supported during the project indicated that neighbouring communities envied them and questioned the criteria used for the selection of CBDRM communities. The EDMU indicated that the selection process was driven by the PDC, which is an adequate way to prioritize communities in a way that strengthens the ownership of relevant authorities. However, during interviews, a few key informants indicated that the communities were selected based on political considerations, rather than risks exposure. Mitigation of these negative perceptions could be avoided in future community activities through transparent communication and exchange by PDC and IOM.

5.6 Sustainability

Sustainability refers to the durability of the project's results or the continuation of the project's benefits once external support ceases.

12. To what extent have target groups and possibly other relevant interest groups/stakeholders been involved in the planning/implementation process?

- IOM applies the 'whole of community' approach in delivering its interventions. Many of the key informants met during the visits shared feedback indicating that the CBDRM planning is contributing to changing the mindset of the communities in which they work. The abilities of targeted communities

⁵⁵ The UN Annual Result Report in PNG 2021 describes, among other things, the impact of the STREIT programme and other initiatives to increase access to training, markets and financial support for farmers.

to collaborate and plan collectively is expected to generate benefits well beyond the period of the project. However, communities will need more time and opportunities to mainstream gender in DRM and integrate women, youth and other groups such as persons with disabilities in DRM governance.

- Women are often disproportionately impacted by disaster and other slow onset events linked to climate changes.⁵⁶ Gender roles, cultural norms and practices, levels of education and economic conditions affect vulnerability, and existing inequalities are exacerbated in disaster contexts, particularly with when disasters affect a population for a longer period.⁵⁷ Moreover, gender-based violence (GBV) was mentioned spontaneously by many female informants during interviews, who faced increased violence in periods of droughts or floods. As women continue to be the main bearer of household chores (e.g., fetching water, cooking, building, collecting wood, cleaning) and agriculture production in PNG, efforts towards building community resilience necessarily have to integrate women as critical partners in preparedness, response, and recovery efforts.
- Project documents indicate that efforts were made to mainstream gender equality in the project activities, provide disaggregated data in reports, and include female, youth, and other marginalized socio-economic groups in training and community engagement activities. However, efforts to integrate gender and protection issues in programme activities must be sustained and leveraged to truly support the resilience of these populations. Building on the intersection and advancing the integration of GBV and climate issues could help further build long-term community resilience.
- The fact that the trainings gathered diverse actors from the same district or communities including PDC, district disaster office, local government, defense and police forces, local and international organizations (i.e., Red Cross, Save the Children, World Vision), as well as community leaders, was highlighted by many participants as bringing tremendous value to the process, and contributing to create long-lasting changes in the capacities of local stakeholders to coordinate on DRM questions.

13. Do the target groups have any plans to continue making use of the project outputs, and are there structures, resources, and processes in place to ensure that benefits generated by the project continue once external support ceases?

- The integration of local knowledge contributed to more relevant, sustainable and impactful CBDRM resources and strategies. For instance, the training materials, notably the CBDRM and the BBS trainings, incorporate existing risks assessments⁵⁸ and build upon the Participatory Approach for Safe Shelter Awareness (PASSA). Moreover, the integration of local knowledge contributed to identify more effective dissemination methods and warning systems, and increase social aspects related to perception of risks, decision-making and coping strategies in the face of disasters.⁵⁹
- While the training materials are valuable resources that can continue to support DRM capacity building after the end of the project, there is no evidence to show that a plan is in place for institutional partners to access or use the training material independently, and the process through which the NDC reviewed and endorsed the training materials was not well established through the evaluation. According to the

⁵⁶ USAID - Strategy to prevent and respond to gender-based violence globally - 2022 Update. Also UN Women and UNICEF - Gender and Age Inequality of Disaster Risk – Research Paper – 2019.

⁵⁷ UN Women and UNICEF - Gender and Age Inequality of Disaster Risk – Research Paper - 2019

⁵⁸ Humanitarian Benchmark Consulting (HBC).

⁵⁹ National Disaster Centre and IOM – Indigenous Knowledge for Disaster Risk Reduction – Documenting Community Practices in Papua New Guinea - 2015

information available at the time of the sites visits, the training resources have not yet been certified to harmonize approaches, terminology, etc. However, the priorities of the NDC for 2022-2026 encompasses many of the challenges and barriers identified through the evaluation process and could build upon some key outputs of the project, including the training curriculum and network of trainers.⁶⁰

- In certain provinces, the DRM actors are committed to continue to build on the project results by providing continued training, including to women, whom they perceive as critical because of their role in agriculture. In the WP, the PDC was planning to continue the trainings and said they would only need support with training materials. In the SHP, the provincial government established a DTM coordination team to coordinate DTM operations in the provinces and trained many people in one district. The PDC members met during the evaluation was keen to build on this structure to train DRM actors in the other 19 districts of the province and had already identified the three most-at-risks that would be prioritized. However, all mentioned the need for further funding to continue. For the time being, *“DRR funding seems nonexistent and inaccessible to sub-national government and communities”*.⁶¹
- On many occasions, communities complained that district and provincial DRM activities and interventions were inexistent and that governmental stakeholders rarely engaged with them on DRM. Indeed, the level of involvement of national and provincial authorities in the review and implementation of the CBDRM plans was mostly limited to the launching events. Nonetheless, with regards to ToT project activities, there appear to have been a continuous effort to foster local ownership of the skills acquired through the cascade trainings led by the new trained trainers. Government officials trained at the national DTM ToT were said to have played a critical role in organizing their members and rolling out the training at the provincial level, enhancing preparedness at the sub-national level.⁶² Moreover, reviews of the 1984 DM Act and NDC structure are ongoing, which will improve NDC’s capacity to perform its functions and strengthen areas that were supported by the project, such as preparedness, information management, capacity-building, early warning, etc.⁶³
- At the community level, most of the beneficiaries met during the evaluation had already discussed and identified the next activities they wanted to prioritize. Community facilitators and leaders appeared committed to sustaining changes in their communities, by continuing to build knowledge and raise awareness of other community members.⁶⁴ Community representatives also identified steps they could take to improve DRM. For instance, they indicated there should be a community in place to monitor the project activities and keep track of the issues and maintenance required. In some of the communities targeted by the project, formal structures are in place to discuss DRM. However, in the absence of disaster, communities often move their attention to other pressing priorities. Nevertheless, all communities met during the evaluation are fully aware that they are the first – if not the only – responders in case of a disaster. *“It depends on us, how to organize and keep track of the needs”*.⁶⁵
- The sense of ownership of the community was clear when discussing the CBDRM plans, although not all communities seem to have hard copies available at the time of the visit. All the selected communities had invested time and resources in the project activities, by building the systems (i.e.,

⁶⁰ Papua New Guinea - Donor Coordination Meeting PPT - August 2022

⁶¹ Australian Humanitarian Partnership - Beyond Barriers: Papua New Guinea Case Study - 2022

⁶² Loop PNG, Displacement Training Of Trainers, Video available on Youtube. [Displacement Training Of Trainers - YouTube](#)

⁶³ DRR/M in Papua New Guinea, Donor Coordination Roundtable (PPT Presentation), 30 August 2022.

⁶⁴ For instance, in the community of Walapepe, in the SHP, the community facilitators mentioned that a community meeting is organized every Sunday, where DRM is discussed, and awareness is done on the basis of the CBDRM plan.

⁶⁵ Extract from an interview with community representatives from Lemanmanu, AROB Province.

evacuation route, water pipe system, garden beds, etc.). They were also committed to maintain the equipment and find solutions to collectively address emerging problems with the equipment procured through the project (i.e., purchase of equipment for repairs).

- The CBDRM planning and implementation process facilitated the development of clearly defined and rationalized plans with budgets that the community can use as a basis to seek support from the local level, district level and provincial governments. In the absence of government funding, some communities were able to raise additional funds to complement that of the project, for instance, in the community of Lemanmanu, in AROB Province, where government funding had been used to purchase solar lights for the evacuation road. In the same community, the CBDRM plan was used as a fundraising tool, and other partners have funded some of the priorities identified by the community.⁶⁶
- The activities supported through the project contributed to validate the CBDRM planning process and demonstrate what the communities can achieve through consensus building and planning. Communities met during the evaluation process seemed surprised by the level of engagement and role they had during project activities – a participative approach they indicated was not common when working with district or provincial authorities. Before, the district and provincial governments were developing plans without consulting with the communities. Today, the CBDRM plan can help inform wards and district, and improve the synergies between various levels of DRM. In this process, PDC and DRM stakeholders learned the importance of engaging community in identifying their own risks and needs. In the same fashion, the assessment conducted in IDP communities in ENB province helped the LLG incorporate the needs of IDPs in LLG plans and Ward Development Plans for funding allocations.
- IOM built excellent relationships with the communities where it implemented activities, particularly where CBDRM plans were developed. However, the scope of the activities implemented was very wide, which might have been detrimental to the quality of the engagement in some areas or communities. More in-depth, iterative engagement would contribute to consolidate the knowledge and skills introduced in the communities, especially when it promotes changes from well-established social and cultural practices and norms. Iteration and long-term support are particularly important to sustain the results of the training component, where local trainers and facilitators are expected to become the main conveyer of information into the communities.
- The notion of partnerships was central to the processes and perceptions of partners of the project. Many of the stakeholders met during the evaluation process spoke of *partnership* when asked about the DRM work carried by IOM in PNG. Partnerships were evoked when speaking about the preparatory work done in the context of the CBDRM planning and training, where many stakeholders were convened and encouraged to participate actively for the first time in a process to strengthen local governance. It was also used to speak about the role of PDC staff in tracking population displacement, particularly in the SHP, where the network of trained partners is evident, and the team more effectively deployed – leading to more ownership of the process and demonstration of the structuration of a more sustainable system to support displacement tracking. Finally, it was used when referring to the role of communities in CBDRM activities, whereas communities invested much time and energy through planning and the work of their members, and felt they were truly contributing as partners – for instance in Leman Manu (AROB) where the community had built the access road and designed several aspects of it, or in Karel (SHP) where the community indicated it wanted to become a model community to

⁶⁶ For instance, the Red Cross provided first-aid training to community members, which was the second priority identified by the community after the evacuation road. Activities supported by FAO and the local district were also mentioned for East Sepik.

showcase the impact of CBDRM work in PNG. The use of the term partnership by the main beneficiaries of the project is indicative of the dynamic that was fostered through the project. Partnerships can be further leveraged by using the CBDRM plans to achieve collective goals and advance DRM in ways that build upon and complement the work achieved thus far. This will be a key dimension for IOM to contribute to integration of DRM activities and to improve the coherence, effectiveness, impact and sustainability of its DRM initiatives in PNG.



Focus group discussion, 28 February 2023. Walapape, in the Southern Highlands Province, is prone to floodings and struggles to diversify its economy to generate additional revenues to support the community. Through the project, the school was equipped with a large water containment tank. The community received equipment such as sewing machines and chainsaws to support building projects and income-generating activities.



In Walapape, members of the community are testing new crops and techniques to find more resilient plants to bridge gaps in harvest seasons, when long periods of drought or floods occur. Following the training delivered by the National Agriculture Research Institute, the community selected a new plot to start the model garden. Rice and wheat have been planted, and different fertilizers are being tested.

6. CONCLUSIONS AND RECOMMENDATIONS

Based on the findings and conclusions presented above, the following recommendations are made by the evaluator for consideration in the implementation of future activities:

Relevance of the intervention:

Recommendation 1

To inform the development of future projects, IOM should do a stock-taking exercise on its DRM programming to map the results achieved so far; discuss challenges, lessons learned, impact and sustainability, as well as effective ways to engage with DRM stakeholders going forward.

Recommendation 2

To ensure that activities implemented with limited project resources are and remain relevant in the context of PNG, plan to engage substantively with the communities during the process of selection of CBDRM priorities to guarantee that the activities are linked to DRM and contributing to the project outcome.

Coherence of the intervention:

Recommendation 3

To increase DRM coherence, IOM should engage more consistently with DRM stakeholders and use existing channels to coordinate and share information. IOM should seek to embed more effectively its work in national structures and take the necessary steps to increase access to existing knowledge, resources, data and early warning systems through formal information exchange mechanisms.

Recommendation 4

At the community level, the CBDRM plans should be promoted as critical tools to achieve greater coherence to identify priorities for action, so that all partners can contribute and build upon the foundations established in the 16 communities where IOM supported CBDRM planning with US funding.

Effectiveness and efficiency in the implementation:

Recommendation 5

Monitoring should be fully integrated as part of the project workplan, to ensure oversight of/guidance to staff working remotely, adherence to IOM standards and procedures, and technical discussions on the project results and adaptations required. Monitoring risks, activities, outcomes and budget systematically would help IOM identify problems and bring corrective measures in a timely manner, and improve operational effectiveness, impacts, and response coordination.

Recommendation 6

To ensure more effective project management, detailed quarterly or bi-annual workplans should be in place for all project staff. This would help clarify roles and responsibilities and coordinate actions to advance project results. It would also help senior management increase information-sharing and coordination with external partners and guide the work to be undertaken by the project manager, the project officers and field staff/offices. Regular coordination meeting, including senior management meeting would improve coordination and communication internally and externally.

Impact of the project:

Recommendation 7

IOM should consider reducing the number of activities and communities it targets, with a view to invest in quality partnerships, ensure that the skills and community structures are practiced and internalized, and provide the necessary guidance to its beneficiaries at all steps of the process. This would contribute to increase the overall impact of the activities and help improve coordination and information-sharing.

Recommendation 8

To meaningfully contribute to improved agricultural practices, IOM's activities should be scaled up to more communities, with adequate follow-ups and monitoring in place, during a longer period of time. Proposing separate projects to support the resilience of IDP communities may be more appropriate to adequately address the needs and provide the conditions for long-term impact.

Sustainability of the results:

Recommendation 9

Its important that IOM acknowledges that each activity requires coordination and communication with a wide range of stakeholders, and that partners – at community, local, provincial or national level – have limited capacities, time and resources to truly own the project activities, especially governmental partners engaged in different project with different partners. Recognizing the absorption capacities of partners and ensuring that what is proposed is realistic and achievable in the timeframe of the project will also contribute to improve local ownership and partnerships for results.

Recommendation 10

Long-term planning and strategic vision are required for IOM to embed sustainably its programming in local structures. One example is the DTM network, which is relevant and impactful, but will require continuous efforts and local ownership to generate rapid and accurate information when disaster strikes. IOM's long-term vision on the training of trainers could also be better defined or explained to partners.

Recommendation 11

Efforts to integrate gender and protection issues in programme activities must be sustained and leveraged to truly support the resilience of the communities targeted through DRM programming. IOM should consider scaling up women-led initiatives and gender-focused DRM programming in PNG. Integrating an understanding of the gendered dimensions of disaster risk and supporting women-led initiatives and organizations would contribute to add value and coherence to ongoing efforts. Strengthening the participation of women and girls in DRM decision-making, implementation, and leadership could also foster sustainable capacities and partnerships within and between communities.

ANNEX 1. TERMS OF REFERENCE FOR THE EVALUATION

ANNEX 2. AGENDA OF THE FIELD VISITS AND MEETINGS

ANNEX 3. LIST OF THE DOCUMENTS REVIEWED

ANNEX 4. DATA ANALYSIS MATRIX

ANNEX 5. FINAL INCEPTION REPORT (February 2023)