



Project Evaluation Report

CS.0743 & CS.0820

**Community Based Tribal Conflict
Mitigation and Peace Building in Enga
and Morobe Province, Papua New
Guinea (COMBAT-COMIT)**

Phase I and II

(December 2015 to November 2017)

Funded by IOM Development Fund

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Project Summary

Project Title	Community Based Tribal Conflict Mitigation and Peace Building in Enga and Morobe Province, Papua New Guinea (COMBAT-COMIT) Phase I and II
Executing Organization	International Organization for Migration (IOM)
Project Identification and Contract Numbers	PG20P0002 / CS.0743 PG20P0003 / CS.0820
Project Management Site	IOM Port Moresby (Papua New Guinea)
Relevant Regional Office	RO Asia Pacific
Project Duration	24 months (1 December 2015 to 30 November 2017)
Geographic Coverage	Enga and Morobe Province, Papua New Guinea
Project Beneficiaries	Warring tribal communities in Enga and Morobe Province, Provincial Administration, Police, Civil Protection Authorities
Project Partners	Government of Papua New Guinea, Provincial Administration, Faith based institutions, International Committee of the Red Cross (ICRC), Lawyers for Human rights
Budget	USD 200,000 (combined budget for Phase I and II)
Donor	IOM Development Fund

1. Executive Summary

The Community Based Tribal Conflict Mitigation and Peace Building (COMBAT-COMIT) Project was implemented by IOM Papua New Guinea from December 2015 to November 2017, with funding from the IOM Development Fund (IDF) totalling USD 200,000. The project aimed to promote sustainable peace and reconciliation solutions in communities highly impacted by conflict. In order to contribute towards strengthened tribal conflict management, local capacities for peace, and community resilience, the project envisaged to establish the following in areas highly impacted by tribal conflict and related human mobility: 1) Sustainable peace and reconciliation solutions; and 2) Community driven recovery and development peace building projects.

This ex-post evaluation was commissioned by IOM Papua New Guinea from January to May 2019, and focused on five main evaluation criteria of the OECD/DAC - relevance, effectiveness, efficiency, impact and sustainability.

1.1 MAIN FINDINGS AND CONCLUSIONS

Overall, the project was highly relevant to the needs of the communities and target beneficiaries, employing a pertinent approach towards sustainable peace and conflict mitigation based on its Theory of Change. Effectiveness and efficiency were adequate, as the project only partially achieved the results/changes envisaged, with more personal and relational changes achieved over structural and cultural changes. The evaluation team felt that it was too early to fully ascertain the impact of the project, but identified promising evidence of sustainability. The below table summarizes the findings for each evaluation criteria.

<p>Relevance</p>	<p>The project was well aligned with relevant national policies and legislations, IOM frameworks and strategies, and the Sustainable Development Goals (SDGs). It was also found to be highly pertinent to the needs of the target beneficiaries, namely those affected by tribal conflicts in target provinces. Moreover, the project activities and outputs were consistent with the intended results, as articulated in the Theory of Change; and the project increased its relevance to stakeholder needs, by incorporating additional output/activities, based on survey findings. One limitation was that gender concerns were not adequately taken into consideration.</p>
<p>Effectiveness</p>	<p>The project was relatively effective in bringing about personal and relational changes in the target communities, which contributed towards cessation of conflict.</p> <p>Various outputs achieved, such as strengthened local capacity and establishment of Peace, Reconciliation and Mitigation Committees, were effective in bringing together diverse stakeholders from different groups, contributing to individual empowerment (personal change), some changes in perceptions towards engagement as a means to addressing conflict (relational change), and increased cooperation and collaboration towards common goals (relational change).</p>

	<p>However, there is little evidence that structural and cultural changes have taken root: Dependence on external interventions remains high; mechanisms to take local priorities in forming long-term government development plans are not in place; fundamental distrust in Governmental structures still prevails; and there is limited evidence of overall acceptance of civic engagement as a means to address grievances among the communities.</p>
Efficiency	<p>All project activities and outputs, except for those related to Output 2.3 (improved access to basic social services and other opportunities) were delivered on time and within budget, as planned; and direct operational resources were available at planned cost to implement the project activities. However, the project did not provide for adequate indirect costs, as no additional funds were allocated to support staff and office structures during the extension period.</p>
Impact	<p>During project implementation, and as of this evaluation, there has been no recorded tribal conflict in the targeted communities, which may be perceived as the most significant intended impact of the project. However, while some positive intended and unintended effects were observed, the evaluation was not able to confirm long-term impact on tribal conflict management, local capacities for peace, nor community resilience. It is the observation of the evaluation team that long-term impact would require continued interventions with additional resources.</p>
Sustainability	<p>There is evidence of sustainability of output level results such as enhanced local capacity to mediate and manage conflict, and implementation of community-based development projects, particularly those handed over to the Local Government. Moreover, while sustainability of outcome level behaviour change, such as community utilization of conflict mitigation/referral mechanisms, or continued improvements in access to basic social services and other opportunities for recovery and development, remain limited, there are promising signs of other stakeholders taking on the issues and continuing similar interventions.</p>

1.2 RECOMMENDATIONS

The evaluation identified key recommendations for future interventions and project management, as well as one good practice.

<p><i>Recommendations on Future Interventions</i></p>
<p>Community Based Approach: The project’s community-based approach to conflict mitigation and peace building was highly relevant to beneficiaries’ and Government counterparts’ needs. As such, replication of the project approach and utilization of the project Theory of Change is recommended.</p>

Project Logic: In implementing the project, some gaps were identified in the project logic, and these need to be incorporated for any similar future interventions:

- Sustainable peace and reconciliation solutions: While the project focused on supply-side capacity building and establishment of mechanisms, it failed to adequately address demand-side awareness raising and behaviour change needs. Thus, for future interventions, it is recommended that interventions address **community social and behaviour change**, such as efforts to raise awareness and trust among the wider community members on conflict mediation and prevention mechanisms.
- In order to reinforce effectiveness of the Community-Based Planning (CBP) projects and processes, **linkages between CBP projects and government planning/ budgeting mechanisms and processes** must be strengthened. Such linkages may strengthen coordination and joint implementation among IOM, the local government and the communities, contributing towards structural changes and sustainability.

Gender: Gender and human rights concerns were not adequately taken into consideration during project development and implementation. Since evidence abounds on the high levels of Gender-Based Violence (GBV) in Papua New Guinea, future interventions are strongly recommended to specifically collect data on, and include targeted interventions to address GBV and other gender inequalities.

Recommendations on Project Management

Results Monitoring: A general recommendation for future project implementation is to strengthen project monitoring systems, ensuring that indicators measure results, incorporating beneficiary follow-ups and documenting progress periodically. The evaluation found that the project primarily monitored activities and where indicators measured results, it was often not placed at the right logic level, and/or the baseline and actual achievements were not clear.

Resource Management: Resource allocations should be carefully considered when project extensions are granted due to project implementation delays. While direct operational cost may be sufficient for the remaining activities, indirect costs (e.g. administrative personnel and office costs) may not be sufficient to cover the extension period.

Good Practice:

Partnerships: Strong commitments among, and coordination with, local government counterparts was recognized as one of the key enabling factors for project success. IOM was accepted by both the local government and communities where it operates, as a trusted partner, and was able to implement activities in areas where not many other external organizations operate. Moreover, implementation was closely coordinated with local government counterparts, allowing IOM to maintain good communication and coordination throughout, and to strengthen sustainability.

2. Acronyms

CoM	Chief of Mission
COMBAT-COMIT	Community Based Tribal Conflict Mitigation and Peace Building in Enga and Morobe Province, Papua New Guinea
ECHO	European Civil Protection and Humanitarian Aid Operations
EU	European Union
GBV	Gender Based Violence
GCM	Global Compact for Safe, Orderly and Regular Migration
IDF	IOM Development Fund
IDP	Internally Displaced Person
IOM	International Organization for Migration
KII	Key Informant Interview
MiGOF	Migration Governance Framework
NGO	Non-Governmental Organization
OFDA	Office of US Foreign Disaster Assistance
PM	Project Manager
PNG	Papua New Guinea
PO	Project Officer
SDGs	Sustainable Development Goals
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
USAID	United States Agency for International Development

3. Background

The project subjected to this end-evaluation is “**Community Based Tribal Conflict Mitigation and Peace Building in Enga and Morobe Province, Papua New Guinea (COMBAT-COMIT)**” Phase I and II, managed by IOM Papua New Guinea Country Office, with the overall objective *to contribute towards increased tribal conflict management, local capacities for peace and resilience of communities by engaging community groups and local stakeholders from across the political/social divide in collaborative community initiatives*. The project was financially supported by the IOM Development Fund, and implemented for 24 months from December 2015 to November 2017, with a total funding amounting to USD 200,000.

This evaluation was commissioned by the IOM Papua New Guinea Country Office from January to May 2019. The evaluation was an internal independent one and was conducted jointly by the IOM Regional Project Development Officer and the Regional M&E Officer for Asia and the Pacific.

The evaluation focused on five main evaluation criteria of the OECD/DAC - relevance, effectiveness, efficiency, impact and sustainability. Human rights and gender equality were integrated into each evaluation criteria, as relevant. Data collection involved document review, and key informant interviews (administered during a one-week field visit to Enga and Morobe Provinces of Papua New Guinea).

3.1 CONTEXT

Papua New Guinea (PNG), in the southwestern Pacific, encompasses the eastern half of New Guinea and its offshore islands. Home to approximately 7.3 million people,¹ it is a diverse country with over 1,000 tribes and 800 languages. While the country has significant resources, including oil, gas, gold, copper, forestry and fishery resources, it faces challenges of providing services to a diverse, dispersed and mostly rural population spread over 600 islands; compounded by limited accessibility to many parts of the country, high logistical costs and supply management complications. PNG is ranked 158 out of 188 countries in ‘Low Human Development’ under UNDP’s Human Development Index 2015, and maintains a national poverty rate of approximately 37%.²

In terms of gender and human rights, rural women, children, and people with disabilities face sexual and gender-based violence including rape, domestic violence, sorcery related atrocities and killings. While policies and strategies to address this exist, implementation remains weak, with victims and witnesses facing significant barriers to accessing protection services and the formal justice system. Moreover, ongoing tribal conflict in some parts of the country, characterized by minimal preventive and protection mechanisms, as well as a lack of effective documentation or investigation, have caused the violation of

¹ According to the 2011 National Population and Housing Census.

² Reference: Papua New Guinea United Nations Development Assistance Framework (UNDAF) 2018-2022. See: https://www.unicef.org/about/execboard/files/UNDAF_2018-2022_PNG.pdf



human rights of affected people.³ These tribal conflicts are caused by various factors, such as land and territory-related issues, accusations of sorcery and witchcraft, and inequality. The tensions have led to outbreaks of fighting, rioting and looting, often resulting in the widespread destruction of property, disruption of services, death and serious injury. In December 2014, the Internal Displacement Monitoring Centre estimated there were about 22,500 people displaced within PNG because of tribal warfare and other reasons.⁴ Profiling of internally displaced persons (IDPs) by IOM PNG in 2017 found out that 12.5% of the IDP population were displaced because of tribal fighting.⁵

IOM in Papua New Guinea

IOM has been operating in PNG since 2001, addressing complex emergencies, providing humanitarian relief, and building capacity of the Government. Operating through its head office in Port Moresby and field offices throughout the country, IOM's interventions focus on disaster management, emergency preparedness and response, counter-trafficking in persons, assisted voluntary return and reintegration, migration and border management, and integration. The disaster management response placed attention to internally displaced persons due to natural and man-made disasters: PNG, like many Pacific nations, is vulnerable to environmental disasters; However, in contrast to other Melanesian countries, there are also substantial number of displaced people in PNG due to conflict, specifically tribal fighting.⁶

Community Based Tribal Conflict Mitigation and Peace Building (COMBAT-COMIT) Project: In order to holistically approach displacement caused by conflict, IOM initiated the first phase of this project (Phase I: Dec 2015 to Aug 2017), funded by the IOM Development Fund (IDF). After successful implementation during the first year, IDF gave the go-ahead for an overlapping second phase (Phase II: Sept 2016 to Nov 2017). The first and second phases of the project contributed to the same set of objectives and outcomes. As such, for this evaluation, the two phases were considered as one project.

The project aimed to promote sustainable peace and reconciliation solutions in communities highly impacted by conflict and subsequently decrease the high numbers of displaced people. The project was implemented in two specific communities in Morobe and Enga provinces.

³ Ibid.

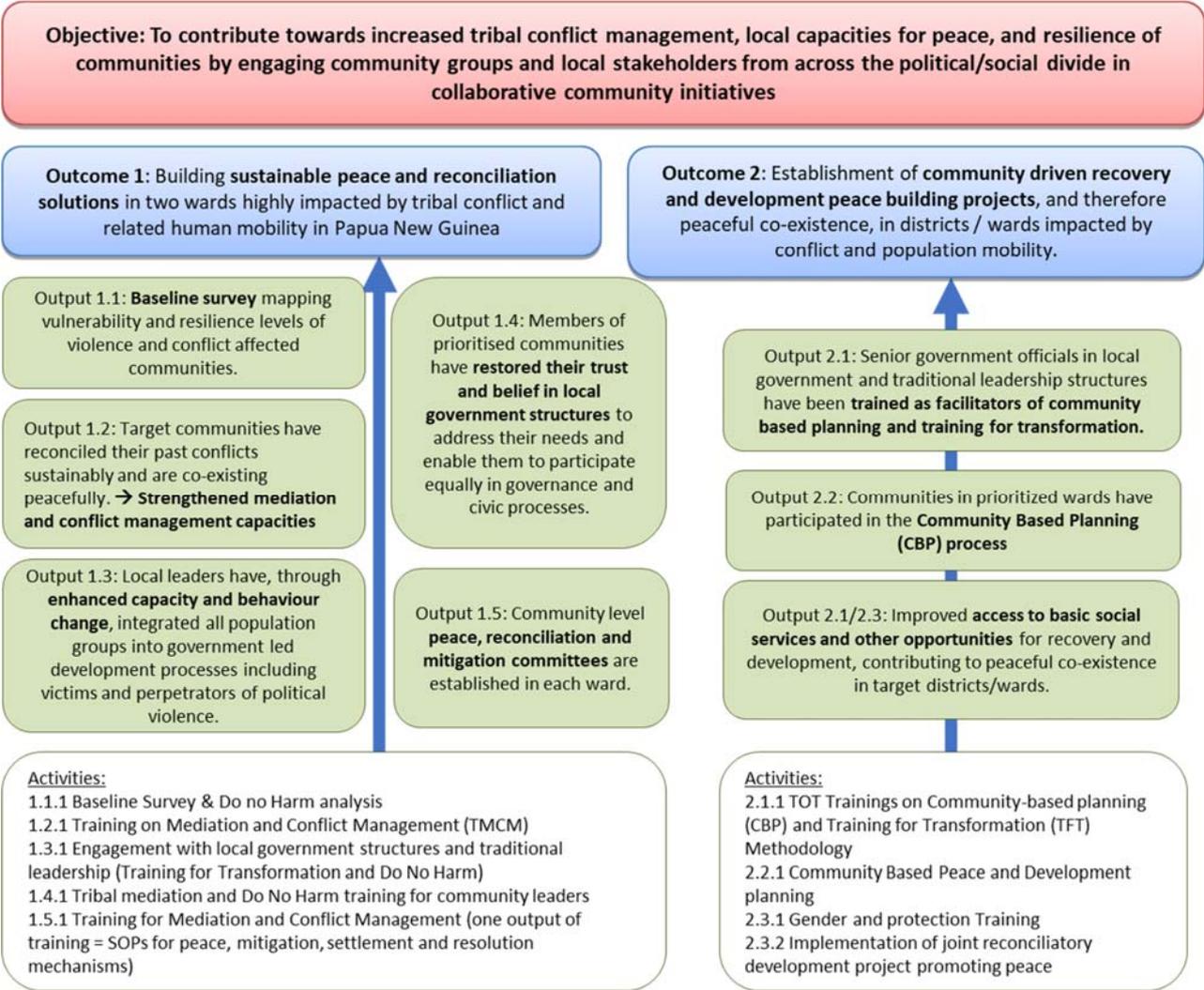
⁴ See: <http://www.internal-displacement.org/countries/papua-new-guinea>

⁵ See: <https://displacement.iom.int/reports/papua-new-guinea---profiling-idps-december-2017>

⁶ See: <https://png.iom.int/about-us-png>



To contribute towards strengthened tribal conflict management, local capacities for peace, and community resilience, the project envisaged to establish the following in areas highly impacted by tribal conflict and related human mobility: 1) Sustainable peace and reconciliation solutions; and 2) Community driven recovery and development peace building projects. The project logical framework, as per the project document, is summarized below:



3.2 EVALUATION PURPOSE, SCOPE AND CRITERIA

IOM, IDF, the Government of Papua New Guinea, and other stakeholders will benefit from this evaluation in selecting, enhancing the design and implementation of similar project interventions in the country in the future by reviewing the evaluation findings and recommendation, and reflecting lessons and best practices.

Users	Intended Use
IOM PNG	<ul style="list-style-type: none"> • To improve identification of country’s needs and alignment of IOM’s interventions with national, regional and global development agenda;

	<ul style="list-style-type: none"> To improve efficiency and effectiveness of future project implementation; To demonstrate accountability of project implementation and use of resources; and To identify specific follow-up actions/initiatives and project development ideas.
IOM RO Asia Pacific	<ul style="list-style-type: none"> To document lessons learned and best practices, and possible replication in other countries in the region; and To optimize better use of expertise for benefits of stakeholders and beneficiaries on the ground throughout the project cycle management.
IDF	<ul style="list-style-type: none"> To assess effectiveness and value for money for a project funding allocation; and To explore/identify follow-up interventions and initiatives for possible future funding.
Key National Stakeholders (e.g. Govt counterparts)	<ul style="list-style-type: none"> To assess effectiveness and approach of IOM support; and To explore/identify future interventions.

To meet this purpose, the evaluation focused on the following specific objectives under each of the selected OECD/DAC evaluation criteria:

- **Relevance** (include appropriateness criteria): Assess to what extent the project responded to the needs of the target groups, including the Government of Papua New Guinea, and conflicting communities;
- **Effectiveness**: Assess the outcomes and outputs achieved through the project activity interventions, and how effective the project management was in achieving the project results;
- **Efficiency** (including the timeliness): Assess the use of available resources (time, money and human resources) in attaining the project results;
- **Impact**: Identify to what extent the project contributed towards long-term changes in livelihoods and social status of the targeted communities (positively/ negatively and intended/unintended). The project will not assess the project’s potential attribution, but possible contribution towards any peace attained;
- **Sustainability**: Assess to what extent peace and other short-term and medium-term institutional and individual changes among project stakeholders and beneficiaries, will be maintained and how; and
- **Gender Equality and Human Rights**: Assess how needs of different groups of stakeholders and beneficiaries were considered in the project design and implementation, as well as determine if any groups benefitted or were affected differently by the project, and if/how the project reacted towards those differences.

In addition to these specific objectives, the evaluation also intended to identify lessons learned and good practices in the project design, implementation and monitoring which can be shared with IOM PNG,



Government stakeholders, and others, such as development partners, UN agencies and NGOs operating in humanitarian and development work.

Evaluation Scope

The evaluation covers the full project period from 1 Dec 2015 to 30 November 2017. The project targeted communities in the Enga and Morobe Provinces, and these locations were also selected for field data collection, to undertake stakeholders and beneficiary interviews. It was not possible to do a random sampling, and interviewees were identified by the IOM Project Officer. This was due to logistical and geographical challenges in the field, as well as availability of interviewees. The list of people interviewed can be found in Annexes 6.4.

Evaluation questions

In response to the evaluation purpose and objective, sixteen evaluation questions followed by sub-questions were identified and used. The Evaluation Matrix, which outlines all evaluation questions, can be found in Annex 6.2.

3.3 EVALUATION METHODOLOGY

To ensure reliability of the data, while accommodating field data collection challenges mentioned above, two data collection methods were employed:

- 1) **Desk review:** Total of 19 available documents (include project documents and reports) were reviewed. See Annex 6.3 for the full list of documents.
- 2) **Key Informant Interviews:** Total 17 individuals (04 female) were interviewed in a semi-structured manner. Four interviewees (all men) were in Enga province, six interviewees (all men) were in Morobe province, and the rest were in the capital, Port Moresby. The former IOM project manager was interviewed via skype. See Annex 6.4 for the list of key informants, and Annex 6.5 for the interview questions.

The findings were triangulated, and a contribution analysis was made to evaluate the project according to the identified criteria. The overall assessment per evaluation criteria was made against a scale from 1 to 5, as outlined in the below table.

Scale		Explanation
5	Excellent	There is evidence of strong contribution and/or contributions exceeding the level expected by the intervention
4	Very Good	There is evidence of good contribution; Some areas need improvement
3	Good	There is evidence of satisfactory contribution; Improvements required
2	Adequate	There is evidence of some contribution; Significant improvements required
1	Poor	There is low or no observable contribution

3.4 LIMITATIONS

Several limitations and challenges were identified during the implementation of this evaluation. The evaluator, in consultation with the IOM PNG responded to them as below:

Limitations	Impact and Response
<p>Result statements and corresponding indicators, as originally articulated in the Results Matrix was often not clear, or at the appropriate level.</p>	<p>The evaluation found it challenging to assess project relevance and effectiveness based on the original Results Matrix. As such, the evaluation took liberty in combining some outputs, and assessing them according to the extent to which they contributed towards the personal, relational, structural and cultural changes, as outlined in the Theory of Change (see sections 4.1 and 4.2).</p>
<p>The field data collection was constrained due to logistical and security challenges, and the evaluation was not able to reach as many project beneficiaries as was originally planned.</p>	<p>During the field data collection, the evaluator and the accompanying IOM project team members encountered road-blocs and flash floods, which reduced the time allocated for field interviews, and subsequently reduced the number of interviewees. For example, Focus Group Discussions in Morobe had to be cancelled, and the evaluator conducted phone interviews with two community representatives in Morobe. In total, only ten people in the field could be interviewed, plus seven in Port Moresby.</p>
<p>Some interviewees during the field data collection was only available for a short time.</p>	<p>Despite coordination efforts were made well in advance by the IOM PNG team, some local government officials were not able to allocate enough time for the interviews. For example, the interview with officials from the Enga Provincial Disaster Office was shortened to only 15 minutes.</p> <p>As such, the evaluator needed to conduct additional interviews with IOM project assistants, who managed the project in the area.</p>

4. Findings

The findings were analysed under each evaluation questions (see Annex 6.2, Evaluation Matrix). Data were collected through and triangulated between: Desk review and Key informant interviews. Each evaluation criteria were assessed on a scale from 1 to 5. Please see section 3.3 above for explanation of the ratings.

In all, the evaluation found the project to be highly relevant, with good evidence of sustainability, and moderate indications for effectiveness, efficiency and impact. The table below summarizes the evaluation assessment per criteria:

Evaluation Criteria	Assessment (out of 5)
Relevance	4
Effectiveness	3
Efficiency	3
Impact	3
Sustainability	4

4.1 RELEVANCE

The project was found to be highly relevant. It was well aligned with relevant national policies and legislations, IOM frameworks and strategies, and the Sustainable Development Goals (SDGs). It was also found to be highly pertinent to the needs of the target beneficiaries, namely those affected by tribal conflicts in the target provinces of Morobe and Enga. Moreover, the project activities and outputs were consistent with the intended results, as articulated in the envisaged personal, relational, structural and cultural changes of the project Theory of Change; and the project increased its relevance to stakeholder needs, by incorporating additional output/activities for Phase II, based on survey findings during Phase I.



One limitation found was that gender concerns were not adequately taken into consideration during the development and implementation of the project.

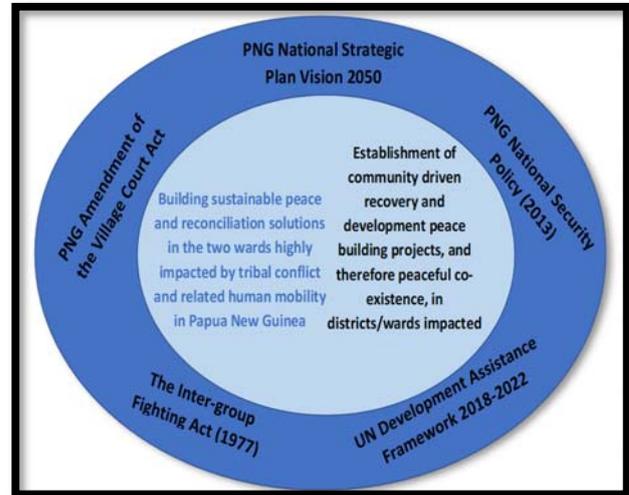
Question 1.1: To what extent was the project aligned with relevant national policies, organizational mandates, and global commitments?

Finding 1: The project was well-aligned to relevant national policies and legislations, IOM frameworks and strategies, and the Sustainable Development Goals (SDGs).

The project was aligned to the following.

National policies and legislations:

- PNG National Strategic Plan Vision 2050:** Outlines how Papua New Guinea may become a safe and peaceful society through: 1) Promoting and facilitating dialogue and peaceful resolution to conflicts; and 2) Increasing capacity for law and order enforcers.
- PNG National Security Policy (2013):** The policy focuses on internal and external threats to PNG, including law and order, maritime and land border security, gender-based violence, and corruption, and seeks to enable better coordination between government agencies with security responsibilities.
- PNG Amendment of the Village Court Act:** The new sections 2A and 2B outlines the objectives to promote peace and harmony within communities through fair settlements of disputes via mediation and village courts, as required.
- The Inter-group Fighting Act (1977):** This prohibits inter-tribal fighting. Depending on the level of involvement and seriousness of the crime, those involved in fighting may face imprisonment between 3 to 30 years.
- UN Development Assistance Framework 2018-2022:** Priority for Peace - Promoting Inclusive, Governance, Justice & Peace. The objective is, by 2022, Government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion of peace and security.



IOM mandate and relevant strategies:

- Migration Governance Framework (MIGOF),** Objective 2, to effectively address the mobility dimensions of crises. The project was especially relevant in terms of addressing population displacement caused by tribal conflicts in the targeted communities.
- IOM Strategy in the Asia and the Pacific 2017-2020:** Outcome #4 (Capacity to manage migration crises is strengthened).
- IOM Pacific Strategy 2017-2020:** Strategic priority c) Migrants in the Pacific enjoy protection from human rights abuses and are able to migrate in a safe, orderly and dignified manner.

Global Commitments:

- Sustainable Development Goals (SDGs):** The project was aligned to Goal 16 on Peace and Justice, target 16.1, “Significantly reduce all forms of violence and related death rates everywhere, through enforcing conflict prevention, mediation, and community development interventions for community cohesion in the targeted areas.”

Question 1.2: To what extent was the project relevant to the priority needs of the target communities (Bulolo in Morobe Province, Murip in Enga Province)?

Finding 2: The project intervention is highly relevant to the current problems and needs of the target beneficiaries, namely those affected by tribal conflicts in Bulolo, Morobe Province and Murip, Enga Province. However, gender concerns were not adequately taken into consideration during the development and implementation of the project.

During the original project development phase, community members, including the provincial and district government partners, were not adequately consulted. However, community stakeholders were heavily involved in direct project implementation, which contributed towards the high relevance of the project. For example, community leaders and ward councillors were targeted for capacity building on mediation and conflict management, as they were identified as key stakeholders in effectively responding to ongoing and future conflicts in their respective communities.

Also, the project's approach of engaging with local government officials, communities and traditional structures, and utilizing community-based planning to identify/prioritize community needs, meant that it stayed true to the current problems and needs of the target beneficiaries. For example, in Enga Province, community members prioritized the establishment of the community training centre, since this would enable members to hold regular meetings as well as closed-door mediation sessions; and subsequently the project incorporated this into its activities.

However, the evaluation noted that community stakeholder engagement was purely as beneficiaries, and not as part of the project implementation mechanisms (e.g. project steering committee, although such mechanism was not established for this project).

Gender and Human Rights

Gender and human rights concerns were not strongly taken into consideration during project development and implementation. This is assessed as a significant gap, as it was observed that many of the conflicts were based on inequality and power relationships between women and men, and girls and boys.

While evidence abounds on the high levels of GBV in the country (see Section 3.1, Context), and both the Baseline and Do No Harm Assessments recognized GBV as sources of conflict in the communities concerned, the project did not specifically collect data on GBV, nor did it implement targeted interventions to address GBV. Gender and protection training sessions were included as part of the Training of Trainers (ToT) for community-based planning targeting selected community leaders and ward councillors; However, the effectiveness of just including a number of sessions in a ToT is brought into question when, for example, during the field visit, the evaluator witnessed a mediation on GBV case where both the victim and the perpetrator were present in front of approximately hundred community members from conflicting tribes. Given the prevalence of GBV, targeted gender interventions, such as community awareness raising, would have strengthened the relevance of the project to the needs of the beneficiaries.

Question 1.3: Are the project activities and outputs consistent with the intended outcomes and objective?

Finding 3: The project activities and outputs were consistent with the intended results, as articulated in the envisaged personal, relational, structural and cultural changes of the project Theory of Change. Some gaps were identified related to activities for outputs 1.2, 1.4 and 1.5; and outputs for outcome 2.

The logical hierarchy and articulation of the project activities and intended project results (outputs, outcomes and objective) in the original Results Matrix was not very clear. Please see Annex 6.6 for an analysis of the vertical logic of the Results Matrix, including suggestions for alternative articulations.

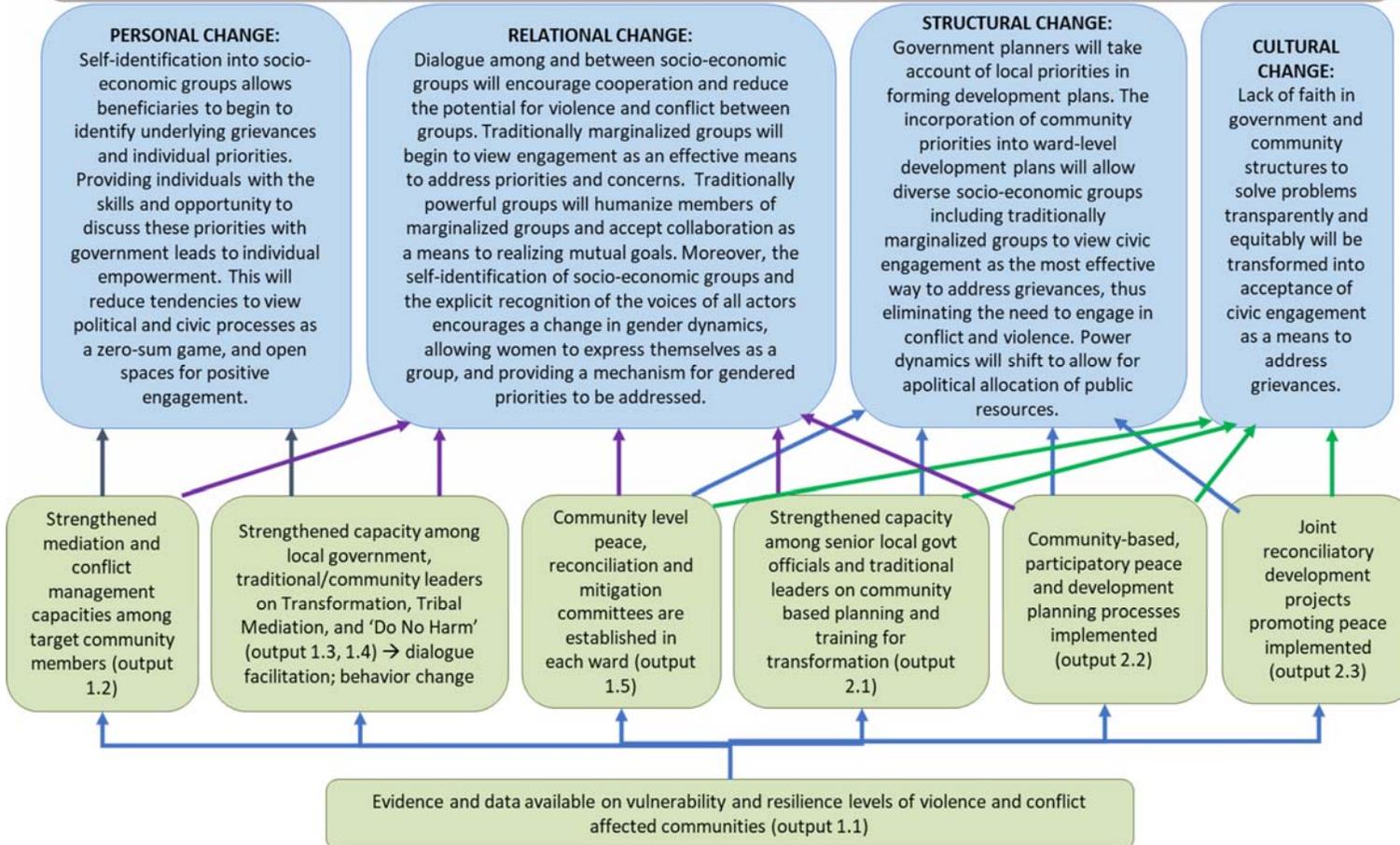
As such, the evaluation utilized a combination of the Results Matrix activities/outputs and the changes envisaged in the project Theory of Change (personal, relational, structural and cultural) to assess whether the project activities and outputs were consistent with the intended outcomes and objective. This combined approach to assessing the evaluation question was also employed in determining the effectiveness of the project in the following section (see Section 4.2, Effectiveness).

The Logical Framework (Results Matrix) and Theory of Change (ToC)

The project sought to promote sustainable peace and reconciliation solutions in communities highly impacted by conflict and related human mobility. This was achieved primarily through Community-Based Planning (CBP), which include Training for Transformation. To this end, the project had two outcomes: One related to building sustainable peace and reconciliation solutions; and another related to establishing community-driven recovery and development peace building projects (please see diagram of the project vertical logic in section 3.1).

A project **Theory of Change** was also articulated in the original project document as follows: If communities affected by violent conflict can engage with each other, with the broader communities in which they reside, and with local government structures to provide for citizens' needs and give voice to marginalized populations, the potential for future outbreaks of violence will be mitigated. The Theory of Change also summarized personal, relational, structural and cultural changes envisaged, which aligned strongly with the activities and outputs of the Results Matrix. This is depicted in the diagram below.

THEORY OF CHANGE
IF communities affected by violent conflict can engage with each other, with the broader communities in which they reside, and with local government structures to provide for citizens' needs and give voice to marginalized populations, **THEN** potential for future outbreaks of violence will be mitigated. **BECAUSE...**



Taking these into consideration, the following gaps were observed in the activities/outputs, and outputs/outcomes logic. A more detailed analysis is available in Annex 6.6:

Activity → Output Gaps	
Output 1.2: Target communities have reconciled their past conflicts sustainably and are co-existing peacefully	This result statement is formulated more as an outcome, rather than an output. The result to be achieved relates to changes in performance of the community, it is out of the control of the project, and it is not the direct result of the implemented activities.
	It was observed that <u>the project implemented activities to achieve this output that were not reflected in the original logic framework</u> . In addition to the training on mediation and conflict management (TMC), the project also attempted to coordinate peace negotiations between Watut and Garaina/Waria Bubu tribes.
Output 1.4: Members of prioritized communities have restored their trust and belief in local government structures to address their needs and enable them to participate equally in governance and civic processes.	The only activity for this output was “ <i>Activity 1.4.1 - Tribal mediation and Do No Harm training for community leaders.</i> ” However, it was assessed that this was not sufficient, and the following additional activities would have strengthened the logic: <ul style="list-style-type: none"> • Effort to link local government structures with the communities; and • Effort to raise awareness and knowledge among the wider community members on conflict mediation and prevention.
Output 1.5: Community level peace, reconciliation and mitigation committees are established in each ward.	Some gaps were also observed for this output, which only had one activity, “ <i>Activity 1.5.1 – Developing, training and implementation of Peace mitigation, settlement and resolution mechanisms Standard Operational Procedure (SOPs).</i> ” By focusing on SOPs, the project failed to take into consideration other aspects such as resources (financial, human, physical), awareness among representatives, and sustainability.
Output → Outcome Gaps	
Output 2.3: Improved access to basic social services and other opportunities for recovery and development, contributing to peaceful co-existence in target districts/wards.	To reinforce effectiveness of the Community-Based Planning (CBP), the project should have included interventions linking the CBP to government planning and budgeting mechanisms and processes. This would have strengthened coordination and joint implementation among IOM, the local government and the communities, contributing to the expected outcome of establishing community driven recovery and development peace building projects. Linking CBP with

	government planning process also would have enhanced the longer-term sustainability of this inclusive local planning process.
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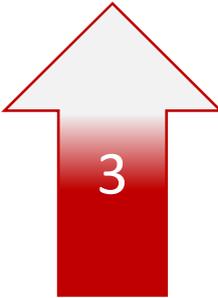
Question 1.4: To what extent, if any, was the project revised/amended from the first to the second phase, to be more relevant to stakeholders' needs?

Finding 4: Based on additional survey and analysis findings during Phase I, the project incorporated additional output and activities for Phase II, which increased its relevance to stakeholder needs.

The project was implemented in two phases: Phase I from December 2015 to August 2017; and Phase II from September 2016 to November 2017. Both phases contributed to the same set of objectives and outcomes and as such, for this evaluation, the two phases are considered as one project. Upon receiving the second phase funding, IOM PNG took it as an opportunity to add one new output (2.3) and corresponding activities (2.3.1 and 2.3.2) to reflect the additional needs of the communities based on the findings of the Baseline Survey and the Do No Harm Analysis (activity 1.1.1). The phased approach to project implementation allowed for more flexibility - adjustments and modifications to project design and interventions - that were highly relevant to the emerging needs and priorities of the project beneficiaries and communities.

4.2 EFFECTIVENESS

The project was relatively effective in bringing about **personal and relational changes** in the target communities, which contributed towards cessation of conflict. Local Government stakeholders, traditional and community leaders have better understanding, and skills related to conflict mitigation, peace-building and 'Do No Harm' approach; Establishment of Peace, Reconciliation and Mitigation Committees in the communities have strengthened dialogue and cooperation among community members; and the community-based development planning processes and subsequent implementation brought together various socio-economic background groups.



These various outputs were effective in bringing together diverse stakeholders from different groups, contributing to individual empowerment (personal change), some changes in perceptions towards engagement as a means to addressing conflict (relational change), and increased cooperation and collaboration towards common goals (relational change).

However, there is little evidence that **structural and cultural changes** have taken root: Dependence on external interventions (e.g. IOM project) remains high; there are no mechanisms in place for Government planners to take local priorities in forming long-term development plans; fundamental lack of faith and

trust in Governmental structures still prevails; and there is limited evidence that there is an overall acceptance of civic engagement as a means to address grievances among the communities.

Question 2.1: To what extent were the project outputs and outcome achieved as planned? What were the quality of the achieved results?

Question 2.2: Have the project's deliverables and results (expected and unexpected) led to benefits for the various groups of people, including government stakeholders, community leaders, and community members? Are there any differences among different groups according to socio-economic, gender, age, disability?

Finding 5: The project outputs were achieved in full, while outcomes were partially achieved. Personal and relational changes were achieved to an extent: The project brought together diverse stakeholders from different groups, contributing to individual empowerment, changes in perceptions towards engagement as a means to addressing conflict, and increased cooperation and collaboration towards common goals. However, there were limitations in bringing about structural and cultural changes, notably the restoration of trust and belief in local Government structures to address the needs of diverse socio-economic and traditionally marginalized groups, and to solve problems transparently and equitably. Various groups of people were affected equally by these results.

The project was relatively effective in bringing about **personal and relational changes** in the target communities, that contributed towards cessation of conflict. Local Government stakeholders, traditional and community leaders have better understanding, and skills⁷ related to conflict mitigation, peace-building and 'Do No Harm' approach; and the establishment of Peace, Reconciliation and Mitigation Committees in the communities have strengthened dialogue and cooperation among community members. The community-based development planning processes and subsequent implementation of development projects in Murip and Bulolo brought together various socio-economic background groups.

However, there is little evidence that **structural and cultural changes** have taken root: Dependence on external interventions (e.g. IOM project) remains high, and fundamental lack of faith and trust in Governmental structures still prevails.

OUTCOME 1: Building sustainable peace and reconciliation solutions in two wards highly impacted by tribal conflict and related human mobility in Papua New Guinea

Outcome 1 was achieved as planned, to an extent. Utilizing the stated result indicator from the project document, prior to the commencement of the project, there were eight tribal conflicts during 2012 and 2015, and the project targeted to reduce the number of incidences of tribal violence and conflict following

⁷ Based on field data collection only, as pre and post training assessments on the knowledge and skills among participants was not conducted.

completion of the conflict mitigation activities by 50%. The project exceeded this target, as there was no evidence of tribal violence and conflict in the target communities (Bulolo in Morobe Province; and Murip in Enga Province) during and immediately after project implementation, although there have been reports of some domestic violence cases within the same tribe.

While the project’s contribution towards reduction in conflict was acknowledged by community leaders, including the ward councillor (e.g. when asked if conflict would have continued without the project interventions, the immediate responses were yes), sustainability of peace and cessation of tribal conflict cannot be confirmed: When asked if peace would continue without the presence of IOM or other NGOs, the same respondents were reluctant to confirm. Community leaders and ward councillors believe that the community members still rely heavily on external involvement and interventions: During the key informant interview, the Murip Ward Councillor claimed that IOM support is still needed for the foreseeable future, before the communities could manage by themselves to sustain the peace.

The above reflects the project’s relative success in bringing about personal and relational changes, and limitations in bringing about structural and cultural changes.

Output 1.1: Baseline Assessment and ‘Do No Harm’ Analysis

Evidence and data related to vulnerability and resilience levels of violence and conflict affected communities in Morobe and Enga provinces were collected, summarized and analysed in the two key baseline deliverables: a) Baseline Assessment: Causes, Impacts and Resilience in Conflict-Affected Communities in PNG; and b) Do No Harm Assessment of the Community Based Tribal Conflict Mitigation Project in Bulolo, Morobe Province and Murip, Enga Province.

‘Do No Harm’ Assessment of the Community Based Tribal Conflict Mitigation Project in Bulolo, Morobe Province and Murip, Enga Province

While international assistance can potentially reinforce, exacerbate, and/or prolong conflicts and create other negative effects, aid can also help to reduce tensions and support communities finding peaceful options for solving problems. On this premise, IOM PNG utilized a “Do no harm” approach to identify connectors (factors that reduce tension or bring people together) and dividers (factors that cause tension or divide people) and provided a series of recommendations. The main recommendation was to ensure interventions are not only inclusive across conflict lines, but that they avoid aggravating existing tensions (e.g. jealousy – ensure project is not perceived to be benefiting one group over another) and strengthen connectors (e.g. shared space for activities – utilize churches, health posts, schools, etc.).



Baseline Assessment: Causes, Impacts and Resilience in Conflict-Affected Communities in Papua New Guinea

The report shed light on the root causes of conflict in, as well as risks and resilience levels of, affected communities. It included documentation of community SWOT analysis on their existing approaches to addressing conflict and resulting community needs, which provided a good starting point for building sustainable and community-driven peace and reconciliation solutions.

The report identified underlying and ongoing tensions over land ownership and access, as a root cause of conflict. It also recognized that other factors need to be analysed separately to understand the key elements of conflict in specific communities.



The findings were used by the IOM project team to strengthen the project by adding an output related to improving access to basic social services and other opportunities for recovery and development (output 2.3), and corresponding activities (2.3.1 and 2.3.2) during the second phase of the project. However, while the reports were completed and shared with key stakeholders (e.g. local community leaders, district/provincial/ national government officials), the extent to which the findings and recommendations are being used by external stakeholders, seems to be limited. During key informant interviews, provincial and ward officials said that they have not used the reports.

Output 1.2, 1.3, 1.4 and 1.5: Awareness raising, capacity building, engagement and establishment of peace and reconciliation mechanisms

Training on Mediation and Conflict Management (TMCM); and Engagements via Trainings on Transformation and Do No Harm:

- IOM organized a two-day Training for Transformation Workshop on conflict management and peace building in Port Moresby (output 1.3), targeting state actors at the national, provincial, district and local government levels, including legal practitioners, police, disaster coordinators and district administrators involved in conflict mediation and peace building. Representatives from churches and communities affected by tribal conflict in Enga and Morobe provinces also took part, including the key leaders from the conflicting communities.⁸
- IOM organized Conflict Mitigation, Peace Building and Do No Harm trainings in Bulolo (Morobe Province) and Murip (Enga Province), to equip and resource community leaders with the knowledge, principles and processes of conflict mitigation and peace building with developmental planning, so they become the agents of change in their respective communities (output 1.2). Key informant interviews provided anecdotal evidence for the effectiveness of these trainings to strengthen mediation and conflict management capacities among target community members. However, there were no pre and post training assessments to indicate the change in knowledge/skills among training participants. In the Bulolo training, an official from the Morobe Provincial Disaster Centre and the Bulolo Police Station Commander co-facilitated the sessions along with the IOM project officer, indicating strong ownership.

Peace Negotiations:

- In Bulolo, IOM also facilitated peace negotiations between two ethnic groups, the Watut and the Waria Bubu, with involvement of various stakeholders including the Sepiks tribe, business communities, district officials, church groups, local police and the lord mayor. While the peace agreement has yet to be signed, the discussions were significant for the two groups, and led to the establishment of a community peace committee (output 1.5), membered by representatives of the parties including local government officials.

⁸ See articles: <https://www.iom.int/news/un-migration-agency-raises-png-awareness-conflict-management-peace-building> and <https://www.thenational.com.pg/workshop-targets-people-affected-tribal-conflicts/>

Community-Led Approach:

- The project employed a community-led approach to identify and prioritize common development interests, with technical support from the participating sub-national Government stakeholders (Murip district, Morobe district and Provincial Disaster Office in Lae/Morobe) and IOM team as required.
- The evaluation noted the strong collaboration between the IOM project team and government officials - for example, the IOM project office shares premises with the Provincial Disaster Office of the two provinces; and officials of the Morobe/Lae Provincial Disaster Office accompanies the IOM project team to the field on their own account.

Peace, Reconciliation and Mitigation Committees

- A key achievement at the relational level, was the establishment of Peace, Reconciliation and Mitigation Committees in the two target communities. A total of four Committees were established (one in Murip and three in Bulolo, representing 3 ethnic groups, Sepik, Watut, and Garaina-Waria Bubu), which was more than what was targeted (two; one in each of the two wards). Committee members were trained in Mediation and Conflict Management, and Standard Operating Procedures (SOPs) established by the project are being utilized. The same committee is also responsible for the implementation of the community-driven development plans (outputs 2.1 and 2.2).
- To date, the Committees continue to function, being recognized as an effective means to address conflicts and concerns in the communities. For instance, in Murip, the evaluator witnessed the Committee mediating a GBV case involving two female lovers of the same man, injuring each other. The Committee leader confirmed the usefulness of the skills acquired through the project, and used their traditional compensation approaches (money and pigs) to end the conflict.
- The Watut Committee confirmed that there has been no conflict between the ethnic groups since project implementation; However, some internal conflict within their own ethnic groups are still prevalent. Currently, the Committee is collecting money to pay compensation for the previous internal conflict.

OUTCOME 2: Establishment of community driven recovery and development peace building projects, and therefore peaceful co-existence, in districts / wards impacted by conflict and population mobility.

Output level results were achieved under Outcome 2, and some anecdotal evidence suggests outcome-level achievement of peaceful co-existence. The outputs achieved, which brought about relational changes such as increased dialogue among socio-economic groups and acceptance of collaboration, include:

- Community leaders and local government officials from the targeted communities increased their knowledge and capacity for community based and participatory peace and development planning processes;
- Various socio-economic groups participated in these processes; and
- Development projects were identified in a participatory manner, and partially completed (construction of community training centre in Murip, and completion of four rain water harvesters in Bulolo);

At the outcome level, there is no evidence of any tribal and ethnic conflicts occurring in the target communities since the project started its operations, and key informants confirmed that this was thanks to the interventions of the project. However, there is again limited evidence of structural changes (e.g. Government planners taking local priorities in forming longer term development plans) or cultural changes (e.g. acceptance of civic engagement to address grievances).

Output 2.1: Training for Community Based Planning and Transformation Methodology

- Initially, 26 senior Government officials and community leaders (3 female and 23 male) were trained as facilitators of Community Based Planning (CBP) and Training for Transformation. Then at the community level, a total of 315 members (45 government officials and 270 community leaders, out of which, 197 were men and 118 were women) from each ward were also trained. Even though the data could not provide clear and unique individuals benefiting from the training, this result indicates achievement of the results, compared to the targets set forth in the results matrix. The training used the Facilitators Manual developed by IOM (“Community-Based Tribal Conflict Mitigation for Development Planning: Facilitator Manual for Papua New Guinea”, Ref Document #9). Gender and protection were also included in this training.
- Although no proper assessment of knowledge by pre and post tests were administered, feedback from key informant interviews indicate overall satisfaction with the trainings: Community leaders appreciated the opportunity to utilize the learned skills during the subsequent CBP exercises; and Government officials felt that the trainings also partly reconciled previous tribal conflicts, as it provided a platform where everyone can sit and discuss their issues and seek for common resolutions.

Output 2.2: Community Based Peace and Development Planning Processes

Over 1,000 people per ward from the affected communities were involved in 8 pre-planning sessions during Phase I; Following these pre-planning sessions, in Phase II, four intensive Community Based Peace and Development Planning sessions were held, with a total of 163 (92 female and 72 male) participants, representing 16 different socio-economic background groups in Murip and Bulolo. The coverage, partners and goals/projects identified by the latter four intensive planning sessions are summarized below:

	Murip	Bulolo
Coverage	One community	3 conflicting communities comprising of Sepik, Waria Bubu (Garaina) and Watut communities
Partners (Co-facilitation / Co-organization)	Enga Provincial Disaster Centre, Enga Provincial Administration, Kandep District Administration, Enga Province Law and Order, Operation Mekim Save and Church Based Institution (Murip Lutheran Church)	Morobe Provincial Disaster and Emergency Centre and the Law enforcing section in Bulolo District
Goals identified	To reduce tribal conflict that causes loss of lives and destruction of properties within the community; To	Peace and Reconciliation; Improve Law and Order System; Improve Health Services;

	control/minimize the demand for and use of alcohol, drugs and other illicit substances within community and public places; To support innovative, cooperative and community-based programs aimed at reducing tribal conflict and promote resolution; and to implement community stabilization projects.	Improve quality of Education; and Resettlement
Projects identified	Set up a Tribal Conflict Committee; Awareness raising on eradicating illegal alcohol and drugs; Construction of Community Training Centre; and Community based trainings/projects on safe shelter, smart agriculture, and income generation	Set up Interim committee for Peace negotiation; Formulate Peace agreement documents; Peace Ceremony and Launch of CBP; Distribution of shelter kits; Set-up community law and good order committee; Conduct Law and Order training; Community By-laws; Conduct Personal development and psycho-social training; Formation of resettlement working committee; PHHE Trainings; Construct Water supply to admin care center; Conduct first aid training; Rehabilitate Health Facilities; and Conduct safe shelter training.

References: "Community Based Tribal Conflict Mitigating and Peace Building for Development Planning - Bulolo Urban, Bulolo District, Morobe Province" (Document #10) & "Community Based Tribal Conflict Mitigating and Peace Building for Development Planning - Murip, Enga Province" (Document #11)

The participatory manner of the CBP processes were mixed. The evaluation found that the planning process in Bulolo was more inclusive than the one in Murip. The Bulolo CBP involved three communities and included focus group discussions and data collection by socio-economic groups in each community; Whereas the Murip CBP was conducted at a central location and only represented by selected representatives from the community.

Bulolo CBP Process:

During a series of meetings with community leaders, participants spent a large portion of the day in a room together discussing their conflict and a way forward. While tensions were evident in initial meetings held in 2016, in the May 2017 meeting, a marked difference was noted by project facilitators. Community leaders were able to hold open discussions, and even make jokes and laugh together. After a long meeting, IOM and Morobe Disaster Centre officers offered transportation back to their homes. The participants climbed into the back of a truck together, something which would never have been possible in the earlier meetings in 2016. Through these meetings, the project has already been able to reduce some of the tensions caused by the experiences of the conflict, simply by providing a venue for closer interactions.

From: "Community Based Tribal Conflict Mitigating and Peace Building for Development Planning - Bulolo Urban, Bulolo District, Morobe Province" (Document #10, p.24)

There was limited evidence of the above CBP processes leading to structural changes of overall increased community involvement in Government-led development processes. The overall perception among community members seemed to be that the CBP processes introduced by the project are separate from the traditional, top-down approach of Government-led development planning processes. There thus were gaps in capacity building of community leaders and local planning office staff in inclusive planning processes, awareness raising and empowerment among community members on voicing their concerns and strengthening working relationships between the communities and local government offices.

Output 2.3: Implementation of Development Projects

The **Murip** community began construction of a Community Training Centre, where training sessions may be held on identified capacity gaps, such as on safe shelter, smart agriculture skills and income generation skills. This was based on the recognition that lack of productivity and markets are weakness of the community. By building the Community Training Centre and providing training opportunities, the community may limit its dependence on the mines for employment, and it may diversify crops and connect with buyers as a community.

The construction and equipping of the Centre were not completed during the project implementation, and at the time of the evaluation, the Centre was left disused. Despite this, to some extent, the actual construction process contributed to the cohesion and collaboration among community members: People contributed resources and time, helping to build better understanding among them as well as with the local government officials.

A comment from one provincial official during key informant interviews indicated that if IOM team had communicated in advance, the provincial office may have been able to allocate some funds to cover the gap after the IOM project ended. It was also clarified that his office had spent about USD2,500 to support the construction of the Centre together with the community and IOM project staff.

In **Bulolo**, implementation of a water supply project commenced through installation of 11 rainwater harvesters in three communities. Although the installation was not completed during the project implementation, the project was handed over to the Provincial Disaster Office, and subsequently four rain water harvesters were completed in Bulolo.

Question 2.3: What were the key enabling factors and hindering factors (both internally and externally) affecting the project's ability to achieve the intended outputs and outcomes? And, how did the project respond to those hindering factors?

Finding 6: The main enabling factors were community acceptance of IOM, dependency on external actors and strong commitment among sub-national level government officials to end community conflicts. There were hindering factors such as political conflict and project design gaps, which had more influence on the relevance and efficiency criteria.

The following were identified as enabling factors:

- Acceptance of IOM as a partner: IOM was accepted by both the local government and communities where it operates, as a trusted partner. IOM was able to implement activities in areas where not many other external organizations (e.g. UN agencies or NGOs) operate, and this contributed to strong collaboration and coordination with local stakeholders.
- Community's positive perceptions and dependency on outsiders: While this may be a challenge for sustainability, it was also an enabling factor under which IOM's presence and interventions were welcomed and appreciated by the community leaders and local government officials. Local government officials and community leaders mentioned that without IOM presence, it may be hard to guaranty long-term peace within the communities. A community leader in Murip mentioned, "Our people tend to listen to the outsiders' advice much more than ours or even local government officials."
- Strong commitment among sub-national level government officials to end community conflicts: This is one of the strongest enabling factors for the project, and it is found in both areas, Murip and Bulolo. In both Murip and Bulolo, IOM was given a shared office with the provincial disaster office, which facilitated good communication and coordination between IOM staff and government officials. Of note, in Bulolo (Morobe Province), IOM was able to handover the rain water harvesting project to government officials, who replicated the project's concept in nearby urban areas that experienced ethnic conflicts. The key informants in the provincial disaster office said, "We see the value and benefits of the project, which can lead to ending conflicts and sustaining peace. That was the biggest reason for us to take over the project and replicate them where needed."

Some hindering factors were identified as follows:

- Political conflict: During and after the PNG general elections in June/July 2017, fighting broke out among the different groups in the Southern Highlands, which led to security instabilities and limited accessibility for IOM project staff. This ultimately led to the delay of the project implementation. This will be elaborated in the next section on Efficiency (4.3).
- Gaps in project design: As previously mentioned under the Relevance section (4.1), some intervention gaps were identified by the evaluation.

4.3 EFFICIENCY

Efficiency was adequate. All project activities and outputs, except for those related to Output 2.3 were delivered on time and within budget, as planned; and operational resources were available at planned cost to implement the project activities. However, indirect costs (personnel and office) related to the project was not adequately funded, as no additional funds were allocated to support staff and office structures during the extension period.



Question 3.1: Were the project activities undertaken and were the project outputs delivered on time / within budget, as planned?

Finding 7: All project activities and outputs, except for those related to Output 2.3, were delivered on time, within budget, as planned.

A three months No-Cost-Extension (NCE) was granted to the project, due to challenges/delays related to the PNG general elections that took place in June/July 2017. It was reported that from April 2017, IOM faced difficulties coordinating with Government counterparts as many of them were consumed with election activities.

With this extension, all activities and outputs were delivered as planned, except for those related to *Output 2.3: Improved access to basic social services and other opportunities for recovery and development, contributing to peaceful co-existence in target districts/wards*. The activities related to this output envisaged implementation of joint reconciliatory development projects promoting peace. While development projects were identified and initiated in a participatory manner in both Murip and Bulolo districts, neither were fully completed; and as such, the project was not able to fully deliver improved access to basic social services and other opportunities, as planned (please also refer to Section 4.2 Effectiveness above).

- In **Murip**, the construction of the Community Training Centre was not completed, and the Centre is currently being left disused.
- In **Bulolo**, although the installation of 11 rainwater harvesters in three communities was not completed during the project implementation, the initiative was handed over to the Provincial Disaster Office, and subsequently four rain water harvesters were completed.

Question 3.2: If any of the activities/outputs were delayed, what was the cause, and what, if any, were the negative effects on the project? How did the project cope/manage the delays and/or negative effects?

Finding 8: Activities and outputs were delayed due to unexpected political conflict in the Southern Highlands, leading up to the PNG general elections of June/July 2017, which inhibited access to the communities due to security concerns. IOM managed this by working closely with local stakeholders, as well as coordinating with other IOM projects:



The delays and subsequent suspension of the above development projects was attributable to the unexpected political conflict in the Southern Highlands, leading up to the PNG general elections of June/July 2017. Even though members of the targeted communities in Murip have been living in peace together under the peace facilitated by the project, during this time, there were several outbreaks of violence with high-powered weapons. The triggers were related to differences in political preferences, and disputes over ballot boxes for the regional seat elections, which held up the vote count, creating confusion and frustration. In early August, Mendi was brought to a standstill by fighting between Mr Powi's supporters and those of Joseph Kobol which reportedly left five people dead, and public and private properties damaged. Subsequently the whole Southern Highlands area was declared as a state of emergency.

While disruptions to project implementation leading up to and during the 2017 PNG general elections was identified as a risk from the start, the assumption was that such interruptions will be short, and existing relations with Government will enable IOM to resume implementation quickly (See: Objective-level assumption in the original Results Matrix). However, there were “unexpected” political conflict in the Southern Highlands area, which inhibited travel in the area due to security risks. This in turn delayed project implementation.

IOM managed this by working closely with local stakeholders, as well as coordinating with other IOM projects:

- 1) Additional discussions with the Enga Provincial Disaster Office for further support to complete construction of the community training centre;
- 2) Handover of the development project to the Morobe Provincial Disaster Office to install the rainwater harvesters in Bulolo; and
- 3) Distribution of required agricultural inputs, including seeds and tools, in Murip communities, through the ongoing ECHO and USAID funded projects.⁹

Question 3.3: To what degree were resources (human, goods and services, etc.) provided/available at planned cost (or lower than planned) to implement the project activities?

Finding 9: Resources were available at planned cost to implement project activities, covering the original project period. However, during the no-cost extension period, it was noted that funding for human resources and indirect office services were not sufficient.

⁹ The ECHO and USAID funded projects aimed to address food insecurity, brought about by conflict and prolonged dry season in Murip, by distributing agricultural inputs, contributing to community recovery. The two projects are:

- ECHO funded, CS.0695- Resilient Environmentally-appropriate Building through Upgrading Indigenous and Local Techniques in Vanuatu and Building Water and Agricultural Resilience in Papua New Guinea (REBUILT-WAT); and
- USAID funded, DP.1325- Emergency assistance to the most vulnerable communities suffering from the effects of flooding and landslides in Papua New Guinea



While the final project financial reports are in line with planned and actual expenses, the Evaluation noted that resources allocated for Outcome 2.3 may not have been sufficient to implement project activities.

USD 10,000 for each community, Murip and Bulolo, was allocated to implement joint reconciliatory development projects promoting peace. The actual projects were not completed in full during implementation, and were handed over to local stakeholders. As the project needed to purchase necessary materials and equipment, the budget lines were spent in full; but other resources such as management staff time and actual construction services, necessary for the completion of the projects, had to be sourced elsewhere.

In addition, it was noted that while direct operational costs were sufficient for the activities undertaken, indirect costs (personnel and office) were curtailed to the original implementation period, and no additional funds were allocated to support staff and office structures during the extension period. This included costs of staff doing back-end support (finance, procurement, human resources, administration) and programme support (liaising with training participants, scheduling, preparing training materials, booking airlines, hotels and other venues, etc.).

Question 3.4: Are the costs proportionate to the results achieved?

Finding 10: Costs were proportionate to the results achieved; However, they were not proportionate to the results expected to be achieved.

While it is not possible to fully answer this question as there are no other similar interventions to compare IOM's project to, it is assessed that since there have not been any conflict since project inception (which in the past caused significant damages to public and private properties, as well as taken tens of lives), the costs are proportionate to the results achieved.

However, the analysis of the results achieved points to partial achievement (while personal and relational changes were achieved, structural and cultural changes were not), and both community leaders and local government officials have voiced their apprehensions for sustained peace. This may indicate that while costs were proportionate to the results achieved, they were not proportionate to the results originally envisaged.

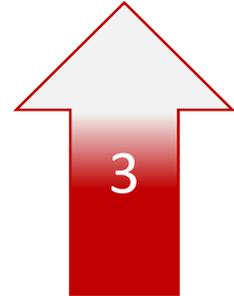
Question 3.5: Were there sufficient mechanisms (coordination, etc.) put in place to avoid any possible duplication with other initiatives, if any?

Finding 11: Although there were no official mechanisms established, it is observed that there was no duplication, since IOM was the only partner providing peace building interventions in the target areas.

The project did not establish any working groups or coordination mechanisms for this purpose. However, it was observed that in the targeted areas, other than IOM, no other humanitarian or developmental organizations provided technical support for peace building.

4.4 IMPACT

During project implementation, and as of this evaluation, there has been no recorded tribal conflict in the targeted communities, which may be perceived as the most significant intended impact of the project. However, while some positive intended and unintended effects (e.g. expanded community engagement and expansion of project approach and modalities) were observed, the evaluation was not able to confirm long-term impact on tribal conflict management, local capacities for peace, nor community resilience. It is the observation of the evaluation team that long-term impact would require continued interventions with additional resources to achieve impact.



Question 4.1: What are the positive/negative and intended/unintended effects the project had on tribal conflict mitigation and peace building in Enga and Morobe provinces? What are the factors that contributed to these results, if any?

Finding 12: Both positive intended effects (expanded community engagements) and positive unintended effects (replication of IOM project’s approach and modalities) were observed.

Positive intended effects: During project implementation, and as of this evaluation, there has been cessation of tribal conflict in the targeted communities. This was the most significant intended impact that the project has had. In addition, through the process of community engagements, explicitly engaging with various groups (tribal, socio-economic, marginalized groups, etc.), the project allowed conflicting parties to communicate and collaborate in a peaceful manner. As recognized by the “Do No Harm Assessment” report, the project reduced tensions simply by providing a venue for closer interactions (see box below). This was also expanded by strong support and collaboration from local government officials.

'Do No Harm' Assessment of the Community Based Tribal Conflict Mitigation Project in Bulolo, Morobe Province and Murip, Enga Province; Analysing the Impact of Interventions – Bulolo (page 10)

The COMBAT-COMIT project includes intensive facilitation of community-based peace and development planning, assisting the community to analyse the conflict and its impact, and disaster risks related to conflict as well as community strengths and resources that the community can harness to support peace, recovery and development. The community is led in a visioning process to develop a plan for peace and development. In these interventions, it is crucial for the project to ensure that dividers are not exacerbated and that connectors are not undermined. The community identified common meeting places and other areas of interaction, such as schools, health centres and sports activities as connectors for the communities. During a series of meetings with community leaders, participants spent a large portion of the day in a room together discussing their conflict and a way forward. While tensions were evident in initial meetings held in 2016, in the May 2017 meeting, a marked difference was noted by project facilitators. Community leaders were able to hold open discussions, and even make jokes and laugh together. After a long meeting, IOM and Morobe Disaster Centre officers offered transportation back to their homes. The participants climbed into the back of a truck together, something which would never have been possible in the earlier meetings in 2016. Through these meetings, the project has already been able to reduce some of the tensions caused by the experiences of the conflict, simply by providing a venue for closer interactions. Project interventions for community development could include additional venues that bring people together in a shared space for interactions that build trust and community cohesion.

Positive Unintended effects: Enga Province communities and Morobe urban areas affected by tribal and ethnic conflicts are currently benefiting from peace building and livelihood development projects which replicate the COMMIT-COMBAT project's approach and modalities. UNFPA, UN Women and IOM have been jointly implementing the UN Joint Trust Fund for Human Security in Enga Province (PB.0021: Strengthening the roles of women and youth as peace builders to improve development in the Highlands of Papua New Guinea), while the Provincial Disaster Office has been implementing similar interventions in Morobe town.

No negative unintended effects were observed.

Question 4.2: To what extent did the project take timely measures for mitigating any observed unplanned negative impacts?

N/A

4.5 SUSTAINABILITY

The sustainability of the project results is promising. There is some evidence of sustainability of output level results such as enhanced local capacity to mediate and manage conflict, and implementation of community-based development projects, particularly those handed over to the Local Government. Moreover, while sustainability of outcome level behaviour change, such as community utilization of conflict mitigation/referral mechanisms, or continued improvements in access to basic social services and other opportunities for recovery and development, remain limited, there are promising signs of other stakeholders taking on the issues and continuing similar interventions. For example, a joint UN project, which replicated the project approach and methods, was subsequently successful in receiving funding and is currently being implemented in the Highlands (from January 2019 to June 2020).



Question 5.1: To what extent are the benefits of the project likely to be sustained after the completion of this project?

Finding 13: The likelihood of project results/benefits being sustained is mixed. While sustainability of output level benefits such as local capacity to mediate and manage conflict may be high, outcome level behavior changes such as utilization of, and performance of conflict mediation and referral mechanisms remain low. In terms of the sustainability of the community-based development projects, there is some indications that they are being complemented and sustained by local stakeholders (e.g. Bulolo rainwater harvesters). However, again, sustained outcome-level overall improvement in access to basic social services and other opportunities for recovery and development remain limited.

Outcome 1: Sustainable peace and reconciliation solutions

Cessation of tribal conflicts and sustainable peace in the communities: Local capacity among community leaders related to mediation and conflict management have been strengthened, and the project seems to have contributed towards cessation of tribal conflicts in the target communities (community members indicated that peace is due to the presence of the project). However, sustainable peace seems quite fragile: Key informants voiced concerns that peace may not be sustained if IOM discontinues its support and interventions, including its support to the established Community Peace Committees (output 1.5).

Conflict mediation and referral mechanisms: To date, the four Peace, Reconciliation and Mitigation Committees established through the project (one in Murip and three in Bulolo) continue to function, being recognized as an effective means to address conflicts and concerns in the communities. While to date, referrals have not been made, the evaluation team witnessed instances of conflict mediation being handled by the Committee. Sustainability would be enhanced with additional awareness raising and trust building interventions for community members on these mechanisms.



Outcome 2: Community driven recovery and development peace-building projects

Community based development projects: While these projects were limited in scope during IOM project implementation, there is strong indication that they are being complemented and sustained by local stakeholders. For example, while there were no clear national budget allocations were made for these initiatives, the Provincial Disaster Offices of the two provinces have shown support for and allocated resources towards complementing project activities: the Enga Provincial Disaster Office complemented the resources for the construction of the Murip Community Training Centre by USD 2,500; and the Morobe Provincial Disaster Office took over and allocated resources to the Bulolo rain water harvesters project, as well as initiating similar projects in Morobe's urban area.

In terms of the actual development projects in the two districts, and their contribution towards sustainable improved access to basic social services and other opportunities, the indication is mixed.

- In **Murip**, the Community Training Centre was not completed nor fully equipped. To date, the Centre has not been used in line with its original purpose, and is currently being left disused. There had not been any specific sustainability mechanisms put in place to complete and equip the centre.
- In **Bulolo**, there is a stronger indication of sustainability of project results benefiting the local community. Thanks to the completion of four rain water harvesters by the Provincial Disaster Office which took over the project, the community members have confirmed that they not only have access to clean water, but also access to safety for vulnerable groups (especially women and girls) during the process of getting water for their households. Community ownership of the harvesters are also high, as can be seen in the fact that the community themselves agreed and established rules for the maintenance of the facilities: If it breaks due to a specific person, that person is responsible for the repairs; and if it requires ongoing maintenance, then the whole community of users are responsible. The community leaders in Bulolo had confirmed that a few repairs had been made to maintain the facility, by the community so far.

Question 5.2: What sustainability mechanisms/options were put in place by the Government and/or local communities to ensure that project results are sustained?

Finding 14: There is promising signs of sustainability mechanisms initiated by local government counterparts (e.g. handing over and/or replication of interventions) and sustainability options whereby collaboration and synergies with other interventions (e.g. USAID-OFDA project; UN Trust Fund for Human Security project) were sought.

Some sustainability measures were initiated by local government counterparts, building on IOM interventions:

- As mentioned above, the Morobe Provincial Disaster Office took over the Bulolo rainwater harvesters project, and initiated similar projects in Morobe's urban areas



- In Bulolo, the local government appointed the police official as the point for conflict referral in instances where conflicts may not be conducive to community mediation.

A key sustainability option was collaboration and synergies with other interventions:

- The interventions in Murip benefited from collaboration with other IOM projects that built resilient agriculture, namely:
 - ECHO funded, CS.0695- Resilient Environmentally-appropriate Building through Upgrading Indigenous and Local Techniques in Vanuatu and Building Water and Agricultural Resilience in Papua New Guinea (REBUILT-WAT); and
 - USAID funded, DP.1325- Emergency assistance to the most vulnerable communities suffering from the effects of flooding and landslides in Papua New Guinea
- Instalment of the rainwater harvesters in Bulolo complementing the COMBAT/COMIT project after its conclusion. This project was totally funded and implemented by the Provincial Disaster Office of Morobe;
- Replication of the conflict management project by the Provincial Disaster Office of Morobe in the urban areas where ethnic violence has occurred, and resulted in death and homes were burned down. The project provided coordination among the ethnic groups, facilitate conflict mediation, and providing fund to reconstruct their burned houses by using its own budget and human resources.
- A joint IOM-UNFPA-UN Women project targeting the Southern Highlands and Hela provinces, replicated the project approach and was subsequently funded by the UN Trust Fund for Human Security: (PB.0021: Strengthening the roles of women and youth as peace builders to improve development in the Highlands of Papua New Guinea).

5. Conclusions and Recommendations

5.1 CONCLUSIONS

Overall, the project was highly relevant to the needs of the communities and target beneficiaries, employing a pertinent approach towards sustainable peace and conflict mitigation based on its Theory of Change. Effectiveness and efficiency were adequate, as the project only partially achieved the results/changes envisaged, with more personal and relational changes achieved over structural and cultural changes. The evaluation team felt that it was too early to fully ascertain the impact of the project, but identified promising evidence of sustainability.

CRITERIA	CONCLUSIONS
<p>RELEVANCE Rating: 4</p>	<p>The project was found to be highly relevant. It was well aligned with pertinent national policies and legislations, IOM frameworks and strategies, and the Sustainable Development Goals (SDGs). It was also found to be highly aligned to the needs of the target beneficiaries, namely those affected by tribal conflicts in the target provinces of Morobe and Enga. Moreover, the project activities and outputs were consistent with the intended results, as articulated in the envisaged personal, relational, structural and cultural changes of the project Theory of Change; and the project increased its relevance to stakeholder needs, by incorporating additional output/activities for Phase II, based on survey findings during Phase I.</p> <p>One limitation found was that gender concerns were not adequately taken into consideration during the development and implementation of the project.</p>
<p>EFFECTIVENESS Rating: 3</p>	<p>The project was relatively effective in bringing about personal and relational changes in the target communities, which contributed towards cessation of conflict. Local Government stakeholders, traditional and community leaders have better understanding, and skills related to conflict mitigation, peace-building and 'Do No Harm' approach; Establishment of Peace, Reconciliation and Mitigation Committees in the communities have strengthened dialogue and cooperation among community members; and the community-based development planning processes and subsequent implementation brought together various socio-economic background groups.</p> <p>These various outputs were effective in bringing together diverse stakeholders from different groups, contributing to individual empowerment (personal change), some changes in perceptions towards engagement as a means to addressing conflict (relational change), and increased cooperation and collaboration towards common goals (relational change).</p> <p>However, there is little evidence that structural and cultural changes have taken root: Dependence on external interventions (e.g. IOM project) remains high; there are no mechanisms in place for Government planners to take local priorities in forming long-</p>

CRITERIA	CONCLUSIONS
	term development plans; fundamental lack of faith and trust in Governmental structures still prevails; and there is limited evidence that there is an overall acceptance of civic engagement as a means to address grievances among the communities.
EFFICIENCY Rating: 3	Efficiency was adequate. All project activities and outputs, except for those related to Output 2.3 were delivered on time and within budget, as planned; and operational resources were available at planned cost to implement the project activities. However, indirect costs (personnel and office) related to the project was not adequately funded, as no additional funds were allocated to support staff and office structures during the extension period.
IMPACT Rating: 3	While some positive intended and unintended effects (e.g. expanded community engagement and expansion of project approach and modalities) were observed, the evaluation was not able to confirm long-term impact on tribal conflict mitigation and peace building in the communities. It is the observation of the evaluation team that long-term impact would require continued interventions with additional resources to achieve impact.
SUSTAINABILITY Rating: 4	The sustainability of the project results is promising. There is some evidence of sustainability of output level results such as enhanced local capacity to mediate and manage conflict, and implementation of community-based development projects, particularly those handed over to the Local Government. Moreover, while sustainability of outcome level behaviour change, such as community utilization of conflict mitigation/referral mechanisms, or continued improvements in access to basic social services and other opportunities for recovery and development, remain limited, there are promising signs of other stakeholders taking on the issues and continuing similar interventions. For example, a joint UN project, which replicated the project approach and methods, was subsequently successful in receiving funding.

5.2 RECOMMENDATIONS

Recommendations on Future Interventions

Target: IOM, Government Stakeholders and Development Partners

- 1) The project's community-based approach to conflict mitigation and peace building was highly relevant to beneficiaries' and Government counterparts' needs. As such, replication of the project approach and utilization of the project Theory of Change is recommended. To an extent, this has already been done through the joint IOM-UNFPA-UN Women project targeting the Southern Highlands and Hela provinces, funded by the UN Trust Fund for Human Security.
- 2) In implementing the project, some gaps were identified in the project logic, and these need to be incorporated for any similar future interventions:
 - Sustainable peace and reconciliation solutions: While the project focused on supply side capacity building (e.g. trainings to strengthen mediation and conflict management capacities) and establishment of mechanisms (e.g. establishment of peace, reconciliation and mitigation committees), it failed to adequately address demand-side awareness raising and behaviour change needs. Thus, for future interventions, it is recommended that interventions address **community social and behaviour change**, such as efforts to raise awareness and trust among the wider community members (cultural changes) on conflict mediation and prevention mechanisms.
 - Community based development and peace building projects: In order to reinforce effectiveness of the Community-Based Planning (CBP) projects and processes, efforts to **link the CBP to government planning and budgeting mechanisms and processes** needed to have taken place. In future, such linkages may strengthen coordination and joint implementation among IOM, the local government and the communities, contributing towards structural changes and sustainability.
- 3) **Gender and human rights** concerns were not strongly taken into consideration during project development and implementation. Since evidence abounds on the high levels of GBV, future interventions are strongly recommended to specifically collect data on, and include targeted interventions to address GBV and other gender inequalities.

Recommendations on Project Management

Target: IOM

- 4) **Results monitoring**: It is recommended that future projects should strengthen monitoring of project results. The project primarily monitored activities (e.g. number of people trained, meetings held, committees established, etc.) and where indicators measured results (e.g. # of community members and government officials indicating improved attitude towards victims and perpetrators of conflict), it was often not placed at the right logic level, and/or the baseline and actual achievements were not clear. In general, results monitoring was informal and ad hoc, and the Evaluation team relied on other methods (e.g. KII and anecdotal evidence) to determine the achievement of results. Thus, a general recommendation for future project implementation would be to strengthen project monitoring



systems, ensuring that indicators measure results, incorporating beneficiary follow-ups and documenting progress periodically.

- 5) **Resource Management:** Resource allocations should be carefully considered when project duration is extended. When extensions are granted due to project implementation delays, while direct operational cost may be sufficient for the remaining activities, indirect costs (personnel and office) may not be sufficient to cover the extension period. As such, careful consideration needs to be taken when extending project duration.

Good Practice

- 6) **Strong partnerships with local Government counterparts:** Strong commitments among, and coordination with, local government counterparts was recognized as one of the key enabling factors for project success. IOM was accepted by both the local government and communities where it operates, as a trusted partner, and was able to implement activities in areas where not many other external organizations operate. Moreover, implementation was closely coordinated with local government counterparts, such as the Provincial Disaster Offices in both Murip and Bulolo, allowing IOM to maintain good communication and coordination throughout, and to strengthen sustainability (e.g. handing over some activities, local government replicating projects in other areas). This is identified as a good practice.

6. Annexes

- 6.1 Evaluation Terms of Reference
- 6.2 Evaluation Matrix
- 6.3 List of Documents Reviewed
- 6.4 List of Key Informants Interviewed
- 6.5 Data Collection Instrument: Key Informant Interview Questions
- 6.6 Results Matrix Analysis



6.1 EVALUATION TERMS OF REFERENCE

TERMS OF REFERENCE FOR THE FINAL EVALUATION OF IOM'S PROJECT – COMMUNITY BASED TRIBAL CONFLICT MITIGATION AND PEACE BUILDING IN ENGA AND MOROBE PROVINCES, PAPUA NEW GUINEA (COMBAT-COMIT)

OCTOBER 2018

Background

The International Organization for Migration (IOM) has been operating in Papua New Guinea since 2001, working on complex emergencies, providing humanitarian relief, and building capacity of local communities and the Government. With generous funding support from the IOM Development Fund, and in close partnership with Government partners, the United Nations country team and civil society, IOM sought to promote sustainable peace and reconciliation solutions in communities highly impacted by conflict and subsequent human induced mobility in Papua New Guinea. Operating through its Head Office in Port Moresby, IOM implemented the COMBAT-COMIT project in two provinces namely Enga and Morobe. Implemented in two phases (Phase I: 2015 – 2016, and Phase II: 2016 – 2017), the COMBAT-COMIT project sought to contribute towards increased tribal conflict management, local capacities for peace and resilience of communities by engaging community groups and local stakeholders from across the political/social divide in collaborative community initiatives. It aimed to do so by: (i) Building sustainable peace and reconciliation solutions in two wards highly impacted by tribal conflict and related human mobility and; (ii) Establishing community driven recovery and development peace building projects, and therefore peaceful co-existence, in districts/ wards impacted by conflict and population mobility. Major activities under the project included community-based peace and development planning; delivering training and implementing joint reconciliatory development projects promoting peace. Activities such as training was delivered in both Phases I and II of the project and the evaluation should therefore cover both phases.

Purpose

The overall purpose of the evaluation is to assess the degree to which the 'Project' met the objective as outlined in the project proposal, with particular emphasis on appropriateness, timeliness, efficiency, effectiveness, impact and sustainability of the interventions carried out. The evaluation will assess the project according to evaluation criteria as elaborated below:

- *Appropriateness:* How relevant was the project to target groups, including Government, needs and priorities?
- *Timeliness:* Have activities or services been offered or delivered at the right time according to agreed work plan?
- *Efficiency:* Has the project utilized the funding as per the project document and agreed work plan to achieve the projected targets?
- *Effectiveness:* To what extent are the outcomes and outputs achieved?



- *Impact:* Is there any emerging impact on communities for women, men, girls and boys?
- *Sustainability:* Are there preliminary indications that the project results are likely to be sustainable beyond the project's lifetime (both at the community and government level)?

Objectives

The specific objectives of this evaluation are:

- To assess the outcomes and outputs achieved through the project interventions;
- To evaluate the effectiveness of activities implemented to meet the project's objective;
- To evaluate the effectiveness of project management and interventions;
- To evaluate the impact and sustainability of the project on the target communities; and
- To provide recommendations based on the evaluation findings, particularly on sustainability measures.

The evaluation has an additional purpose of drawing lessons, identifying good practices established as a result of the project and developing recommendations for both of IOM and the Government of Papua New Guinea that may help for improving the selection, enhancing the design and implementation of similar future projects and activities in the country.

Methodology

The evaluation process should comprise of mixed model approach to collect both quantitative as well as qualitative data. The process should include:

- A desk review of project key documents;
- Primary data collection from sampled project beneficiaries to assess the effectiveness, efficiency and impact of the project at household level and community level;
- Focus Group Discussions with beneficiaries. The process should be participatory to the extent possible;
- Key informant interviews with project staff and relevant government officials to collect information on achievements and impact and difficulties experienced;
- Presentation of draft findings to project staff. These feedback sessions will help finalize the conclusions for the report;
- Submission of the draft evaluation report for feedback and incorporation of project staff's feedback in the draft report and;
- Submission of final report following comments received from project staff on the draft report.

Deliverables

The evaluator (IOM Regional Monitoring and Evaluation Officer) will produce a report in soft copy form along with relevant annexes. The report should include:

- Basic information
- Executive summary
- Introduction/background of the project
- Evaluation methodology
- Major findings against the objectives of the evaluation
- Recommendations/lessons
- Annexes: Evaluation Terms of Reference (ToR), evaluation schedule, list of persons interviewed, and sites visited, documents consulted, data collection tools and raw data, and the updated project log frame.

Documents to be shared with the evaluator

- The approved project proposals
- Baseline Reports, Project reports, including financial information
- Reports/ policies of Government departments and other stakeholders

Work plan

Day	Activity	Responsibility
	Travel from Duty Station to Port Moresby	Evaluator
1	Arrival in Port Moresby and overnight	Evaluator, IOM POM staff
2	Travel, POM-Wabag, Enga (Travel is by air and road) Conduct meetings with Government stakeholders	Evaluator, Simon & Driver
3	Field work in Kandep, Enga	Evaluator, Simon & Driver
4	Depart Enga for Bulolo, Morobe (Overnight in Kundiawa)	Evaluator, Simon & Driver
5	Travel to Bulolo and conduct meetings with government	Evaluator, Simon & Driver
6	Field visit in Bulolo, Morobe	Evaluator, Simon & Driver
7	Depart Bulolo Port Moresby	Evaluator and Simon
8	Depart Port Moresby: Travel to Duty Station	Evaluator

The timing of the evaluation is around the third week of January, or not later than the second week of February 2019.



Reporting Line

The evaluator will report to IOM's Emergency and Disaster Management Coordinator and will liaise closely with the National (Emergencies and Disaster Management) Project Officer and Monitoring and Evaluation Officer.

6.2 EVALUATION MATRIX

	Evaluation Questions (Key & Sub Questions)	Indicators	Data Source	Method
1. Relevance				
1.1	To what extent was the project aligned with relevant national policies, organizational mandates, and global commitments?			
1.11	What were the relevant national policies that the project was aligned to, if any? If so, how / to what extent?	References to the relevant national policies/frameworks	Project documents/reports PM (or Project Developer, if different)	Document review Key Informant Interviews (KII)
1.12	Was the project aligned to the IOM mandate and relevant strategies? If so, how/ to what extent?	References to the MIGOF, IOM ROAP Strategy, IOM Pacific Strategy, and others	Project documents/reports PM/PD	Document review KII
1.13	Was the project aligned to the SDGs (e.g. Goal 16 on Peace and Justice)? If so, how/ to what extent?	References to SDGs	Project documents/reports PM/PD	Document review KII
1.2	To what extent was the project relevant to the priority needs of the target communities (Bulolo in Morobe Province, Murip in Enga Province)?			
1.2.1	Were community stakeholders consulted during the development of the project? If so, were the project activities/outputs tailored to their needs?	Evidence of consultation (e.g. interview, dialogue, WS, etc.) Reference to their	Project documents/reports PM/PD, relevant project staff Community stakeholders, prospective/experienced migrants	Document review KII FGD

	Evaluation Questions (Key & Sub Questions)	Indicators	Data Source	Method
		needs in project proposal		
1.2.2	Were community stakeholders involved in project implementation? If so, how, and to what extent were their needs reflected in project implementation?	Evidence of involvement (e.g. inclusion in activities, trainings, dialogues, direct consultations, membership in project steering group, etc.)	Project documents/reports PM, relevant project staff Community stakeholders, prospective/experienced migrants	Document review KII FGD
1.2.3	Were gender and human rights concerns taken into consideration during project development and implementation?	Reference to human rights and gender equality concerns in key project documents and deliverables Informed opinion/perceptions of PM, key stakeholders and beneficiaries	Project documents/reports PM/PD Key stakeholders and beneficiaries	Document review KII FGD
1.3	Are the project activities and outputs consistent with the intended outcomes and objective?			

	Evaluation Questions (Key & Sub Questions)	Indicators	Data Source	Method
1.3.1	Is the <i>original Theory of Change</i> still relevant? Note: Original ToC in proposal is as follows: <i>If communities affected by violent conflict can engage with each other, with the broader communities in which they reside, and with local government structures to provide for citizens' needs and give voice to marginalized populations, then the potential for future outbreaks of violence will be mitigated.</i>	Informed opinion/perceptions of PM, key stakeholders and beneficiaries	Project documents/reports PM/PD Key stakeholders and beneficiaries	Document review KII FGD
1.3.2	Is the project horizontal logic in line with the ToC? Does the cause-effect relationship (project horizontal logic) still hold true?	Informed opinion/perceptions of PM, key stakeholders and beneficiaries	Project documents/reports PM/PD Key stakeholders and beneficiaries	Document review KII FGD
1.3.3	Did the assumptions hold true? If not, how were the results affected and how did the project respond?	Informed opinion/perceptions of PM, key stakeholders and beneficiaries	Project documents/reports PM/PD Key stakeholders and beneficiaries	Document review KII FGD
1.4	To what extent, if any, was the project revised/amended from the first to the second phase, to be more relevant to stakeholders' needs?			
1.4.1	After the finalization of the Baseline Survey "Causes, Impacts and Resilience in Conflict-Affected Communities in Papua New Guinea", was the project (Phase II) revised/amended in any way? If so, how/to what extent, and was this more aligned to the communities' needs?	Informed opinion/perceptions of PM, key stakeholders	Project documents/reports PM/PD Key stakeholders	Document review KII
2. Effectiveness				
2.1	To what extent were the project outputs and outcome achieved as planned? What were the quality of the achieved results?			

	Evaluation Questions (Key & Sub Questions)	Indicators	Data Source	Method
2.1.1	Is there evidence of sustainable peace and reconciliation solutions being built in the target communities of Bulolo (Morobe Province) and Murip (Enga Province)? (Ref: Outcome 1)	See indicators from Results Matrix + Informed opinion/perceptions of PM, key stakeholders and beneficiaries	Project documents/reports PM/PD Key stakeholders and beneficiaries	Document review KII FGD
2.1.2	Does the Baseline Study , "Causes, Impacts and Resilience in Conflict-Affected Communities in PNG" comprehensively map vulnerability and resilience levels of violence and conflict affected communities? To what extent did the Study inform the project activities/approach? To what extent, if any, did the Study inform key stakeholders (e.g. local community leaders, district/ provincial/ national government officials)? (Ref: Output 1.1)	Same as above	Same as above	Same as above
2.1.3	Did the training for community leaders on Conflict Mitigation and Peace Building & Do No Harm Analysis strengthen their mediation and conflict management capacities? Is there evidence of community leaders utilizing these newly strengthened capacities for reconciliation and peaceful co-existence? (Ref: Output 1.2)	Same as above	Same as above	Same as above
2.1.4	What specific engagements did IOM undertake with local government structures and traditional leaderships? Is there evidence of these engagements contributing towards behaviour change for greater integration of different groups (e.g. victims and perpetrators of political violence) into government-led development processes? If so, how and to what extent? (Ref: Output 1.3)	Same as above	Same as above	Same as above

	Evaluation Questions (Key & Sub Questions)	Indicators	Data Source	Method
2.1.5	To what extent, if any, did the Tribal Mediation and Do No Harm Training for community leaders contribute towards community members restoring their trust and belief in local government structures? (Ref: Output 1.4) --> To confirm with PM the difference between trainings under outputs 1.2 vs 1.4	Same as above	Same as above	Same as above
2.1.6	To what extent were the established Peace, Reconciliation and Mitigation Committees (4 in total: 1 in Murip, 3 in Bulolo representing 3 ethnic groups - Sepik, Watut, and Garaina-Waria/Bubu) successful in restoring trust among community members? (Ref: Output 1.5)	Same as above	Same as above	Same as above
2.1.5	Have community-driven, recovery and development peace building projects been established? If so, to what extent have they contributed towards peaceful co-existence in districts / wards impacted by conflict and population mobility? What is the # of communities that have shown improvements in diversified livelihood strategies and reintegration indicators as a key contributor to peaceful co-existence and conflict mitigation (per the indicators)? (Ref: Outcome 2)	Same as above	Same as above	Same as above
2.1.6	Have access to basic social services and other opportunities for recovery and development, by target communities improved? If so, to how and to what extent? (Ref: Output 2.1)	Same as above	Same as above	Same as above
2.1.7	Were the two community-based plans (one for Murip and another for Bulolo) developed in a participatory manner? Was there participation from different groups (e.g. socio-economic, gender, age, persons with disability)? Were marginalized or conflict affected population groups included? (Ref: Output 2.2)	Same as above	Same as above	Same as above

	Evaluation Questions (Key & Sub Questions)	Indicators	Data Source	Method
2.2	Have the project’s deliverables and results (expected and unexpected) led to benefits (e.g. access to services/opportunities, increased trust, cessation of conflict, increased cooperation /collaboration among community members, etc.) for the various groups of people, including government stakeholders (national and sub-national level), community leaders, and community members (including marginalized or conflict-affected populations)? Are there any differences among different groups according to socio-economic, gender, age, disability?	Stakeholder & beneficiary satisfaction of the results achieved Informed opinions/perceptions of key stakeholders, beneficiaries, IOM project team	PM Key stakeholders and beneficiaries	KIIFGD
2.3	What were the key enabling factors and hindering factors (both internally and externally) affecting the project’s ability to achieve the intended outputs and outcomes? And, how did the project respond to those hindering factors?	Informed opinion/perceptions	PM, COM, RMO, Other IOM staff, IDF Key stakeholders	KII
3. Efficiency				
3.1	Were the project activities undertaken and were the project outputs delivered on time / within budget, as planned?	Adherence to original (or revised) workplan / budget	Original and/or revised workplans PM, RMO	Document review KII
3.2	If any of the activities/outputs were delayed, what was the cause, and what, if any, were the negative effects on the project? How did the project cope/manage the delays and/or negative effects?	Informed opinions/perceptions of key IOM staff (PM, RMO, COM)	PM, relevant project staff RMO, COM	KII
3.3	To what degree are resources (human, goods and services, etc.) provided/available at planned cost (or lower than planned) to implement the project activities?	Informed opinions/perceptions of key IOM staff (PM, RMO, COM)	PM, relevant project staff RMO, COM	KII

	Evaluation Questions (Key & Sub Questions)	Indicators	Data Source	Method
3.4	Are the costs proportionate to the results achieved?	Informed opinions/perceptions of key IOM staff (PM, RMO, COM, EPC RTS)	PM, relevant project staff RMO, COM EPC RTS	KII
3.5	Were there sufficient mechanisms (coordination, etc.) put in place to avoid any possible duplication with other initiatives, if any?	Informed opinions/perceptions of key IOM staff (PM, RMO, COM, EPC RTS) and external stakeholders (e.g. UN partners)	PM, relevant project staff RMO, COM EPC RTS UN partners	KII
4. Impact				
4.1	What are the positive/negative and intended/unintended effects the project has on tribal conflict mitigation and peace building in Enga and Morobe provinces? What are the factors that contributed to these results, if any?			
4.1.1	Have sustainable peace and reconciliation solutions been built/ established in the wards highly impacted by tribal conflict (e.g. Bulolo, Morobe Province and Murip, Enga Province)?	Informed opinions/perceptions of key Govt stakeholders, IOM staff (PM, RMO, COM, EPC RTS)	Government stakeholders PM, relevant project staff RMO, COM EPC RTS	KII
4.1.2	Are there evidence of target communities reconciling their past conflicts and co-existing sustainably?	Same as above	Same as above	Same as above
4.1.3	Is there evidence of target community members restoring their trust and belief in local structures and processes?	Same as above	Same as above	Same as above

	Evaluation Questions (Key & Sub Questions)	Indicators	Data Source	Method
4.1.4	Are community members enjoying peaceful co-existence?	Same as above	Same as above	Same as above
4.2	To what extent did the project take timely measures for mitigating any observed unplanned negative impacts?			
4.3.1	Where there any unplanned negative effects/ impacts of the project?	Same as above	Same as above	Same as above
4.3.2	If so, did the project respond and how?	Same as above	Same as above	Same as above
5. Sustainability				
5.1	To what extent are the benefits of the project likely to be sustained after the completion of this project?			
2.1.1	Have the benefits of the project deliverables (e.g. trainings, community-based planning process, community committees, and peace building projects) continued after project ended in November 2017?	Informed opinions/perceptions of key Govt stakeholders, IOM staff (PM, RMO, COM, EPC RTS)	Government stakeholders PM, relevant project staff RMO, COM EPC RTS	KII
5.1.2	Are there other IOM or non-IOM projects/initiatives that build on this project?	Same as above	Same as above	Same as above
5.1.3	To what extent have other actors (Government/community leaders) self-mobilized to carry on the work of this project?	Same as above	Same as above	Same as above
5.2	What sustainability mechanisms/options were put in place by the Government and/or local communities to ensure that project results are sustained?			

	Evaluation Questions (Key & Sub Questions)	Indicators	Data Source	Method
5.2.1	What structures, processes, and resources have been institutionalized within Government (national and sub-national) and/or communities?	Evidence of institutionalized structures, processes, and resources	Government stakeholders Community leaders PM, relevant project staff	KII
5.2.2	What is the level of commitment by key stakeholders to sustain the project results?	Articulated level of commitment	Same as above	Same as above
5.2.3	Are there potential risks that may hinder the above?	Identified potential risk factors, and corresponding consequence/likelihood	Same as above	Same as above

6.3 LIST OF DOCUMENTS REVIEWED

#	Name of Document
	Governmental Documents
1	Papua New Guinea UN Development Assistance Framework 2018-2022
	IOM Documents
2	IOM Migration Governance Framework (MIGOF)
3	IOM Strategy in the Asia and the Pacific 2017-2020
	Project Documents (proposal, reports, etc.)
	Project Proposals
4	Project proposal: CS.0743 "Community Based Tribal Conflict Mitigation and Peace Building in Enga and Morobe Province, Papua New Guinea (COMBAT-COMIT) Phase I" Dec 2015 to Aug 2017
5	Project proposal: CS.0820 "Community Based Tribal Conflict Mitigation and Peace Building in Enga and Morobe Province, Papua New Guinea (COMBAT-COMIT) Phase II" Sept 2016 to Nov 2017
	Project Reports
6	CS.0743 Final Report: Dec 2015 to Aug 2017
7	CS.0820 Interim Report: Sept 2016 to May 2017
8	CS.0820 Final Report: Sept 2016 to Nov 2017
	Annexes:
9	COMBAT-COMIT Project Framework
10	Peace for Development Root Cause Analysis
11	Bulolo Rapid Assessment
12	Tribal conflict update for Pindiu
13	Conflict Baseline Assessment ("Causes, Impacts and Resilience in Conflict-Affected Communities in PNG")
14	Do No Harm Assessment Report: Morobe and Enga ("Do No Harm Assessment of the Community Based Tribal Conflict Mitigation Project in Bulolo, Morobe Province and Murip, Enga Province")
15	Training Concept note ("Community Based Tribal Conflict Mitigation and Peace Building Training - Concept Note")
16	Report on Training for Community Leaders on Do-No-Harm Analysis Conflict Mitigation and Peace Building (Bulolo, Morobe Province)
17	COMBAT-COMIT FDP Facilitator Manual ("Community-Based Tribal Conflict Mitigation for Development Planning: Facilitator Manual for PNG")
18	Community Based Plan for Bulolo ("Community Based Tribal Conflict Mitigating and Peace Building for Development Planning - Bulolo Urban, Bulolo District, Morobe Province")
19	Community Based Plan for Enga (Murip) ("Community Based Tribal Conflict Mitigating and Peace Building for Development Planning - Murip, Enga Province")

6.4 LIST OF KEY INFORMANTS INTERVIEWED

No	Name	Institution	Function	Roles in the Project	Remarks
Stakeholders					
1	Mr Amons Warop	Kandep District	Ward Councillor	Trainer/ Beneficiary	Group interview
2	Mr Alphonse Minae	Kandep District	Ward Councillor	Government officer, Trainer and IOM focal point	
3	Mr Cleophas Roa	Wabag	Enga Provincial Disaster Officer	Provincial focal point	
4	Mr Peter Paliwa	Sepik Community	Community Representative	Beneficiary	
5	Mr Charlie Masange	Lae Disaster Office	Morobe Provincial Disaster Director	Provincial focal point	
6	Mr Chris Lucas	Lae Disaster Office	Morobe Disaster Response Officer	COMBAT/COMIT TOT trainer	
7	Mr Amoa Mere	Garaina Community	Community representative	Beneficiary	Telephone interview
8	Mr Esau Sipa	Watut Community	Community representative	Beneficiary	Telephone interview
IOM					
9	Mr Lance BONNEAU	IOM PNG	Chief of Mission		
10	Ms Cristina VILLANUEVA	IOM PNG	Resource Management Officer		Communication conducted via emails
11	Mr Solomon BUKA	IOM PNG	Project Assistant	COMBAT-COMIT Project Assistant	
12	Mr Simon KAFU	IOM PNG	National Project Officer	COMBAT-COMIT Project Officer	
13	Mr Peter MURORERA	IOM PNG	Monitoring and Evaluation Officer	Monitoring and Evaluation Officer	
14	Mr Wonesai SITHOLE	IOM Timor Leste	Programme Manager	Former COMBAT-COMIT Project Manager	
15	Ms Tomoko SATO	IOM PNG	Programme Manager	COMBAT-COMIT Programme Manager	

No	Name	Institution	Function	Roles in the Project	Remarks
16	Ms Gagee SAMIKE	IOM PNG	Project Assistant	COMBAT-COMIT Project Assistant	
17	Ms Christine CONWAY	IOM PNG	Project Officer	Project Officer	Group interview
18	Ms Madeline TOUGH	IOM PNG	Consultant	Project Manager, PB.0021: “Strengthening the Role of Women and Youth as Peace Builders to Improve Development in the Highlands of Papua New Guinea” (replication of COMBAT-COMIT)	
19	Mr Andrew LIND	IOM Regional Office for Asia and the Pacific	Senior Regional Thematic Specialist - Emergency and Post Crisis		

6.5 DATA COLLECTION INSTRUMENT: KEY INFORMANT INTERVIEW QUESTIONS

Criteria	Interview Questions	Informants
1. Relevance		
1.1	To what extent was the project aligned with relevant national policies, organizational mandates, and global commitments?	
1.1.1	What were the relevant national policies that the project was aligned to, if any? If so, how / to what extent?	IOM CoM, IOM PM, IOM PO Provincial government officials
1.1.2	Was the project aligned to the IOM mandate and relevant strategies? If so, how/ to what extent?	IOM CoM, IOM PM, IOM PO
1.1.3	Was the project aligned to the SDGs (e.g. Goal 16 on Peace and Justice)? If so, how/to what extent?	
1.2	To what extent was the project relevant to the priority needs of the target communities (Bulolo in Morobe Province, Murip in Enga Province)?	

Criteria	Interview Questions	Informants
1.2.1	Were community stakeholders consulted during the development of the project? If so, were the project activities/outputs tailored to their needs?	Community people, Provincial and district government officials, IOM PM and IOM PO
1.2.2	Were community stakeholders involved in project implementation? If so, how, and to what extent were their needs reflected in project implementation?	
1.2.3	Were gender and human rights concerns taken into consideration during project development and implementation?	
1.3	Are the project activities and outputs consistent with the intended outcomes and objective?	
1.3.1	Is the original Theory of Change still relevant? Note: Original ToC in proposal is as follows: If communities affected by violent conflict can engage with each other, with the broader communities in which they reside, and with local government structures to provide for citizens' needs and give voice to marginalized populations, then the potential for future outbreaks of violence will be mitigated.	IOM CoM, IOM PM, IOM PO
1.3.2	Is the project horizontal logic in line with the ToC? Does the cause-effect relationship (project horizontal logic) still hold true?	
1.3.3	Did the assumptions hold true? If not, how were the results affected and how did the project respond?	
1.4	To what extent, if any, was the project revised/amended from the first to the second phase, to be more relevant to stakeholders' needs?	
1.4.1	After the Baseline Survey "Causes, Impacts and Resilience in Conflict-Affected Communities in Papua New Guinea", was the project (Phase II) revised/amended in any way? If so, how/to what extent, and was this more aligned to the communities' needs?	IOM CoM, IOM PM, IOM PO
2. Effectiveness		
2.1	To what extent were the project outputs and outcome achieved as planned? What were the quality of the achieved results?	IOM CoM, IOM PM, IOM PO
2.1.1	Is there evidence of sustainable peace and reconciliation solutions being built in the target communities of Bulolo (Morobe Province) and Murip (Enga Province)?	Community people, Provincial and district government officials, IOM PM and IOM PO
2.1.2	Does the Baseline Study, "Causes, Impacts and Resilience in Conflict-Affected Communities in PNG" comprehensively map vulnerability and resilience levels of violence and conflict affected communities? To what extent did the Study inform the project activities/approach? To what extent, if any, did the Study inform key stakeholders (e.g. local community leaders, district/ provincial/ national government officials)?	IOM CoM, IOM PM, IOM PO
2.1.3	Did the training for community leaders on Conflict Mitigation and Peace Building & Do No Harm Analysis strengthen their mediation and conflict management capacities? Is there evidence of community leaders utilizing these newly strengthened capacities for reconciliation and peaceful co-existence?	Community people, Provincial and district government officials, IOM PM and IOM PO

Criteria	Interview Questions	Informants
2.1.4	What specific engagements did IOM undertake with local government structures and traditional leaderships? Is there evidence of these engagements contributing towards behaviour change for greater integration of different groups (e.g. victims and perpetrators of political violence) into government-led development processes? If so, how and to what extent?	Community people, Provincial and district government officials, IOM PM and IOM PO
2.1.5	To what extent, if any, did the Tribal Mediation and Do No Harm Training for community leaders contribute towards community members restoring their trust and belief in local government structures?	Community people, Provincial and district government officials, IOM PM and IOM PO
2.1.6	To what extent were the established Peace, Reconciliation and Mitigation Committees (4 in total: 1 in Murip, 3 in Bulolo representing 3 ethnic groups - Sepik, Watut, and Garaina-Waria/Bubu) successful in restoring trust among community members?	Community people, Provincial and district government officials, IOM PM and IOM PO
2.1.7	Have community-driven, recovery and development peace building projects been established? If so, to what extent have they contributed towards peaceful co-existence in districts / wards impacted by conflict and population mobility? What is the # of communities that have shown improvements in diversified livelihood strategies and reintegration indicators as a key contributor to peaceful co-existence and conflict mitigation (per the indicators)?	Community people, Provincial and district government officials, IOM PM and IOM PO
2.1.8	To what extent did the Senior government officials in local government and traditional leadership structures improve their skills in facilitating community-based planning and training for transformation?	Community people, Provincial and district government officials, IOM PM and IOM PO
2.1.9	Were the two community-based plans (one for Murip and another for Bulolo) developed in a participatory manner? Was there participation from different groups (e.g. socio-economic, gender, age, persons with disability)? Were marginalized or conflict affected population groups included?	Community people, Provincial and district government officials, IOM PM and IOM PO
2.1.10	Have access to basic social services and other opportunities for recovery and development, by target communities improved? If so, to how and to what extent?	Community people, Provincial and district government officials, IOM PM and IOM PO
2.2	Have the project's deliverables and results (expected and unexpected) led to benefits (e.g. access to services/opportunities, increased trust, cessation of conflict, increased cooperation /collaboration among community members, etc.) for the various groups of people, including government stakeholders (national and sub-national level), community leaders, and community members (including marginalized or conflict-affected populations)? Are there any differences among different groups according to socio-economic, gender, age, disability?	IOM PM and IOM PO
2.3	What were the key enabling factors and hindering factors (both internally and externally) affecting the project's ability to achieve the intended outputs and outcomes? And, how did the project respond to those hindering factors?	Community people, Provincial and district government officials, IOM PM and IOM PO

Criteria	Interview Questions	Informants
3. Efficiency		
3.1	Were the project activities undertaken and were the project outputs delivered on time / within budget, as planned?	IOM RMO, IOM PO, IOM PM
3.2	If any of the activities/outputs were delayed, what was the cause, and what, if any, were the negative effects on the project? How did the project cope/manage the delays and/or negative effects?	IOM RMO, IOM PO, IOM PM
3.3	Are the costs proportionate to the results achieved?	IOM RMO, IOM PO, IOM PM
3.1	Were there sufficient mechanisms (coordination, etc.) put in place to avoid any possible duplication with other initiatives, if any?	IOM RMO, IOM PO, IOM PM
4. Impact		
4.1	What are the positive/negative and intended/unintended effects the project having on tribal conflict mitigation and peace building in Enga and Morobe provinces? What are the factors that contributed to these results, if any?	Community people, Provincial and district government officials, IOM PM and IOM PO
5. Sustainability		
5.1	To what extent are the benefits of the project likely to be sustained after the completion of this project?	Community people, Provincial and district government officials, IOM PM and IOM PO
5.2	What sustainability mechanisms/options were put in place by the Government and/or local communities to ensure that project results are sustained?	Community people, Provincial and district government officials, IOM PM and IOM PO

6.6 RESULTS MATRIX ANALYSIS

Evaluation Assessment of the Project Results Matrix Vertical Logic	
Vertical Logic	Analysis and Suggestions
Objective To contribute towards increased tribal conflict management, local capacities for peace and resilience of communities by engaging community groups and local stakeholders from across the political/social divide in	The most significant, realistic goal to which the project aims to contribute towards is not well articulated. The statement includes concepts better suited for lower levels of the vertical logic: a) “Increased tribal conflict management” is change in behaviour and/or institutional performance, and is appropriate at the outcome level; and b) “Increased... local capacities for peace and resilience of communities” is change in capacity and as such is appropriate at the output level.

Evaluation Assessment of the Project Results Matrix Vertical Logic	
Vertical Logic	Analysis and Suggestions
collaborative community initiatives	
Outcome 1: Building sustainable peace and reconciliation solutions in two wards highly impacted by tribal conflict and related human mobility in Papua New Guinea	Outcome 1 does not articulate the expected changes in performance, practices, behaviour or attitudes. As the indicator measures number of incidences of tribal violence and conflict, the evaluation assumes that the project aimed to change behaviour and attitudes among community members, following completion of the conflict mitigation activities.
Output 1.1: Baseline survey mapping vulnerability and resilience levels of violence and conflict affected communities.	Output 1.1 may be re-articulated to better reflect changes in the skills/abilities of the beneficiaries, or availability of new products/services. → Suggested rephrasing: “Evidence and data related to vulnerability and resilience levels of violence and conflict affected communities are available.”
Output 1.2: Target communities have reconciled their past conflicts sustainably and are co-existing peacefully	Output 1.2 is formulated more as an outcome (changes in performance, practices, behaviour or attitudes), rather than an output (changes in the skills/abilities of the beneficiaries, or availability of new products/services). → Suggested rephrasing: “Strengthened mediation and conflict management capacities among target communities.”
Output 1.3: Local leaders have, through enhanced capacity and behaviour change, integrated all population groups into government led development processes including victims and perpetrators of political violence.	Output 1.3 is formulated more as an outcome rather than an output. → Suggested rephrasing: “Local leaders raise awareness and strengthen capacity on, integration of all population groups into government-led development processes, including victims and perpetrators of political violence.”
Output 1.4: Members of prioritized communities have restored their trust and belief in local government structures to address their needs and enable them to participate equally in governance and civic processes.	Output 1.4 is formulated more as an outcome (restoring trust and belief is a change in perceptions and attitudes) rather than an output. → Suggested rephrasing: “Members of prioritized communities have access to local government structures, which can address their needs and enable them to participate equally in governance and civic processes.”
Output 1.5: Community level peace, reconciliation and mitigation committees are established in each ward.	Output 1.5 was appropriately articulated.
Outcome 2: Establishment of community driven recovery and development peace building projects, and therefore peaceful	Outcome 2 articulation is confusing as it has two distinct elements at different results levels: <ul style="list-style-type: none"> • “Establishment of community driven recovery and development peace building projects”: This is more of an output, since the IOM

Evaluation Assessment of the Project Results Matrix Vertical Logic	
Vertical Logic	Analysis and Suggestions
<p>co-existence, in districts / wards impacted by conflict and population mobility.</p>	<p>project was fully in control (Activity 2.21, Community Based Planning identified and facilitated the establishment of these projects).</p> <ul style="list-style-type: none"> • “Peaceful co-existence, in districts / wards impacted by conflict and population mobility”: This is more of a longer-term result and as such may be at an outcome, or even and objective level. <p>The use of the word “therefore” connotes a causal linkage, which implies these two elements were at different levels.</p>
<p>Output 2.1: Senior government officials in local government and traditional leadership structures have been trained as facilitators of community-based planning and training for transformation.</p>	<p>Output 2.1 is formulated more as an activity rather than an output.</p> <p>➔ Suggested rephrasing: “Senior government officials in local government and traditional leadership structures have the knowledge and skills to facilitate community-based planning and training for transformation.”</p>
<p>Output 2.2: Communities in prioritized wards have participated in the community-based planning process</p>	<p>Output 2.2 is formulated more as an activity rather than an output.</p> <p>➔ Suggested rephrasing: “Community Based Planning processes are completed in priority wards communities, with participation from various socio-economic groups.”</p>
<p>Output 2.3: Improved access to basic social services and other opportunities for recovery and development, contributing to peaceful co-existence in target districts/wards.</p>	<p>Output 2.3 was added for Phase II (CS.0820) and is articulated at the appropriate level. The result would be strengthened if it articulated “who” would have improved access.</p>
<p>INDICATORS</p>	<p>Most indicators could not be certified as SMART. For instance, the objective indicator, “improved peace among conflicting tribes” did not clarify how “improved peace” was to be measured.</p> <p>Another aspect is the inconsistency of the unit of measurement. Some indicators have # as the unit of measurement embodied in the indicator, but its target and/baseline values were %, and vice versa.</p>