

Terms of Reference

Independent review of the “Strengthening Disaster Risk Management in PNG” Project

August 2018

A. Introduction

This Terms of Reference (TORs) is for an independent review of the Department of Foreign Affairs and Trade (DFAT) funded project, “*Strengthening Disaster Risk Management in Papua New Guinea*” (\$3m, 2014-2018), implemented by the United Nations Development Programme (UNDP).

B. Background

The Indo-Pacific region is the world’s most disaster prone region, with natural hazards affecting 70 million people. In this context, humanitarian emergencies are a growing reality for Australia’s development agenda. Papua New Guinea ranked 11th on the World Risk Index (WRI) in 2017. The 2016 WRI Report states PNG is “very strongly exposed to natural hazards and, owing to poor economic and social situations, particularly vulnerable”.

Papua New Guinea (PNG) is vulnerable to a range of natural hazards, including drought, floods and earthquakes, as well as long-term challenges associated with climate change. The United Nations Office for Disaster Risk Reduction (UNISDR) identifies earthquakes as the leading causes of mortality from disasters in PNG’s Disaster and Risk Profile, followed by tsunami, landslides and drought between 1990-2014. Therefore, it is imperative that communities in PNG are aware of the possible hazards and risk, and in a position to make evidence-based decisions that can reduce the impact of natural hazards.

Despite policy commitments of the Government of PNG (GoPNG) to strengthen institutional mechanisms for a wider role in response, recovery and risk reduction, the Disaster Risk Management (DRM) system in PNG is largely relief and response orientated. A comprehensive agenda targeting disaster preparedness, response and mitigation is still lacking; and sectoral agencies lack general understanding about their roles in disaster prevention, mitigation, preparedness and recovery despite the adaptation of a National Disaster Risk Management Plan.

Australia’s support to the GoPNG in the DRM space is aligned to the Australian Government’s Humanitarian Strategy (2016) and the *Sendai Framework for Disaster Risk Reduction 2015-2030* (Sendai Framework). Australia provides support to key institutions of the Government of PNG to strengthen its overall disaster risk management capabilities, preparedness and response capacity. Australia works through key partners including UNDP in the DRM space to ensure agreed objectives are achieved.

The “Strengthening Disaster Risk Management in Papua New Guinea” project is a four (4) year (2015-2018), AUD3m project that is geared towards providing strategic support to GoPNG in reducing vulnerability and increasing resilience to disasters. The DRM project aims to strengthen Papua New Guinea’s disaster risk management capacities at the national and sub-national levels. The programme includes working closely with National Disaster

Centre (NDC) and five Provincial level Disaster Committees (PDC) (Western Highlands, Simbu, Madang and Bougainville) to develop Disaster Risk Management plans and damage assessment and reporting, establish coordination mechanisms and building capacities for early warning, develop Standard Operating Procedures (SOP's) and provide essential training support and equipment. Key outputs under the project include:

1. Disaster Preparedness and response mechanisms enhanced and disaster early warning procedures strengthened
2. Integration of disaster risk management into development plans and budgets
3. Preparedness and planning mechanisms and tools to manage recovery processes at national and sub-national levels strengthened
4. Readiness of Disaster Management team members and the National Disaster Centre to prepare and respond to disasters enhanced
5. Gender Mainstreaming across all outputs

The project is implemented in partnership with a range of stakeholders, including the national and provincial governments, civil society organisations and other agencies. The NDC plays a key coordination role and ensures that social inclusion and equality, gender empowerment and dissemination of knowledge and skills are strengthened through the project.

C. Objective of Review

The purpose of the review is two-fold:

- to evaluate the effectiveness of the project as implemented and as agreed to by DFAT, GoPNG and UNDP; and
- to use the findings of the evaluation to inform DFAT's support to further initiatives to strengthen DRM in Papua New Guinea, in particular to determine whether the project, as currently designed and being implemented, remains fit-for-purpose.

D. Rationale

The review is timely given that phase one of the project is set to conclude at the end of 2018, and seed funding has already been earmarked for a second phase of support from January 2019.

The review will further determine and identify whether current project objectives and outcomes remain relevant given PNG's unique geo-climatic conditions and experiences in various natural hazards including earthquakes, volcanic eruptions, tsunamis, cyclones, river and coastal flooding, landslides and droughts.

Australia has also been invited to support a systemic review of PNG's disaster risk management system and, given the central role of this project in the sector, the findings and recommendations from this review will have direct relevance to broader structural changes in the sector.

More broadly, the project will ensure close ongoing alignment with Australia's Humanitarian Strategy (2016) by supporting countries to reduce and promote effective disaster risk reduction in the region, and the Sendai framework.

The review will be conducted through close cooperation with UNDP and the GoPNG through the NDC. This is to ensure that the review fully utilises UNDP and NDC's current extensive local knowledge and networks.

E. Scope of Work

This independent review will assess and provide recommendations on overall project performance based on the following five key areas:

1. **Relevance:** is the project's scope, governance, planning and implementation arrangements consistent with national policy and context – is this still the right thing to do?
2. **Effectiveness:** to what extent has PNG's disaster preparedness and response mechanisms and early warning procedures been enhanced and strengthened through the project?
3. **Efficiency:** are risks identified and managed appropriately, including risks to the sustainability of the project?
4. **Sustainability and gender equality:** is this investment making a difference and considerate of disability and empowering women and girls as humanitarian leaders?
5. **M&E:** does the project provide good evidence on outputs and overall progress toward intermediate and longer-term outcomes? Does the current system/mechanism facilitate lesson-learning and continuous improvement of project activities?

Further reference can be made to DFAT's key evaluation criteria and guiding questions at the [Annex](#).

F. Methodology

The review should meet the standards set out in DFAT's *Monitoring and Evaluation Standards* (<http://dfat.gov.au/about-us/publications/Documents/monitoring-evaluation-standards.pdf>).

The review will utilise a combination of document and data review and in depth interviews with key stakeholders in targeted project priority provinces including Madang and Western Highlands Provinces, the Autonomous Region of Bougainville and Port Moresby (Central Province may be covered due to their proximity to the capital and depending on available time.)

The review will be conducted over approximately two months with fieldwork between 10-21 September. The team will consult with relevant stakeholders, including but not limited to

various levels of Government, civil society, faith based organizations and other development partners.

G. Evaluation Process and Approach

The following outlines the key milestones in the review process:

- Provision of relevant documentation to the team leader by DFAT and UNDP.
- Initial evaluation briefing with DFAT Desk and Post (Teleconference).
- Desk evaluation of reports and literature.
- Development and submission of a draft review plan to DFAT
- Finalisation of the evaluation plan
- Field work in country
- Initial feedback aide memoir (may include discussion or presentation)
- Information analysis and report write up
- Submission of draft report to DFAT Desk, Post, UNDP and NDC
- Comments and feedback
- Participation in peer review of draft report
- Final write up, report submission.

H. Key Deliverables and Reporting Requirements

The following outputs are required as outlined:

- A draft review plan – one week after commencement of assignment
- Final review plan – one week after the receipt of feedback from DFAT
- Written Aide Memoire – at completion of fieldwork
Final report of a maximum of 25 pages including recommendations

Review Plan

The review plan will include the following:

- a methodology to be used for assessing outcomes of the program
- process for information collection and analysis, including tools such as questionnaires or questions to be asked during discussions
- identification of key stakeholders and project champions within government (local and national)
- identification of any challenges anticipated in achieving the evaluation objectives;
- allocation of tasks for evaluation team
- key timelines, a consultation schedule identifying key stakeholders to be consulted and the purpose of consultations and other activities/research to be undertaken.

The plan should be no more than five pages and submitted electronically to DFAT no less than five days prior to the initial meeting with DFAT in Port Moresby.

Aide Memoire

On the final day of the in-country mission, the team leader will submit and present an Aide Memoire of up to five pages with key findings. The Aide Memoire will be prepared in dot-

points based on DFAT Aid program Aide Memoire for review guidelines. The team leader will have approximately two days to work on the Aide Memoire prior to presentation to DFAT Team.

Final Report

At the conclusion of the review, the Team Leader will produce the following:

- a) First draft of the review report to be submitted to the First Secretary Program Strategy and Gender – PNG Post for comments. The evaluation report should be a brief (up to 25 pages, including executive summary), clear and cogent summary of review outcomes focusing on a balanced analysis of relevant issues and recommendations for improvement. Relevant Annexes should be included.
- b) The final review report should be submitted to DFAT within seven days of receiving final comments from DFAT.

I. Review Team

The review Team will comprise expertise provided by or through the Government of Australia, the Government of Papua New Guinea and the UNDP. The team will consist of:

- Team Leader nominated by DFAT
- DFAT Canberra Desk Humanitarian Officer
- Officer from DFAT/AHC
- UNDP Advisor (currently not involved in management of the Project)
- GoPNG Representative

Roles and Responsibilities of the Team Leader

The team leader will have overall responsibility for the delivery of a quality review report and should effectively utilise expertise of the team in meeting the terms of reference and contractual obligations.

The team leader will be responsible for the following outputs:

- Development of overall approach and methodology for the review in consultation with DFAT.
- Be responsible for managing and directing the review's activities, representing the review team and leading consultations with relevant stakeholders including provincial and national government officials and donor agencies.
- Manage, compile and edit inputs from team members, and ensure high quality of all reporting outputs.
- Lead the development and presentation of the Aide Memoire; seek input from relevant team members.
- Represent the team in peer reviews if required.
- Develop and submit draft independent review report.
- Produce final independent evaluation report.

Team Members will:

- Work under the overall direction of the Team Leader.
- Provide advice, relevant documentation from development partners and DFAT and have an understanding of GoPNG and development partners processes and
- Contribute to required dialogue, analysis and writing of the report, as directed by the team leader
- DFAT officers from Desk or post will serve only as observers in this review and are not expected to provide any written contributions to any draft or final reports.

J. Timeframe

The review will take place between September – November 2018. The in-country fieldwork will take place between 10-21 September 2018. The timing and duration for the scope of services is **up to 25 input days** as per the table below. Final dates will be negotiated and stated in the relevant contract.

Task/Output	Description	Max Input Days	Indicative Timing
Desk and literature review	Documentation to be provided by DFAT and UNDP	3	Late August
Development of review methodology plan	Development of review methodology plan	1	Early September
Preliminary briefing	Team Leader may be required to attend a briefing (via telecom) with DFAT to discuss objective, plans and expectations.	1	Early September
In country mission, including travel days (2)	Consultations and stakeholder meetings, including provincial travel (Bougainville, WHP and Madang) and aide memoire preparation and presentation	13	10-21 September
Additional analysis and drafting of review report	Preparation and submission of a draft independent review report in electronic format within 2 weeks of Aide Memoire	5	Early October
Peer review	Receive feedback and comments on draft	1	Late October
Preparation and submission of final report	Revised final review report to be submitted	1	Early November

K. Key Documents

- United Nations Development Programme Country: Papua New Guinea Project Document. *Strengthening Disaster Risk Management in Papua New Guinea*.
- UNDP-Annual Progress Reports and Project Progress Reports
- HACT Spot Checks and Project Monitoring Reports

- Framework for Resilient Development in the Pacific (FRDP, 2017-2030)
- PNG Disaster Management Act
- Framework for Resilient Development in the Pacific (FRDP, 2017-2030)
- PNG National Disaster Management Plan
- PNG National Framework for Action 2005-2015
- PNG's new National Disaster Risk Reduction Framework (NDRRF, 2017-2030)
- Relevant project documents and reports
- GoPNG's National Strategy for Responsible Sustainable Development for Papua New Guinea (StaRS)
- GoPNG's Vision 2050
- PNG's Mid-Term Development Plan 3 (forthcoming)
- DFAT Humanitarian Action Policy
- DFAT Monitoring and Evaluation Standards
- Aide Memoire Development Guide
- DFAT Humanitarian Strategy 2016
- Independent evaluations from past phases of Australian DRM support in PNG
- Aid quality reports from past phases of Australian DRM support in PNG
- Hyogo Framework for Action 2005-2015
- Sendai Framework for Disaster Risk Reduction 2015-2030

Annex: Guiding Questions

1. Relevance

- Assess whether the project's original scope is consistent with national policy and context – is this still the right thing to do?
- Assess the suitability of current governance and project planning arrangements in achieving results.
- Assess whether the modalities employed by the project have assisted in the delivery of results. If not, where these could be improved in the next phase of delivery.

2. Effectiveness

- Assess the extent to which PNG's disaster risk reduction, preparedness and response mechanisms and early warning procedures been enhanced and strengthened through the project.
- Assess the effectiveness and impact of the project at the national and provincial levels, and identify whether balance of support between the two levels has been appropriate.
- Identify how efforts to reprogram project activities to reduce risk of, prepare for and respond to disasters, as directed by the steering committee, have affected project outcomes and provide recommendations for improvement.
- Assess the effectiveness of current governance and project planning arrangements to achieve results.
- How did program outcomes prior to the Highlands earthquake reduce its impact?

3. Efficiency

- Assess whether the project is achieving value for money
- Identify opportunities for other donor support and coordination to support the project (i.e. New Zealand, EU, USAID, UNISDR, World Bank/GFDRR) and linkages to other DRM programs in PNG.
- Assess the suitability of current governance arrangements to ensure project integrity and accountability
- Determine if project? Risks are identified and managed appropriately.

4. Sustainability

- Provide an assessment on whether the Government of Papua New Guinea has maintained the required investment to support the project's successful delivery, and identify whether this support is likely to be maintained in the next 5 years.
- Assess whether the project promotes engagement with other areas of national and provincial government, and provides necessary support to ensure future project activities engage more with other areas of national and provincial Government activity, e.g. other Government Departments or authorities.

- Review the potential for the project to scale up to other provinces.
- Review whether there's scope for greater private sector engagement in DRM, drawing on recent experiences in PNG's Earthquake response.

5. Gender Equality & Social

- Does the project build consensus and address gender issues?
- Is this investment making a difference to gender equality and empowering women and girls as humanitarian leaders?
- Is this investment making a difference to people with disabilities and are they being engaged in helping determine how to reduce their disaster risk?

6. Monitoring and Evaluation

- Is the project's M&E and reporting system generating credible information that can be used for management decision making, learning and accountability purposes?
- Does the project provide good evidence on outputs and overall progress toward intermediate and longer-term outcomes? Does the current system/mechanism facilitate lesson-learning and continuous improvement of project activities?
- To what extent is the existing monitoring and evaluation mechanism relevant to this project providing timely, reliable and valid insights into project progress and achievement of key outcomes and objectives?

7. Additional Areas

- Does the project encourage and promote engagement and coordination with other donors and agencies working in disaster risk reduction? What opportunities exist for any future engagement and/or interaction? For example, UNSIDR may be able to provide support for PNG in Sendai Framework monitoring – as a key regional/global partner, are there ways we can leverage UNSIDR or other donor engagement?
- Does the project encourage and promote civil-military coordination and dialogue in disaster response and relief activities? What opportunities exist for any future engagement and/or interaction?
- The review report should communicate any unanticipated but important issues that emerge during consultations with stakeholders.
- The review should provide recommendations to DFAT Management for the next planned phase of support to the project, including whether support should continue.