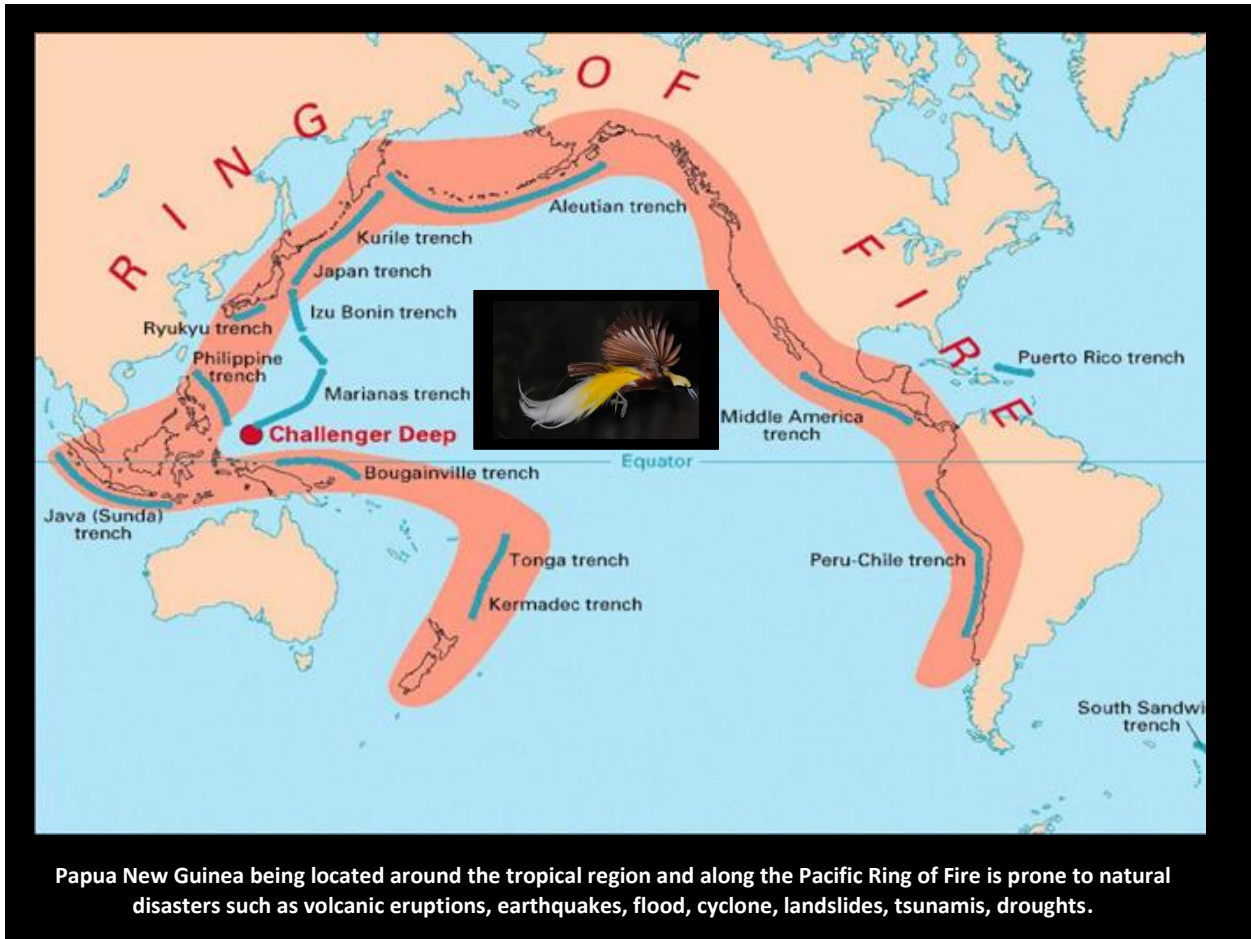


FINAL REPORT

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Evaluation Report The Humanitarian Advisory Team Project Papua New Guinea



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ACRONYMS

CDAC	Communicating with Disaster Affected Communities Network
CCEA	Communication, community engagement and accountability
CLRC	Constitution and Law Reform Commission
CPD	Country Programme Document
CSO	Civil society organization
DCG	Disaster and Emergency Cash Grant
DMT	Disaster Management Team
DRM	Disaster Risk Management
DRR	Disaster risk reduction
FAO	Food and Agriculture Organization of the United Nations
FBO	Faith-based organizations
FGD	Focus Group Discussion
GBV	Gender-based violence
HAT	Humanitarian Advisory Team
HCT	Humanitarian Country Team
HRBA	Human Rights-Based Approach
IASC	Inter-Agency Standing Committee
ICCG	Inter-Cluster Coordination Group
IOM	International Organization for Migration
JICA	Japanese International Cooperation Agency
KII	Key Informants Interview
MOMASE	The region including Morobe, Madang, East & West Sepik (Sandaun) provinces
M&E	Monitoring and Evaluation
NAST	National Assessment Standby Team
NBC	National Broadcasting Corporation
NDC	National Disaster Centre
NGO	Non-governmental organization
OCHA	United Nations Office for the Coordination of Humanitarian Assistance
OECD	Organization for Economic Co-operation and Development
PDC	Provincial Disaster Coordinator
PNG	Papua New Guinea
ProDoc	Project Document
RCO	Resident Coordinator Office
SDG	Sustainable Development Goals
TOR	Terms of reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNICEF	United Nations Children’s Fund
UN RC	United Nations Resident Coordinator
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	United States Agency for International Development
WHO	World Health Organization

EXECUTIVE SUMMARY

Introduction

The Government of Australia started funding the position of a humanitarian coordination specialist in 2016 to fill the UN's coordination responsibilities following the departure of OCHA. It was funded through the UNDP's Strengthening Disaster Risk Management in Papua New Guinea project which ended on December 2021. The funding of the HAT mechanism continued to be done through a number of short-term projects (3 so far) instead of a more comprehensive longer-term project.

Country Context

Papua New Guinea (PNG) lies in the southwestern Pacific Ocean and comprises the eastern half of the island of New Guinea, the Bismarck Archipelago (New Britain, New Ireland, the Admiralty Islands, and others), Bougainville Island (part of the Solomon Islands chain), and small offshore islands and atolls. It is one of the world's most disaster-prone countries, with prevalent hazards including earthquakes, cyclones, storms, volcanic eruptions, riverine and coastal flooding, coastal erosion, epidemics, and droughts.

Project Overview

The Humanitarian Advisory Team's main responsibilities are the provision of accurate information and the efficient coordination of humanitarian responses. Once OCHA departed from the country, the DMT would not be able to function without the HAT. The HAT has, among its many tasks, the support role of the Secretariat to the DMT¹. While the main advisory role of the HAT is to the UN RC and the UNCT, under the UN RC direction, the Project team's role includes advising other DMT members as, and when, required to do so, including advising civil society and faith-based organisations and communities to better prepare for and to respond to natural disaster and pandemic events.

This evaluation involves three (3) ProDocs with their respective outputs described below:

HAT PROJECT PHASE I (2021-2022)

Output 1. *“Readiness of the Disaster Management Team members and the National Disaster Centre to prepare and respond to disasters enhanced.”*

Output 2. *“Updating the National Disaster Management Act.”*

HAT PROJECT PHASE II (2023)

Output 1. *“Readiness of the Disaster Management Team members and the National Disaster Centre to prepare and respond to disasters enhanced.”*

Output 2. *“Updating the National Disaster Management Act.”*

HAT PROJECT PHASE III (2024)

While the ProDocs for Phase I and Phase II of the HAT project simply provided a list of activities under each output/outcome, the ProDoc for Phase III of the project listed activities under the identified sets of goals under each of the expected outputs:

Output 1: *“Humanitarian action and coordination”*

Output 2: *“Enhanced information management for improved disaster prevention, planning and emergency response”*

Output 3: *“Institutional strengthening”*

Output 4: *“National communications awareness raising campaigns”*

Project Budget (USD) Phase I: \$1.5 M, Phase II: \$1.243 M, Phase III: \$1.1 M, was funded by the Australian Government with \$200,000 from USAID. The Project Gender Marker Rating is GEN 2.

¹ The HAT's coordination responsibilities and mandate are directly inherited from OCHA and distinct from the fact that the HAT also ensures the secretariat of the DMT.

Purpose, Scope and Specific Objectives of the Evaluation

The HAT Project evaluation assessed the Project following standard Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria as follows: **Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability**. Human rights, gender equality and disability were assessed as cross-cutting criteria. Evaluation Approach and Methodology

Adhering to OECD/DAC standards and practices for evaluation, the methodology is consistent with the overall purpose of this evaluation to assess the relevance, coherence, effectiveness, efficiency, impact and sustainability of the intervention. In addition to these categories, the cross-cutting themes of human rights, gender equality and disability informed all aspects of the methodology.

A single comprehensive evaluation matrix structured around the six analytic categories above, elaborated using the key ToR questions and detailing the sources, tools and approaches was used to answer questions posed.

The evaluation findings are based on solid data sources including project records, reports and other documentation and corroborated by data collected from 34 key stakeholders' interviews, focus group discussions and local sites' observations. Stakeholders interviewed included groups of project team members, national, provincial and district disaster relief authorities, as well as the UN RC, the UNDP RR, UN agencies, NGOs and donor groups. All these stakeholders have participated in the HAT project activities either as members of the DMT or implementing and coordinating with the HAT project during emergencies responses.

FINDINGS

GENERAL FINDINGS

F1 ⇒ HAT PNG is a creature of the HAT Project.

F2 ⇒ Since HAT PNG² is a creature of the HAT Project and only the UN RC can assign a role/function in humanitarian coordination to the HAT or to the Humanitarian Coordination Specialist in the HAT, query whether the UN RC needs to be a signatory of the ProDoc should there be a next phase of the HAT project.

F3 ⇒ Positive feedback received from DMT members during the evaluation is that the HAT project team provides good support to the DMT keeps stakeholders informed and works well with key stakeholders. However, misconceptions among some members of the DMT about the role and functions of the HAT Project team and resentments regarding the display of the UNDP logo in HAT products, interventions and achievements, have created some friction in the relationship among some members of the UN country team towards the HAT team which must be addressed.

F4 ⇒ Different options cited by stakeholders on supporting the future of HAT to aid the DMT in its coordination role in responding to natural disasters and emergencies in the PNG included: (a) Continue as another phase of the current HAT project administratively under the UNDP and functionally under the UN RC; (b) Fund a HAT project embedded in the RCO with functions that mirror OCHA's HATs; (c) Fund a HAT project as described in (b), complemented by a separate DRM-type project in the UNDP; or (d) Create a HAT unit institutionally in the RCO.

RELEVANCE

F5 ⇒ The HAT project has contributed to disaster relief coordination needs in PNG and it continues to be relevant and aligned with PNG Government major disaster relief priorities and needs in terms of the National Disaster Center priorities. The project objectives are aligned with the UNDP CPD outputs and relevant SDGs, and with OCHA's role in promoting quality and inclusive disaster responses.

² HAT PNG is a designation the consultant adopted to distinguish it from a normal OCHA's HAT when referring to the HAT Project's distinct nature in that, in addition to the normal OCHA's HAT roles and functions, the HAT Project in PNG has other roles and functions granted to it by the ProDoc of the HAT Project.

COHERENCE

F6 ⇒ The HAT project did a good job integrating with the DMT’s work plan and strategic priorities. The most frequently cited achievement of the HAT project is the excellent support it provided in its role as the Secretariat of the DMT, sending notices of meetings and holding meetings on time and ensuring all documentations are shared with stakeholders.

F7 ⇒ The key national institution interfacing with the DMT is the NDC, which is a weak institution, lacking updated legislative framework, autonomy and leadership, and is poorly resourced in terms of technical and financial resources.

F8 ⇒ Communication between the DMT and the HAT project with the Director of the NDC during the DMT meetings and other interventions is not percolating to the higher levels of government. This communication and connectivity gap between the DMT and the higher levels of the PNG government have impacted linkages with the government and results on the ground.

EFFECTIVENESS

Phase I of the HAT Project (2021-2022]

F9 ⇒ Output 1 of Phase I of the HAT Project “*Readiness of the Disaster Management Team members and the National Disaster Centre to prepare and respond to disasters enhanced*” was successfully achieved.

F10 ⇒ Achievements in Phase I of the HAT Project include the following outputs: “*Humanitarian Needs and Priorities, Highlands Violence, PNG*”; “*Humanitarian Communications Plan*” for the DMT; “*2022 New Guinea Island Drought Contingency Plan*”; the development of an online dashboard on Relief Web to track humanitarian situations; and Incident monitoring on Powerbi app Dashboard.

F11 ⇒ Output 2 of Phase I of the HAT Project “*Updating the National Disaster Management Act*” was not achieved.

F12 ⇒ One reason for the failure in achieving Output 2 of Phase I is the fact that the PNG government has not prioritized NDC institutional reform and legislative reform to bring its *Disaster Management Act of 1984* into compliance with international standards.

Phase II of the HAT Project (2023]

F13 ⇒ Output 1 of Phase II of the HAT Project “*Readiness of the Disaster Management Team members and the National Disaster Centre to prepare and respond to disasters enhanced*” was successfully achieved. This is substantiated in F14 and in the body of the report.

F14 ⇒ Achievements in Phase II of the HAT Project include the following outputs: Monitoring and reporting on 11 emergencies, including the 7.0 M East Sepik earthquake, the 6.7 M Madang earthquake, the Mt. Bagana eruption in Bougainville and the Mt. Ulawun eruption in West New Britain; Piloted a Humanitarian Coordination Workshop with focus on Information Management and Logistics Coordination with the Western Highlands Province Authorities and humanitarian aid partners, and held a national Humanitarian Coordination Workshop with an additional focus on CCEA; The project participated in civil-military coordination activities; And supported the process for UNICEF to become the lead agency for the Logistics Working Group (LWG).

F15 ⇒ Output 2 of Phase II of the HAT Project “*Updating the National Disaster Management Act*” was not achieved. This is substantiated and explanation is provided in F16 and in the body of the report.

F16 ⇒ One reason for the failure in achieving Output 2 of Phase II is again the fact that the PNG government has not prioritized NDC institutional reform and legislative reform to bring its *Disaster Management Act of 1984* into compliance with international standards.

F17 ⇒ A very successful 8th Provincial Disaster Coordinators’ Conference was held on 6-10 November 2023 with the support of the HAT Project and the UNDP, on ways to improve disaster

response and disaster risk reduction efforts across the country, which resulted in a joint statement and an action plan to implement the resolutions expressed in the statement.

Phase III of the HAT Project (2024]

Output 1 of Phase III

F18 ⇒ Achievements in Output 1 of Phase III of the HAT Project include the following outputs/activities: DMT’s response to the 2024 flooding in the Western Province of PNG; NAST mission to Kiunga; Coordination response to landslide occurred in the village of Yambili in the Enga province on 24 May 2024.

F19 ⇒ The HAT Project is on track to meet most of the performance criteria of **Output 1 of Phase III** (2024) Project “*Humanitarian action and coordination*”, **except** the revision of the *National Disaster Management Act* and the inclusion of the DMT and Secretariat within the scope of the Act. Output 1 of phase III of the HAT project is **not on track to be fully achieved**. Achievements under this Output are substantiated in F18.

F20 ⇒ This is the 3rd ProDoc calling for the revision and modernization of the *National Disaster Management Act*, signed by the NDC on behalf of the Government of PNG and by the UNDP, not being honoured by the parties. This is the output where progress or the lack thereof was a *most disappointing* finding of this evaluation.

Output 2 of Phase III

F21 ⇒ The HAT project is on track to meet most of the performance criteria of Output 2 of Phase III (2024) Project “*Enhanced information management for improved disaster prevention, planning and emergency response*”. The project:

- Engaged with relevant partners in developing **GIS hazard maps** for priority provinces and is on track to be able to host hazard and active emergency maps on ReliefWeb/ PreventionWeb/ embedded PowerBi dashboard.
- Successfully carried out a ‘project/private sector’ partnership with **DIGICEL** to conduct the “*Drought Survey and SMS Blasting in Papua New Guinea*”.
- Conducted “After Action Review” (**AAR**) to verify and draw lessons from findings of data collected by the telecommunication company.
- Produced Disaster **Situation Reports/Updates** on a regular basis and shared them widely by group email to UN Agencies, donors and other partners and key stakeholders. **HAT’s SitReps are very popular with stakeholders.**

Output 3 of Phase III

F22 ⇒ The HAT Project is **on track** to meet most of the performance criteria of **Output 3 of Phase III** (2024) Project “*Institutional Strengthening*”. The project:

- Developed Communication, Community Engagement and Accountability (**CCEA**) **modules of training** and conducted trainings;
- Is on track to develop **Information Management and GIS modules** and training modules for different phases of Disaster Risk Reduction & Management (**DRRM**) cycle and tailored to different stakeholders;
- Created training packages for the **provincial and district disaster coordinators** on preparedness and response coordination and planning skills and logistics. And conducted a crash course in Kiunga for provincial and district coordinators on NDC’s Disaster Needs Assessment tools **using kobo collect tool for data collection.**

Output 4 of Phase III

F23 ⇒ The HAT project is **on track** to meet most of the performance criteria of **Output 4 of Phase III** (2024) Project “*National communications awareness raising campaigns*”. The project:

- ❑ Conducted **public awareness campaigns** on the impact of drought, floods and earthquakes together with national/ provincial authorities and has developed **emergency and awareness raising messages** that can be broadcasted through **DIGICEL** or other media for public information.

EFFICIENCY

F24 ⇒ The HAT project activities are backed up with a good record-keeping methodology that contributed to transparency and efficiency.

F25 ⇒ A review of HAT’s training materials and evaluation methodology and of surveys used in the capacity building trainings delivered by the project support the finding that the quality of the learning processes and evaluation of programs were effective and that HAT’s resources (funds, male and female staff, time, expertise, etc.) were allocated strategically to achieve key outcomes.

F26 ⇒ Stakeholders, in general, reported that the HAT Project staff work well together as a tight and effective team and delivered good coordination for the DMT and good communication products to stakeholders.

IMPACT

F27 ⇒ The HAT project is very effective in its function as the DMT Secretariat; and its coordination and information products and activities have achieved reasonable impact particularly in regional and local coordination and have contributed to small and medium scale disaster response coordination quality. However, the evaluation could not identify any measurable improvement in NDC capacity in disaster response coordination.

F28 ⇒ The lack of coordination and integration of the provincial and local authorities’ humanitarian responses within the national authority emergency response structure presented a challenge to the HAT project in targeting and engaging state structures and maximizing the impact of its interventions. One way the HAT project got around this challenge was to target provincial and district authorities for capacity building trainings.

SUSTAINABILITY

F29 ⇒ The NDC is currently not able to sustain any of the major project achievements. Factors constraining sustainability of results: a) NDC needs further support in its efforts to achieve institutional reform; b) momentum that would result in bringing the National Disaster Management Act in compliance with **international standards**.

F30 ⇒ While there is potential ‘financial sustainability’ available through a donor-supported project to sustain HAT’s achievements in the short- to medium- term, prospects for sustainability of project achievements in terms of ‘institutional sustainability’ and government policy (‘policy/ legislative sustainability’) are very weak.

F31 ⇒ Notwithstanding millions of dollars, goods and services invested by donors, UN agencies and civil society organizations **each year** in PNG, they have not been successful in their individual and collective advocacy roles to convince the PNG government to carry out necessary institutional reforms of the NDC that would contribute to sustainability of project achievements.

HUMAN RIGHTS, GENDER EQUALITY & DISABILITY

F32 ⇒ The HAT project results demonstrate the integration of human rights, **gender equality** and **disability** during the project’s implementation process taking into consideration that the design of the project treated those issues only as a cross-cutting themes and not in terms of specific outputs and outcomes.

F33 ⇒ There is evidence that project activities have generated awareness in emergency responders of the importance to reach **women** and **persons with disabilities** in local communities.

CONCLUSIONS

C1. Once OCHA departed from PNG, the DMT would not be able to function without the HAT. Consequently, the HAT project team is fundamental to the operation of disaster coordination management in the country and, in terms of planning its continued existence, a long-term perspective is important.

Links to Findings: F2, F4, F12, F16, F27, F28, F29, F30, F32, F33

C2. Feedback received from stakeholders consulted during this evaluation support the conclusion that the HAT team works well together and provides good support to the DMT, keeping DMT members well-informed with its situation reports, needs assessments and other products.

Links to Findings: F3, F6, F9, F13, F17, F19, F22, F23, F26

C3. Analysis of the outputs achieved by the project provided sufficient evidence for the conclusion that the HAT project team was effective and that HAT’s resources (funds, male and female staff, time, expertise, etc.) were allocated strategically to achieve key objectives of the project. This was corroborated by the stakeholders interviewed during this evaluation.

Links to Findings: F9, F10, F13, F14, F18, F21, F22, F23, F24, F25, F26, F33

C4. The HAT project has contributed to disaster relief coordination needs in PNG and it continues to be relevant and aligned with the PNG government’s major disaster relief priorities and needs. The project objectives are aligned with the UNDP’s CPD outputs and relevant SDGs, and with OCHA’s role in promoting quality and inclusive disaster responses.

Links to Findings: F5, F6

C5. The project faced and continues to face challenges and limitations in that its key national counterpart is the NDC, an institution that lacks leadership and qualified technical personnel to benefit from disaster response coordination trainings and other capacity development interventions.

Links to Findings: F7, F11, F12, F15, F16, F27, F28, F29

C6. Provincial and local coordination authorities are not well integrated within the national emergency response structure resulting in gaps in coordination between the NDC and other national actors involved in natural disasters and emergencies humanitarian responses. Lack of such integration impacts the NDC coordination with the DMT’s agencies and is a barrier to the HAT project targeting and engaging state structures for capacity building trainings.

Links to Findings: F28

C7. Evidence collected during the evaluation show that the HAT project team pivoted, to a certain extent in Phase III of the project, to target the provincial and district disaster response coordinators for capacity development trainings and other interventions. While the NDC may have concerns with this approach, feedback from other key stakeholders interviewed supported it.

Links to Findings: F17, F28

C8. The design and the implementation of the project integrated human rights, **gender equality** and **disability** issues and the project team conducted awareness raising activities on these issues with national, provincial and district emergency responders and made efforts to include women and persons with disabilities in trainings and workshops conducted by the project.

Links to Findings: F32, F33

C9. The main challenge faced by the DMT is that discussions and decisions reached at its meetings and other interventions is not percolating to the higher levels of government and the bi-annual meetings with the Disaster Management Committee (DMC) have not taken place. As a consequence, the PNG government has not prioritized NDC institutional reform and legislative reform to bring its *Disaster Management Act of 1984* into compliance with international standards. This is the most frequently cited barrier to the achievement of some key objectives of the HAT project.

Links to Findings: F7, F8, F27, F29, F31

LESSONS AND BEST PRACTICES

L1. HATs operating outside the traditional OCHA umbrella need to be aware of the ‘not in my backyard’ attitude of some UN agencies, who rely on the framework of UN agencies’ mandates to protect what they perceive to be their ‘own turf’. In such situations, HATs need to have clear functional and operational protocols and the awareness that it takes not only nudging and patience but also respect and regard to jurisdictional nuance for the HAT not to be perceived to be imposing an agenda.

L2. In order to achieve institutional changes, an institution needs to be grounded on effective up-to-date legislative framework (in compliance with national and international standards) and have adequate leadership, autonomy, resources and qualified technical personnel who can benefit from reform interventions.

L3. High level government ownership and commitment to institutional reform is crucial to the success of the reform of a national institution.

RECOMMENDATIONS

STRATEGIC RECOMMENDATIONS

R1. Prior to the end of the current phase of the HAT project a decision should be reached to continue to provide support for the HAT PNG in the medium to long term with secured funding for a period of at least 3 years.

Links to Conclusions: C1 /Links to Findings: F2, F3, F4, F12, F16, F27, F28, F29, F30, F32, F33

R2. Prior to the end of the current phase of the HAT project a decision should be reached as to whether the next phase of HAT will be: (a) Another phase of the current HAT project administratively under the UNDP and functionally under the UN RC; (b) Fund a HAT project embedded in the RCO with functions that mirror OCHA’s HATs; (c) Fund a HAT project as described in (b), complemented by a separate DRM-type project in the UNDP; or (d) Create a HAT unit institutionally in the RCO.

Links to Conclusions: C1 /Links to Findings: F2, F3, F4, F12, F16, F27, F28, F29, F30, F32, F33

R3. Regardless of the option adopted for the next phase of the HAT, clear and specific **protocols** need to be developed by UN RC, in consultation with the DMT and clusters’ leaders, as to what roles, functions and activities the HAT is to assume; what are the lines of reporting and of obtaining clearances to engage; what logo, if any, the HAT may display on its products; **and** operating protocols in terms of how each of the emergency response mechanisms interrelate and coordinate with one another and with the HAT and the Government, sharing information both during the emergency response and the emergency response preparedness phases.

Links to Conclusions: C1 /Links to Findings: F3

R4. If the HAT PNG continues as project, the UN RC should consider whether the UN RC needs to be a signatory to the ProDoc maybe as a consenting party.

Links to Conclusions: C1 /Links to Findings: F1, F2

R5. Once HAT's next phase has been determined and its roles clearly defined, the PNG's UN family of agencies would benefit from a **'bonding' and team building retreat** with team building exercises and games and with a workshop to share information about the roles and functions of the HAT PNG in terms of its Secretariat function and its other roles in natural disasters and other emergencies humanitarian response and socialize the protocols among members of the DMT.

Links to Conclusions: C1 /Links to Findings: F3

COHERENCE

R6. Communication between the DMT and the HAT project with the Director of the NDC during the DMT meetings needs to be supplemented with official, direct and comprehensive communication by the UN RC with the higher levels of the PNG government.

Links to Conclusions: C9 /Links to Findings: F7, F8, F27, F29, F31

R7. Under the leadership of the UN RC, donors and the heads of other UN agencies and NGOs, need to engage in a more proactive and effective advocacy aimed at convincing the PNG Government to ensure capable and dynamic leadership in the NDC supported by skilled technical staff and adequate autonomy, resources and equipment to carry out the mandates of that key institution in natural disasters and emergencies responses.

Links to Conclusions: C9 /Links to Findings: F7, F8, F27, F29, F31

EFFECTIVENESS

R8. The HAT should consider acquiring and using drones and satellite technology in its plans to develop **GIS hazard maps** for priority provinces and also to be able to provide more detailed hazard and active emergency mapping with details for damage assessment and the movement of people for search and rescue, with location of schools and other structures where displaced population may need assistance.

Links to Conclusions: C3 /Links to Findings: F21, F22

R9. PNG Government should be urged to prioritize **legislative reform** to bring its *Disaster Management Act of 1984* into compliance with international standards. Revision of the *National Disaster Management Act* to bring it in compliance with international standards is urgently necessary to be carried out in time for its amended provisions to be incorporated in the design stage of any planned future interventions in this area being considered by donors and international agencies.

Links to Conclusions: C5, C9 /Links to Findings: F7, F8, F11, F12, F15, F16, F27, F28, F29, F31

R10. **Institutional reform** of the NDC, with quality leadership, skilled technical staff, autonomy and adequate financial resources is urgently necessary so that future aid and capacity building interventions can be adequately planned in the design stage of such interventions. As an incentive to trigger institutional reform of the NDC, support could be provided to transform the NDC into an *Integrated Disaster Response Centre* modelled on similar centres in other countries with a good integrated centre model.

Links to Conclusions: C5, C9 /Links to Findings: F7, F8, F11, F12, F15, F16, F27, F28, F29, F31

EFFICIENCY

R11. Considering the remoteness of some of the regions, and the high rate of movement of national, provincial and district officers from one post to another, it is recommended that one of the training modalities adopted in the future include the Training of Trainers (TOT) that requires participants to develop and implement a specified number of trainings on their own in their community (*'cascading training'* modality).

Links to Conclusions: C7 /**Links to Findings:** F17, F28

IMPACT

R12. Better integration of the provincial and local authorities within the national emergency response structure and better coordination by the NDC with other national actors involved in natural disaster and emergencies humanitarian response. Such integration would facilitate their coordination with the DMT and facilitate the targeting and engaging of state structures for capacity building trainings.

Links to Conclusions: C6, C7 /**Links to Findings:** F17, F28

SUSTAINABILITY

R13. Medium- to long-term funding support for the HAT and the DMT (at least a 3-year intervention) is recommended coupled with a medium- to long-term funding support for a DRM-type development project in order to ensure sustainability of capacity and skills transfer to national counterparts such as the NDC and Provincial Disaster Coordination authorities. During the negotiations for these interventions and for other future aid in humanitarian relief support needed legislative reform and NDC institutional reform should be on the table.

Links to Conclusions: C1 /**Links to Findings:** F2, F3, F4, F12, F16, F27, F28, F29, F30, F32, F33

R14. In order to enhance sustainability of the DMT and the HAT interventions in the NDC, as the main government institution beneficiary of such interventions, technical support embedded at the NDC is recommended.

Links to Conclusions: C5, C9 /**Links to Findings:** F7, F8, F11, F12, F15, F16, F27, F28, F29, F31

HUMAN RIGHTS, GENDER EQUALITY & DISABILITY

R15. Future interventions, particularly if a DRM-type project is funded through the UNDP, should consider placing greater focus on human rights, **gender** and **disability** issues, with some activities targeting vulnerable groups and ensuring that data is collected on these issues and that greater awareness of these issues is socialized in the population, particularly among humanitarian relief responders in the provinces and districts. Reports of interventions carried out during natural disasters and other emergencies ought to provide gender-disaggregated data (male/female) on the numbers of affected people reached during such intervention.

Links to Conclusions: C8 /**Links to Findings:** F32, F33

MAIN REPORT

1.0 RATIONALE, PURPOSE AND OBJECTIVES OF THE EVALUATION

Introduction

In order to understand the complexity involved in the evaluation of the Humanitarian Advisory Team (HAT) Project it is important to understand that the HAT mechanism in Papua New Guinea (PNG) - through a UNDP project - emerged from the need to fulfill the UN's coordination responsibilities following the departure of OCHA from the country. The HAT project was implemented in PNG through a yearly-funded UNDP project, supporting the DMT in its coordination role in supporting humanitarian response in the country³. Once OCHA departed from the country, the DMT would not be able to function effectively without the HAT. Consequently, the HAT project team is fundamental to the operation of disaster coordination management in the country and, in term of planning its continued existence, a long-term perspective is important.

The Government of Australia started funding the position of a humanitarian coordination specialist in 2016 to fill the UN's coordination responsibilities following the departure of OCHA. It was funded through the UNDP's Strengthening Disaster Risk Management in Papua New Guinea project which ended in December 2021. The funding of the HAT mechanism continued to be done through a number of short-term projects (3 so far) instead of a more comprehensive longer-term project. Each such project has its own project document (ProDoc) which requires this evaluation to conduct an assessment of three (3) different ProDocs, each with its own Results Framework, indicators and targets to achieve outputs. The ProDoc for Phase I of the HAT project (2021 – 2022) had two sets of very ambitious outputs and the same two outputs were repeated in the ProDoc for Phase II of the HAT project (2023). The ProDoc for Phase III of the HAT project (2024) adopted those two outputs and added two (2) additional outputs.

1.1 Country Context⁴

Papua New Guinea (PNG) lies in the southwestern Pacific Ocean and comprises the eastern half of the island of New Guinea, the Bismarck Archipelago (New Britain, New Ireland, the Admiralty Islands, and others), Bougainville Island (part of the Solomon Islands chain), and small offshore islands and atolls. It is one of the world's most disaster-prone countries, with prevalent hazards including earthquakes, cyclones, storms, volcanic eruptions, riverine and coastal flooding, coastal erosion, epidemics, and droughts.

Based on the Centre for Research on the Epidemiology of Disasters' EMDAT International Database data from 2000 to 2023, natural disasters have affected approximately 3.8 million people with drought affecting the most by far. The breakdown by natural hazard type is as follows:

Table 1: 2000-2023 Natural Disasters in PNG⁵

Natural Hazard Type	Total Affected
Drought	2,520,000
Earthquake	574,065
Flood	450,043
Storm	183,685
Volcanic activity	58,815

³ The United Nations Office for the Coordination of Humanitarian Assistance (OCHA) maintained a country office in PNG from 2009 until 2015. During that time, it established a Humanitarian Country Team (HCT) that remains in place as the Disaster Management Team (DMT), which is co-chaired by the United Nations Resident Coordinator and the Director of the National Disaster Centre (NDC), the country's national disaster management agency, which currently sits under the Ministry of Defence. The DMT includes among its members UN cluster lead agencies, international NGOs, faith-based organizations, the Red Cross Movement, and key development partners. In 2023, it re-adopted a Terms of Reference (TOR) based on the Inter-Agency Standing Committee's HCT TOR and an annual work plan.

⁴ Source: Terms of Reference (TOR) for the consultancy and project documents.

⁵ EM-DAT (Dec. 2023) - The OFDA/CRED - International Disaster Database <http://www.emdat.be>. For a disaster to be entered into the database at least one of the following criteria must be fulfilled: ten or more people reported killed; 100 or more people reported affected; declaration of a state of emergency; call for international assistance.

Landslide	11,195
Epidemic	11,001
Multi-hazard Total	3,808,804

Since the 1960s, PNG has also been the destination for West Papuans seeking asylum from the Indonesian military and government. In 2022, there were reports of another influx into Western province. The United Nations Refugee Agency reports that PNG hosts some 11,800 asylum seekers and refugees⁶.

1.2 Project Overview

Project Description⁷

The Humanitarian Advisory Team’s main responsibilities are the provision of accurate information and the efficient coordination of humanitarian responses. The HAT has, among its many tasks, the support role of Secretariat to the DMT⁸. While the main advisory role of the HAT is to the UN RC and the UNCT, under the UN RC direction, the Project team’s role includes advising other DMT members as, and when, required to do so, including advising civil society and faith-based organisations and communities to better prepare for and to respond to natural disaster and pandemic events.

Under the umbrella of the DMT, the HAT is responsible for bringing together humanitarian entities to ensure a coherent response to emergencies and *ensure there is a framework* within which each entity can contribute to overall response efforts. The HAT mandate includes the *mobilisation and coordination of effective and principled humanitarian action* (with particular attention to vulnerable and marginalized persons) in partnership with national and international entities to alleviate human suffering in disasters and emergencies. The project includes a range of activities: advocacy; supporting *resource mobilisation* to response efforts; *information management*; and *capacity building*. The Project also supports the NDC to address key goals, including modernising the Disaster Management Act, enhancing communication and coordination between national and provincial disaster management bodies, and providing technical support on *contingency planning* and needs’ assessments.

The Humanitarian Advisory Team (HAT) Project is currently guided by UNDP’s Country Programme Document (2024-2028), the 2023-2027 NDC Corporate Plan launched on 13 July 2023 and the 8th Provincial Disaster Coordinators (PDCs) Conference Statement signed on 23 November 2023 which prioritizes the review and operationalization of the Disaster Management Act of 1984, the development of a centralized disaster information management system, upscaling of logistics and communications facilities and the enhancement of technical capacities of the NDC, PDCs and all other relevant DRM actors.

As stated earlier, this evaluation involves three (3) ProDocs with their respective outputs described below:

HAT PROJECT PHASE I (2021-2022)

Output 1. *“Readiness of the Disaster Management Team members and the National Disaster Centre to prepare and respond to disasters enhanced.”*

Output 2. *“Updating the National Disaster Management Act.”*

HAT PROJECT PHASE II (2023)

Output 1. *“Readiness of the Disaster Management Team members and the National Disaster Centre to prepare and respond to disasters enhanced.”*

Output 2. *“Updating the National Disaster Management Act.”*

HAT PROJECT PHASE III (2024)

⁶ <https://www.unhcr.org/countries/papua-new-guinea>

⁷ Source: Terms of Reference (TOR) for the consultancy and project documents.

⁸ The HAT’s coordination responsibilities and mandate are directly inherited from OCHA and distinct from the fact that the HAT also ensures the secretariat of the DMT.

While the ProDocs for Phase I and Phase II of the HAT project simply provided a list of activities under each output, the ProDoc for Phase III of the project listed activities under the following identified sets of goals under each of the expected outputs:

Output 1: “Humanitarian action and coordination” [Enhanced national-level humanitarian coordination]

- Support National Disaster Centre to review and update the Disaster Management Act of 1984.
- Maintain engagement with Disaster Management Team member agencies, partners and technical advisory bodies for disaster mitigation, preparedness, response and recovery.
- Support coordination of international humanitarian response, including needs assessment, community feedback and humanitarian resource mobilization.

Output 2: “Enhanced information management for improved disaster prevention, planning and emergency response” [Enhanced information management capabilities to guide inter-cluster and inter-agency disaster risk management planning].

- Develop and maintain an online, GIS-visualized, interactive hazard, disaster, and response information platform.
- Conduct twice yearly national mobile phone surveys among the public as an alternative means of capturing emerging humanitarian concerns.
- Conduct ground-truthing missions to verify survey findings.

Output 3: “Institutional strengthening” [Capacity building of provincial authorities in disaster risk management]

- Conduct regional consultations with provincial administrations and provincial authorities to ensure DRM action and disaster response plans are updated and appropriately prepared. This will support possible provincial disaster committee meetings as well.

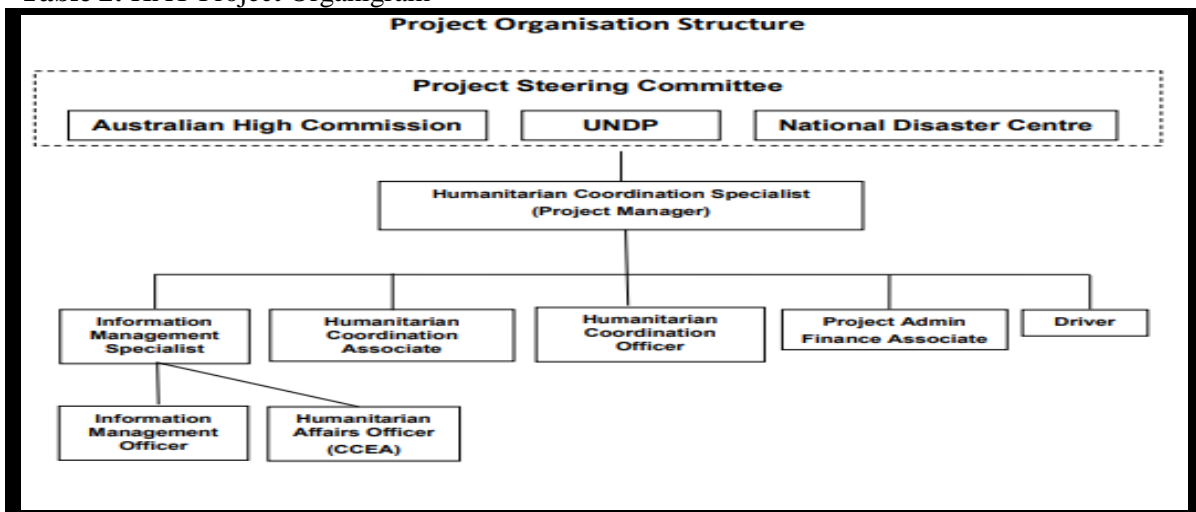
Output 4: “National communications awareness raising campaigns” [National communications campaign to enhance the general public’s disaster preparedness]

- Develop, produce, disseminate, and broadcast print, audio and video material containing key messages on multi-hazard disaster preparedness.

HAT PROJECT ORGANIZATIONAL CHART

Below is the HAT Project’s organizational structure:

Table 2: HAT Project Organigram⁹



⁹ Source: HAT Project Document (2024) Phase III, p. 10

HAT PROJECT INFORMATION SUMMARY

A summary of the Project Documents (ProDocs)'s information prepared for the evaluation of the three (3) phases of the HAT Project is presented on the table below:

Table 3: HAT Project Information Summary¹⁰

Project Information	
Project Title	'Humanitarian Advisory Team Project Papua Mew Guinea – <i>Phases I, II and III</i> '
Project Number	00123936
Country	Papua New Guinea
Implementing Partners	UNDP PNG and the National Disaster Centre
Geographical coverage	Nationwide
Project dates	Start
	Planned end
	1 January 2021
	31 December 2024
PAC meeting date	14.01.2021; 17.02.2023;
Project budget (USD)	Total resources:
	3,865,219 USD
	UNDP TRAC:
	Donor: Australian Government
	Phase I: 1,500,000; Phase II: 1,243,111; Phase III: 1,122,108.12.
	USAID: USD 200,000
	Government of PNG (In-Kind):
Contributing Outcome (UNDAF/UNDP CPD):	HAT Project Phases I and II
	UNDAF Outcome/Sub-Outcome 3.1: By 2022, Papua New Guinea has strengthened legislative and policy frameworks with institutional support for natural resources management including climate change mitigation, adaptation and disaster risk reductions.
	UNDAF Indicator/ Indicator 3.1.1: Number of sectoral policies, legislation, plans and strategies integrating environmental protection, sustainable resource management and disaster response endorsed by the Government of PNG.
	HAT Project Phase III
	UNDP Outcome 4: By 2028, people in Papua New Guinea, especially the most marginalized and vulnerable, benefit from equitable and participatory access to climate resilient services that improve livelihoods and protect natural resources.
	UNDP Output 4.3: Institutional systems to manage multi-dimensional risks and shocks strengthened at national and sub-national levels.
UNDP Indicator 4.3: Number of risk informed development strategies and plans that are actively being implemented.	
	Gender Marker Rating: GEN 2

1.3 Purpose, Scope and Specific Objectives of the Evaluation

Purpose and objectives

The HAT Project Evaluation assessed the Project following standard Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria as follows: **Relevance, Coherence, Effectiveness, Efficiency, Impact** and **Sustainability**. Human

¹⁰ Source: Table developed by the consultant with information from the ProDocs

rights, gender equality and disability were assessed as cross-cutting criteria. All assessments were conducted on the outputs and activities carried out up to the date of the evaluation and examined their impact and potential contribution to the outcomes.

The purpose of the project evaluation is to identify project implementation issues, assess achieved progress towards the achievement of objectives, relevance and performance of the project as compared to the project document(s), identify and document lessons learned and make recommendations.

Specifically, the objectives are:

- To ascertain the achievements of the project and its relevance, coherence, effectiveness, impact, efficiency, sustainability including synergies with other UNDP support efforts.
- Assess whether the project achieved or did not achieve outputs stipulated in the Project Document(s) and Results Framework(s) and/or the progress towards such achievements;
- Identify factors that have contributed to achieving or not achieving project results and/or the progress towards such achievements;
- Assess the relevance, coherence, effectiveness, efficiency, impact and sustainability of project (Phases I, II, III);
- Highlight the key results of the project and analyze the key challenges faced by the project and how they have or haven't been resolved;
- Analyze the effectiveness of the existing partnerships established/ maintained with the donor and with the PNG Government and with the National Disaster Centre (NDC), United Nations agencies, the Resident Coordinator in their Humanitarian Coordinator function, the NDC Team, non- governmental organizations, faith-based organizations, and other partners in Papua New Guinea. Identify lessons learnt, effectiveness of project partnerships, level of state commitment and ownership;
- Assesses to what extent the project has addressed gender considerations, vulnerable and marginalized persons such as persons with disabilities and promoted gender equality throughout its implementation.

Evaluation Criteria and Key Guiding Questions

As per the TOR, the evaluation was conducted as the third phase of the HAT project is finalizing and covers the entire cycle of the three last project cycles (2021-2022, 2023 and 2024), which are separate funding cycles/projects but in fact the continuation of the standing mechanism. The evaluation focuses on the national level activities, which are central to the project, but also considers provincial level disaster response and looks into one province supported by HAT through humanitarian coordination mechanism during a recent disaster response i.e. the East Sepik Province.

In accordance with the evaluation objectives and guided by the OECD-DAC Evaluation Criteria in Settings of Conflict and Fragility and United Nations Evaluations Group norms and principles, the following key areas and questions will be examined in the evaluation as indicated below. The evaluation should not be limited to these questions and *the report does not need to answer them individually but should ensure that the below aspects are covered in the integrated analysis per evaluation criterion¹¹*.

Relevance

- To what extent did the project align with and contribute to the major disaster relief coordination needs in Papua New Guinea?
- To what extent was the project in line with the Government of PNG's priorities, the National Disaster Centre priorities and the SDGs?

¹¹ See TOR for the evaluation.

- Assess whether the objectives remained relevant over the course of the project, and whether adjustments were made.
- To what extent were the lessons learnt from other projects including perspectives of men, women, and young people, taken into account during the project design and implementation?
- To what extent did the project address the major capacity building needs and concerns of the National Disaster Centre and target Provincial Disaster Centres?
- To what extent did the project contribute to relevant cluster and DMT priorities?

Coherence

- How well did the project coordinate with NDC's operational actions and strategic priorities?
- How well did the project integrate with DMT's work plan and strategic priorities?
- How well did the project align with cluster and key working group (Cash WG and Logistics WG) priorities?

Effectiveness:

- What were the project's key achievements, as supported by evidence? How did the projects progress against their intended results and indicators of progress?
- To what extent did the project empower women, men, youth and other vulnerable groups, as intended?
- Did the project realize its theory of change?
- What were the main factors of success and challenges to the project's achievements? What could have been done better?
- How appropriate and clear was the project's targeting strategy in terms of the approach to capacity building of NDC and target PDCs?
- How effective was the project in contributing to mobilize cluster specific coordination and integrating cluster work under the DMT umbrella?
- How effective was the project in ensuring smooth interaction and collective mobilization between NDC and DMT members, including Cluster and Working Groups under the DMT umbrella?
- Was the project monitoring system adequately capturing data on results at an appropriate outcome level?

Efficiency:

- Assess how program management factors and decisions, such as program team structure, partnerships, work planning processes, delivery approach and M&E processes contributed to the project delivery and efficiency.
- Assess the quality of Internal and External Communication, including relationships within the team, partners, stakeholders, donors and beneficiaries.
- Assess to what extent were project management and implementation participatory, including of men, women, youth and any other targeted groups?
- Assess the quality of the learning processes such as self-evaluation, learning and adjustment on the basis of monitoring, coordination and exchange with other projects for learning.
- Assess whether the project can be considered as having been delivering value for money given its resources and scale of impact? To what extent were financial and human resources used effectively? Were resources (funds, male and female staff, time, expertise, etc.) allocated strategically to achieve outcomes?
- How well did the projects monitor and address risk during design and implementation?

Impact:

- What difference did the interventions make to the country and to the target state structures (NDC and DMT)?
- What difference did the interventions in medium scale disaster response coordination quality?
- Describe any unforeseen impacts or unintended consequences (whether positive or negative).
- Identify any innovative interventions or approaches and any exceptional experiences that should be highlighted including through case-studies, stories, best practice.

Sustainability

- To what extent are the major project achievements likely to be sustained after the project end?
- To what extent will targeted men, women, youth and other vulnerable people benefit from the project interventions in the long-term?
- To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- Is there any evidence to suggest that the project interventions and achievements will be sustained replicated whether through the Government, NGOs, communities or other partners?
- Does the project have an exit strategy and does it actively seek opportunities for catalytic effects, financial or otherwise?

Cross – Cutting

Human Rights

- To what extent has the project contributed to the protection of human rights, including through equal access to assistance for all members of the disaster-affected communities, including poor, and physically challenged, women, men, boy, girls and other disadvantaged and marginalized groups?
- To what extent has the project promoted awareness about human rights and humanitarian protection principles among NDC, DMT members and key disaster relief partners?

Gender Equality

- To what extent have gender equality and gender les been applied in the design, implementation and monitoring of the project and has the project contributed to any change in gender equality?
- To what extent has consideration been given by the project to the inclusion of gender perspectives in the NDC and DMT work and priorities?
- To what extent has gender equality been promoted from the relief coordination perspective during emergency responses?
- Is the gender marker assigned to this project representative of reality?

Disability

- Were the needs of persons with disabilities taken into consideration in some ways (suggestions to clusters, reminders to clusters about disability-specific materials) when planning disaster responses and coordinating the response with NDC and DMT members?

2.0 EVALUATION APPROACH AND METHODOLOGY

The project's goals and objectives were used as a source for reviewing the evaluation questions, design and methods of data collection and analysis, and as a conceptual framework for analyzing and reporting the data. This approach ensures that the rationale and purpose of the evaluation (i.e. to inform partners and stakeholders on results achieved by the HAT project and to enhance future programming), is explicitly addressed.

Theory of Change. Unfortunately none of the 3 ProDocs for the HAT Project has a Logic Framework, which made the evaluation of this project even more challenging. From the Results Framework for the HAT projects and other project documents, the consultant was able to **reconstruct the theory of change** for the project. The project's **theory of change is that if the specific target indicators are met by the project (i.e. the minimum number of specified activities under each output) then it leads to a chain of results or outcome pathways leading the achievement of the expected output/outcome.** The evaluation of a project of this type must look at whether the project successfully completed the specified number of targeted activities in order to determine if the project was successful in meeting its targets and achieving its outputs.

In this report, some activities and outputs were examined more closely in order to provide an understanding as to how the activities undertaken by the project may have contributed to a chain of results leading to the HAT project's intended and/or observed results. *After each of Tables 5, 6, 7, 8, 9 and 10 in Section 3 of this Report, key project activities planned and implemented are fully described* to document the logic of intervention and whether they support the findings under each output of the project. The 3 annual narrative project reports¹² have satisfactorily linked results to the logic of intervention (under the ToC reconstructed by the consultant) and to the Results Framework and information on the progress of outputs against the respective annual work plans and expected results for each phase of the project. The reports present information on the key activities conducted and is aligned with the expected results under the chain of results leading to the achievement of the expected outputs. The consultant also used data collected through interviews and group discussions held with key stakeholders to confirm those linkages. This approach and analysis informed the answering of the questions posed under the key criteria of the evaluation¹³.

OECD/DAC. Adhering to OECD/DAC standards and practices for evaluation, the methodology is consistent with the overall purpose of this evaluation to assess the relevance, coherence, effectiveness, efficiency, impact and sustainability of the intervention. In addition to these categories, the cross-cutting themes of human rights, gender equality and disability informed all aspects of the methodology in accordance with the **TOR** for the evaluation. A gender lens was used in assessing program results for beneficiaries in terms of target populations (men and women) and project activities. The assessment of project achievements using qualitative and quantitative indicators as measured against baseline data was triangulated with qualitative data collected through dialogues for clarification within informal group discussions and interviews, as well as data analysis (e.g. analysis of gender mainstreaming in outputs). *For example, during the filed visit mission to WeWak in the East Sepik province, informal discussions with district female staff on gender helped inform analysis.* It was also an opportunity to observe the high level of motivation and commitment of provincial and district middle level managerial staff (including female) to their work related to gender equality and in their work in support of persons with disability.

Sampling. A single comprehensive **evaluation matrix** structured around the six analytic categories above, elaborated using the key ToR questions and detailing the sources, tools and approaches was used to answer each question¹⁴. The evaluation design matrix, together with the set of questions in the Questionnaire¹⁵, was used to guide the entire methodology for the evaluation. *Sampling strategies* were used by the consultant to organize and obtain sufficient information about the group of stakeholders

¹² HAT Project Summary Report 2021; HAT Project Summary Report 2022; HAT Project Summary Report 2023

¹³ It should be pointed out that the TOR for the evaluation states: "*the report does not need to answer [the questions] individually but should ensure that [they] are covered in the integrated analysis per evaluation criterion*" (p.4).

¹⁴ See Annex F (Evaluation Matrix)

¹⁵ See Annex C (Interview Questionnaire).

interviewed in terms of the level of their engagement with the project and the areas of their interest in the activities achieved by the project. Such sampling process informed the conduct of the interviews. For example, during interviews with particular groups of stakeholders (*project team group; government authorities group; UN agencies; NGOs; donor groups*) the consultant adapted questions in the Questionnaire to focus on the areas relevant to each particular group of key stakeholders being interviewed. The matrix ensured that the methodology (from design, to data collection, to analysis) is consistent and rigorous, supports data triangulation across different types of data for each category and question, and enabled analysis of the different project components, addressing the full scope of the project at the different levels at which it operates (individual and institutional).

2.1 Data Collection Methods

Structured and semi-structured data collection tools: Methods for data collection included structured and semi-structured questionnaires¹⁶ and tools. For structured data collection, protocols were followed consistently within and across the different interventions of the HAT project to ensure the reliability of data and enable comparison across interventions and results achieved. Semi-structured data was collected through interviews or informal group discussions so that it can later be collated and analysed.

Desk Review and other Documentation

Desk review of all the documents provided by the project team was carried out. The project's ProDocs for the 3 phases of the project was carefully reviewed. As mentioned earlier, unfortunately they do not provide for a clear theory of change. However, the Annual Summary Reports proved to be very comprehensive and useful to the consultant in the evaluation of the project. As well, the monthly progress report for Phase III of the project was also very useful in assessing progress in accomplishment of the expected achievements of the project in 2024.

As well, there were well designed and informative reports of emergency responses by the HAT project team and training evaluation reports that helped the consultant assess the accomplishments of the project. In addition, to the project documentation the consultant carried out independent research and reviewed government and other websites all of which allowed for adequate triangulation and validation of the data collected.

Annex F lists desk review documents and other documentation reviewed during the evaluation.

Key informant Interviews (KIIs)

The evaluation findings are based on solid data sources including project records, reports and other documentation and corroborated by data collected from **34 key stakeholders' interviews**, focus group discussions and field visits and local sites' observations. Stakeholders interviewed included groups of project team members, national, provincial and district disaster relief authorities, as well as the *UN RC, the UNDP RR, UN agencies, NGOs and donor groups*. All these stakeholders have participated in the HAT project activities either as members of the DMT or implementing and coordinating with the HAT project during emergencies responses.

Project documentation provided very limited records of **gender differentiation or disability inclusion (DI)**, partly because project activities involve mainly coordination of agencies and other emergency responders instead of targeting individuals as beneficiaries. To compensate this gap, **the consultant used some strategies to assess whether project activities resulted in gender-responsiveness. For example**, during the field visit to Angoram in East Sepik province, the consultant not only interviewed a female district manager but drove with her to different sites accommodating mainly **displaced women and PWD**, holding discussions on how project responses are impacting them.

The evaluation questionnaire was also adapted to draw data showing **gender differentiation** and in-depth discussions on gender were held with UN Women and UNICEF staff, which informed the consultant's asking and confirming with displaced women in Angoram that they were provided with the UNICEF Welcome Package upon they arrival at the displaced persons centre.

¹⁶ See interview Questionnaire in Annex C.

Gender analysis carried out by the consultant carefully considered the records of the participants in the April 2024 workshop carried out in Port Moresby (where 9 females and 7 males attended) and in the training carried out in Kiunga, Western province in June 2024 (where 11 trainees attended but only 2 were females) and reported on it in Section 3.7 of this Report.

*Interviews carried out by the consultant during the mission to the PNG used a **participatory approach**, ensured that stakeholders felt comfortable in providing objective and comprehensive information. Most interviews were conducted individually and, when group discussions were held, it was always in groups made up of stakeholders that felt comfortable holding discussions together.*

The consultant used the following principles to identify, prioritize and collect evaluation data:

- Utilized both document and stakeholder data sources (and utilize congruency or lack of congruency among data sources to inform participatory evaluation activities);
- Ensured that data was collected from all key identified stakeholder groups (implementation partners, primary stakeholders—direct beneficiaries, interested parties such as other donors);
- Applied change theory to identify relevant variables and relevant contextual factors that should be included in data collection;
- Identified and prioritized key data sources to focus evaluation effort (e.g., ensure HAT project performance management documents and reporting is collected);
- Ensured in-person data collection and sampling of data sources from each of the partners/stakeholders involved with the HAT project;
- Made explicit effort to collect data addressing **gender equality** - in all data collection and sampling, gender-sensitive indicators and sex-disaggregated data for analysis and inclusion in evaluation products. Efforts were also made to collect data addressing handling of **disability** issues.

Annex B provides a list of key informants (KIIs) and relevant actors, who have worked with or interacted with the HAT project, consulted during the evaluation process. Stakeholders interviewed are identified not only by the position they hold in their organization but also by **gender**.

Focus group discussion (FGD) and Site Visit in one province. Individual and group discussions (FGD) with provincial and local actors involved in emergencies' responses supported by the DMT were held in Wewak and Angoram in the East Sepik province. The selection of the East Sepik province as a geographic area for a field visit was made in part because it is a good representative area to assess project interventions in different types of emergencies. In Wewak and Angoram focus group discussions were held with **groups of 4 key stakeholders** and local sites' observation visits were made where **in excess of 60 displaced persons (mostly women and PWD)** were greeted and the project response discussed. Due to consultancy budget, flights and time constraints and the fact that some geographic areas were not accessible for safety reasons at the time of the evaluation, the East Sepik province and Port Moresby in the National Capital Region were visited by the consultant. It was felt however that through cross-reference, validation and triangulation of data collected allowed for sufficient analysis to respond to the evaluation questions.

Integrating qualitative and quantitative data. While some data collection tools were designed to capture either qualitative or quantitative data others were designed applying mixed methodology to use qualitative data to explain quantitative findings¹⁷. They were used in interviews and informal group discussions, by following up on close-ended quantitative questions with qualitative, open-ended questions to obtain further clarifications.

2.2 Challenges and Limitations

Challenges encountered during the evaluation of the HAT project included:

¹⁷ Creswell, John W. and Vicki L. Plano Clark, 2011 *Designing and Conducting Mixed Methods Research*. New Delhi: Sage Publications, page 82.

- While it is easy to assess the completion of an activity of the project, it is difficult to assess its impact in the medium to long term capacity of national authorities and other key stakeholders in the area of coordination of humanitarian response to disasters, particularly in PNG where the NDC's leadership has not been permanently appointed and it is understaffed in terms of qualified technical personnel.
- Performance of the emergency responders in the emergencies that occurred during each year of the project have not been recorded and reported in a comprehensive and analytical manner to allow assessment of the coordination role of the DMT or its Secretariat (HAT); Moreover, since each disaster/emergency is different, it is difficult to assess whether performance of response improved as a result of improvement in coordination. The comprehensive Reports that the HAT project has issued as a result of some of their emergencies responses activities mitigates this problem to a certain extent.
- National and provincial humanitarian and emergency responders' capacity development assessment is challenging as national and provincial actors do not appear to be in consistent posts throughout the period of HAT project interventions. People trained on a certain role are not currently in the same role.
- While an interview was conducted with the deputy directors of the National Disaster Centre (NDC) - the main national counterpart in the Disaster Management Team and the natural institution to be subject of capacity development by the HAT project – very little useful insights were conveyed to the evaluator by the national stakeholders in terms of the capacity of the NDC to benefit from their interactions with the HAT project; the office was completely empty during regular office hours, no staff around with the exception of the two deputy directors being interviewed.
- Consultancy budget, flights and time constraints and the fact that some geographic areas were not accessible for safety reasons at the time of the evaluation posed certain challenges and limitations. To mitigate such challenges, the consultant and the project team identified the East Sepik province as a good representative region for a field visit, consultation and observations.

Ethical Principles and Norms

The evaluation of the project was carried out according to ethical principles and norms established by the United Nations Evaluation Group (UNEG)¹⁸.

- *Anonymity and confidentiality.* The evaluation respected the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- *Voluntary participation.* The evaluation respected the rights of all stakeholders consulted regarding voluntary participation in the project evaluation process, including their right to withdraw at any stage, if they so decide.
- *Responsibility.* The evaluator is responsible for ensuring the accuracy of the information collected and for the information presented in the evaluation report.
- *Integrity.* The evaluator is responsible for highlighting all issues not only those specifically mentioned in the TOR.
- *Independence.* The evaluator ensured his independence from the intervention under evaluation, and he was not associated with its management or any element thereof.

¹⁸ For additional information see: UNEG Ethical Code of Conduct to Evaluations in the UN system: <http://www.unevaluation.org/document/detail/100>

3.0 KEY FINDINGS

General Findings

It was correctly pointed out by the UN Resident Coordinator (UN RC) at the very beginning of the consultations for this evaluation that humanitarian response in PNG is very complex and challenging due not only to the intensity and diversity of natural disasters (volcanic eruptions, earthquakes, flood, cyclone, landslides, tsunamis, droughts) but also due to the absence of basic services to the population as well as ongoing internal population conflicts¹⁹. Our assessment highlights additional challenges to coordination and response efforts such as lack of capacity and leadership of national authorities in disasters' response field and poor coordination and collaboration between the national government and the provincial and district authorities²⁰. Hence the continued high relevance of the DMT and the HAT Project to PNG's disaster and other emergency response coordination efforts cannot be over emphasized.

The United Nations Office for the Coordination of Humanitarian Assistance (OCHA) maintained a country office in PNG from 2009 until 2015. During that time, it established a Humanitarian Country Team (HCT) that remained in place after OCHA's departure, functioning as the Disaster Management Team (DMT), which is co-chaired by the UN RC and the Director of the National Disaster Centre (NDC), the country's national disaster management agency, which currently sits under the PNG Ministry of Defence²¹.

The UN Resident Coordinator is the designated representative of the UN Secretary- General in a country and the leader of the UN Country Team (UNCT). In the absence of a Humanitarian Coordinator appointed by UN Emergency Relief Coordinator (ERC), the **UN RC is responsible for the strategic and operational coordination of response efforts of UNCT member agencies and other relevant humanitarian actors**²².

OCHA

Under OCHA's structure, Humanitarian Adviser Teams (HATs) are small OCHA presences based at the country level which are functionally part of the regional office. They support regional and country-level humanitarian coordinators²³. They support the work of the UN RC in the role of international humanitarian coordination, developing preparedness and response plans with other humanitarian actors.

In its role as the *Secretariat* to the DMT, the HAT further aids the UN RC in fulfilling their coordination role by facilitating effective connections with other coordination entities, including the Inter-Cluster Coordination Group (ICCG).

OCHA is structured as follows²⁴:

- 5 regional offices which help to coordinate country-level activities.
- 27 country offices which drive efforts around coordination, humanitarian financing, country-level advocacy and information management.
- 22 Humanitarian Adviser Teams (HATs) are small OCHA presences based at the country level but which are functionally part of the regional office. They support regional and country-level humanitarian coordinators.
- 7 Liaison offices are strategically located to work with governments to assist with the flow of funding and other resources for humanitarian efforts.

¹⁹ UN agencies group of KII

²⁰ Source: With the exception of government KII, this is corroborated by 100% of KIIs

²¹ Source: TORs and other project documentation.

²² Source: OCHA Headquarters' Website: [Headquarters | OCHA \(unocha.org\)](https://www.unocha.org/)

²³ Source: OCHA Headquarters' Website: [Headquarters | OCHA \(unocha.org\)](https://www.unocha.org/)

²⁴ Source: OCHA Headquarters' Website: [Headquarters | OCHA \(unocha.org\)](https://www.unocha.org/)

Officially, the HAT PNG is not functionally part of a regional office of OCHA. Technically, the HAT PNG does not come under the official definition of an OCHA HAT. It is functionally under the UN RC while administratively it operates under the UNDP.

HAT PNG²⁵

The Humanitarian Advisory Team (HAT) in PNG was established by the HAT Project for the provision of accurate information and the efficient coordination of humanitarian responses and not to operate only as the *Secretariat* for the DMT but also to carry out other mandates and activities listed in the Project Document for the HAT Project²⁶, which are important to list here since there are a lot of misconceptions as to the role of the HAT Project Team in PNG:

- Support and advise the Government of Papua New Guinea, United Nations agencies, the UN Resident Coordinator in their Humanitarian Coordinator function, civil society, faith-based organizations, and communities to better prepare for, and respond to, natural disaster and pandemic events.
- Bring together humanitarian entities to ensure a coherent response to emergencies and ensure there is a framework within which each entity can contribute to overall response efforts.
- Support the mobilization and coordination of effective and principled humanitarian action in partnership with national and international entities to alleviate human suffering in disasters and emergencies.
- Carry out a range of activities: advocacy; support resource mobilization to response efforts; information management; and **capacity building**.
- Support the NDC to address key goals, including **modernizing the *Disaster Management Act***, enhancing communication and coordination between national and provincial disaster management bodies, and providing technical support on contingency planning and needs' assessment.
- Output 4 of Phase III project added “National communications *awareness raising campaigns*”.

In summary, the HAT PNG's mandate exceeds those of a traditional OCHA's HAT. It includes, for example, capacity development and legislative reform which are not roles of a traditional OCHA's HAT. This fact, coupled with a more proactive approach adopted by the HAT team in its coordination and assessment functions, have created misconceptions among some members of the DMT one of whom, during consultations carried out for this evaluation, argued vehemently that the HAT is simply a *Secretariat* for the DMT and should not engage in other activities or engage directly with national and provincial authorities unless authorized to do so by the DMT's clusters' leaders²⁷.

The other concerning 'partnership relations' issue that came to surface during the evaluation process is the resentment that some members of the DMT exhibited in relation to the fact that the HAT reports and assessment products display the UNDP logo and the possibility that interventions by the HAT team may be interpreted by national stakeholders, donors and the media as UNDP achievements²⁸. Again, the HAT PNG is a UNDP project, and it is hard to find a project in the UN system that does not display the logo of the host agency. However, the HAT PNG is a unique type of project creature and the root cause of this resentment need to be addressed.

G. Finding 1[F1] ⇒ HAT PNG is a creature of the HAT Project.

²⁵ HAT PNG is a designation the consultant adopted to distinguish it from a normal OCHA's HAT when referring to the HAT Project's distinct nature in that, in addition to the normal OCHA's HAT roles and functions, the HAT Project in PNG has other mandates granted to it by the ProDoc of the HAT Project.

²⁶ Source: HAT Project Document, Phase III, PNG p.1

²⁷ UN agencies group KIIs; A stakeholder cited these problems and reported that they were exacerbated by allegations of disagreements between the IOM and the HAT team as to the accuracy of each other's data, resulting in some degree of friction in the relationship.

²⁸ UN agencies group KIIs; It should be pointed out that this issue was raised only by some members of the UN family of agencies and not by NGOs, donors or by national stakeholders.

And

G. Finding 2[F2] ⇒ *Since HAT PNG is a creature of the HAT Project and only the UN RC can assign a role/function in humanitarian coordination to the HAT or to the Humanitarian Coordination Specialist in the HAT, query whether the UN RC needs to be a signatory of the ProDoc should there be a next phase of the HAT project [up to now only UNDP RR and NDC are signatories to the HAT project document].*

One of the *most positive feedback* received during the evaluation from almost all stakeholders interviewed (donors, NGOs and most of UN agencies) is that the HAT project team provides excellent support to the DMT and shares information, assessments and situation reports on a regular basis with the DMT members and relevant stakeholders²⁹. However, the friction among some members of the UN family of agencies resulting from the misconceptions and resentments reported above is a problem, knowledge of which is starting to percolate out to donors and other stakeholders³⁰.

G. Finding 3 [F3] ⇒ *Positive feedback received from DMT members during the evaluation is that the HAT project team provides good support to the DMT keeps stakeholders informed and works well with key stakeholders. However, misconceptions among some members of the DMT about the role and functions of the HAT Project team and resentments regarding the display of the UNDP logo in HAT products, interventions and achievements, have created some friction in the relationship among some members of the UN country team towards the HAT team which must be addressed.*

Another *very positive feedback* received during the evaluation is that key donor(s) are currently holding discussions with the UN RC and are very engaged in supporting a future path for the HAT to support the DMT's coordination role, while at the same time considering supporting interventions to address capacity building and other development needs in the PNG's natural disasters and emergencies response mechanisms. An approach *frequently cited* by key stakeholders is the development of a HAT project embedded at the UN Resident Coordinator Office (RCO) with a mandate that mirrors OCHA's HATs' mandate coupled with the development of a DRM-type project under the UNDP³¹. Another option cited by stakeholders is to institutionally create a HAT unit in the Resident Coordinator Office (RCO).

G. Finding 4 [F4] ⇒ *Different options cited by stakeholders on supporting the future of HAT to aid the DMT in its coordination role in responding to natural disasters and emergencies in the PNG included: (a) Continue as another phase of the current HAT project administratively under the UNDP and functionally under the UN RC; (b) Fund a HAT project embedded in the RCO with functions that mirror OCHA's HATs; (c) Fund a HAT project as described in (b), complemented by a separate DRM-type project in the UNDP; or (d) Create a HAT unit institutionally in the RCO.*

3.1 RELEVANCE

Evaluation Question: **Relevance**

Questions:

Question 3.1.1: To what extent did the project align with and contribute to the major disaster relief coordination needs in Papua New Guinea?

Answer to Q 3.1.1: The HAT project is fully aligned with and has contributed to disaster relief coordination in

²⁹ KII in general, particularly NGOs and donors; One NGO mentioned that the HAT team being within the UNDP is a value added, because the UNDP is an agency that is easy to work with and has high level of trust and credibility with NGOs in PNG.

³⁰ Donor group KII; One stakeholder cited this problem and stated "UN partners are not working cohesively...there is also a sense that the HAT project is doing too much - capacity development, legislative reform – it could restrict its activities to the DMT and working with the clusters".

³¹ Donor group KII

PNG. This was confirmed by all key stakeholder groups interviewed during the evaluation.

Question 3.1.2: To what extent was the project in line with the Government of PNG's priorities, the National Disaster Centre priorities and the SDGs?

Answer to Q 3.1.2: Examination of the Government priorities as stated in the 2023-2027 NDC Corporate Plan and Official Statement coupled with national government stakeholders' interviews and the review of SDGs 2, 5, 6, 11 and 13 provide clear evidence that the project continues to be in line with the Government of PNG's priorities, the National Disaster Centre priorities and the SDGs.

Question 3.1.3: Assess whether the objectives remained relevant over the course of the project, and whether adjustments were made.

Answer to Q 3.1.3: The original objectives remained relevant throughout the 3 phases of the project. During phase III of the objectives of the project were expanded to include greater outreach and communication and also capacity development of the NDC officials. The project team also pivoted to target provincial and district authorities and disaster responders in their trainings and coordination activities.

Question 3.1.4: To what extent were the lessons learnt from other projects including perspectives of men, women, and young people, taken into account during the project design and implementation?

Answer to Q 3.1.4: The design of the project took into account prior project lessons in assigning a GEN2 Gender Marker to the project but provided only general guidance that women and persons with disability are to be cross-cutting issues to be considered. Since there were no evaluations of phases I and II very little lessons were drawn from their implementation. However, during phase III of the project, implementation of activities made efforts to include women in their training activities and other outreach.

Question 3.1.5: To what extent did the project address the major capacity building needs and concerns of the National Disaster Centre and target Provincial Disaster Centres?

Answer to Q 3.1.5: There were efforts to address major capacity building needs of the NDC but to little success due to lack of qualified technical staff at the NDC. The HAT team, during phase III of the project pivoted to focus trainings and other activities towards provincial and district authorities which proved to be more successful.

Question 3.1.6: To what extent did the project contribute to relevant cluster and DMT priorities?

Answer to Q 3.1.6: The HAT project contributed to relevant cluster and DMT priorities to a great extent. While there are still some issues in the operation of the clusters, every member of the DMT interviewed praised highly the work of the HAT project team in its function as the Secretariat of the DMT most reporting that the DMT would not be able to function without the HAT team support. The HAT project team has also provided highly relevant support in the coordination of disaster relief support and in issuing communication and other reports to the members of the DMT.

The assessment of the relevance of the project has been conducted to ensure that the original purpose and objectives of the project are still valid and relevant to the UN country outputs and the SDGs, to the DMT and to PNG's Government disaster relief priorities and the National Disaster Centre in its role as the agency responsible to manage the country's response to natural disasters and other emergencies.

The design of the project took into account lessons learnt from other projects and the perspectives of women and young people by ensuring that in all its interventions gender issues and vulnerable people's concerns are considered. It is a GEN2 Gender Marker Rate project and it was implemented to a reasonable degree in compliance with that rating³².

The project addressed capacity building needs of the NDC and Provincial Disaster Centres in its design. During implementation however the HAT team shifted its approach focusing more on capacity building of provincial and district authorities due to the fact that there was a more 'fertile soil' in the provinces and local areas to absorb and benefit from the trainings³³.

In a country such as the PNG with frequent medium to large disaster events of a variety of types - volcanic eruptions, earthquakes, flood, cyclone, landslides, tsunamis, droughts – the relevance of the

³² See UNDP Gender Markers: [Annex 9 \(undp.org\)](#)

³³ Source: HAT project team interviews; 2024 Monthly Progress Reports.

HAT cannot be overemphasized. This point has been corroborated by every stakeholder interviewed during this evaluation. Most UN agencies and other stakeholders such as NGOs, donors and the government rely heavily on the HAT project team in terms of coordination and communications in regards to response to natural disasters and other emergencies. The HAT project team work brings together the work of the different agencies in the sector of intervention through the cluster system, complementing each other and creating synergies with government’s disaster intervention plans³⁴.

Consistency between the Project and the national priorities

All stakeholders consulted during this evaluation confirmed that the HAT project is, and will continue in the short- and medium-term to be, highly relevant to the **PNG Government disaster relief priorities** and in the **National Disaster Centre’s** role *“in the development and maintenance of measures to reduce risk to communities and to manage the consequences of disasters”*.³⁵

The HAT project continues to be aligned with the 2023-2027 **NDC Corporate Plan** launched 13 July 2023 and with **Official Statement** made at the end of the PNG’s 8th Provincial Disaster Coordinators Conference held on 6-10 November 2023³⁶.

Linkage to the UNDP and UN’s Sustainable Development Goals

A review of the UNDP Country Programme Document (CPD)³⁷ and of the relevant Sustained Development Goals (SDGs)³⁸ were carried out to assess the project’s alignment with the CPD and continued relevance in contributing to achievement of SDGs. The HAT Project continues to be aligned with **UNDP Outcome 4**: *‘By 2028, people in PNG especially the most vulnerable, benefit from climate resilient services that improve livelihoods’*; and **Output 4.3**: *‘Institutional systems to manage multi-dimensional risks strengthened at national and sub-national levels’*; and **Indicator 4.3**: *‘Number of risk informed development strategies and plans that are actively being implemented’*.

The HAT Project continues to contribute to SDGs 2, 5, 6, 11 and 13: Actions related to climate (SDG 13); Zero Hunger (SDG2); Sustainable Cities and Communities (SDG11); Clean Water and Sanitation (SDG6); and Gender Equality (SDG5)³⁹.

Linkage and alignment with OCHA

The HAT project objectives are linked and aligned with OCHA’s pursuit of ‘people-centred and accountable responses’ and promotes quality and inclusive responses *“bringing together critical cross-cutting issues—such as gender, age, disability inclusion, protection and accountability to affected people - into a more holistic approach that acknowledges the unique needs of people impacted by crises and ensures a dignified and empowering response”*⁴⁰.

F5 ⇒ *The HAT project has contributed to disaster relief coordination needs in PNG and it continues to be relevant and aligned with PNG Government major disaster relief priorities and needs in terms of the National Disaster Center priorities. The project objectives are aligned with the UNDP CPD outputs and relevant SDGs, and with OCHA’s role in promoting quality and inclusive disaster responses.*

3.2 COHERENCE

Evaluation Question: Coherence

³⁴ Source: Stakeholders’ interviews: NGOs, government authorities groups, UN agencies, donor groups.

³⁵ Source: See PNG National Disaster Centre’s Website: [About Us | PNG National Disaster Centre \(pngndc.gov.pg\)](https://pngndc.gov.pg); All stakeholders’ interviews corroborated the relevancy of the HAT project to the DNC; In particular, interviews with the NDC and with national, provincial and district authorities.

³⁶ Source: Review of the 2023-2027 NDC Corporate Plan and the Official Statement.

³⁷ See [UNDP Country Programme Document for Papua New Guinea \(2024-2028\) | United Nations Development Programme](#)

³⁸ See [Sustainable Development Goals | United Nations Development Programme \(undp.org\)](#)

³⁹ Source: UNFPA KII

⁴⁰ OCHA, Global Humanitarian Overview 2024, [Global Humanitarian Overview 2024 \[EN/AR/FR/ES\] | OCHA \(unocha.org\)](#)

Questions:

Question 3.2.1: How well did the project coordinate with NDC's operational actions and strategic priorities?

Answer to Q 3.2.1: The HAT team made every effort to coordinate with the NDC's operational actions and strategic priorities always informing them of its activities and including the NDC in its coordination activities. During phase III of the project, often in order to implement better coordination activities, the HAT project team had to contact provincial and district authorities directly during emergencies. Although in principle the project continues to be coherent with NDC's operational actions and strategic priorities, the failure of meetings between the DMT and the DMC and the failure to update the National Disaster Management Act has had negative impact on the coherence and effectiveness of the initiatives of the project.

Question 3.2.2: How well did the project integrate with DMT's work plan and strategic priorities?

Answer to Q 3.2.2: As the Secretariat for the DMT, the HAT project ensured that the project team's activities integrated well with the DMT's work plan and strategic priorities.

Question 3.2.3: How well did the project align with cluster and key working group (Cash WG and Logistics WG) priorities?

Answer to Q 3.2.3: Most of the clusters and working groups worked well and are aligned with the project. For a while, Logistics was a problem since there is no dedicated logistics cluster. During Phase III the HAT project team and the DMT were able to engage UNICEF to head the Logistics Working Group closing that important gap in the system.

The Consultant assessed not only the relevance of the HAT project in the PNG but also whether the logic of the intervention and the project design continue to be coherent and consistent.

The NDC co-chairs the DMT and is a direct beneficiary of HAT's project interventions not only in terms of the HAT's role as *Secretariat* of the DMT, but also in terms of HAT's support to the NDC's other functions including disaster response coordination, development of disaster plans and efforts in updating disaster legislation. The HAT project supports the PNG Government and the NDC in terms of capacity building trainings and workshops, including at the provincial government level. The HAT project also supports the NDC in information and awareness raising efforts contributing to community education about disasters and other emergencies. In other words, the HAT project exercises a complementary role not only in the coordination and response activities of UN agencies but also in ensuring that the agencies' response activities complement the external activities of the NDC, which is the key government institution in this area⁴¹.

During consultations held with the NDC, stakeholders interviewed felt that the lack of a modern legislative framework is hindering their capacity to have donors support the institution's objectives of building a modern integrated centre of disaster management and response⁴².

The HAT project provided capacity building trainings to provincial and district disaster coordination authorities and other local disaster response officers. For example, in June 2024 CCEA trainings were conducted in Kimbe, West New Britain province targeting district government first responders; and a hands-on training for the NDC and provincial and district coordinators was held in Kiunga, Western province, on disaster needs assessment tools using kobo to collect data, which is a pre-requisite for the National Standby Team (NAST) for flood needs assessment in the province⁴³.

The HAT project integrated seamlessly with DMT's work plan and strategic priorities. The most frequently stakeholders' cited achievement of the HAT project is the excellent work it provided in its role as the *Secretariat* of the DMT, sending notices of meetings and holding meetings on time and ensuring all documentation is shared with stakeholders⁴⁴. While it was challenging to maintain the

⁴¹ Source: Government KIIs group; UN agencies group; HAT Team.

⁴² Source: NDC KIIs.

⁴³ Source: HAT Project Monthly Progress Reports, June 2024, p. 3

⁴⁴ Almost 100% of stakeholders interviewed. Since the HAT project functions also as the Secretariat for the DMT their workplan are seamlessly aligned.

alignment and coherence with the clusters and a gap existed in that there was no Logistics cluster, most clusters held meetings on as needed basis and a Logistics Group was established under the leadership of UNICEF⁴⁵.

F6 ⇒ *The HAT project did a good job integrating with the DMT's work plan and strategic priorities. The most frequently cited achievement of the HAT project is the excellent support it provided in its role as the Secretariat of the DMT, sending notices of meetings and holding meetings on time and ensuring all documentation is shared with stakeholders.*

The main challenge reported by the HAT and by international agencies in their support to PNG in humanitarian response to natural disasters and emergencies is that the key national institution interfacing with the DMT is the NDC, which is a weak institution, lacking updated legislative framework, autonomy and leadership, and is poorly resourced in terms of technical and financial resources⁴⁶.

F7 ⇒ *The key national institution interfacing with the DMT is the NDC, which is a weak institution, lacking updated legislative framework, autonomy and leadership, and is poorly resourced in terms of technical and financial resources.*

DMT communication challenges with higher levels of PNG government

“On paper” project documents show that there is good coordination of the HAT and the DMT’s strategic priorities with the NDC’s operational actions and strategies, which is important for coherence and integration of humanitarian responses in the country. However, international agencies interviewed during this evaluation report *a communication and connectivity gap between the DMT and the higher levels of the PNG government*, which have impacted results on the ground⁴⁷.

Although the Director of the NDC participates in the DMT meetings, the decisions and resolutions taken at the DMT meetings fail to percolate up to the higher levels of the government. This fact is corroborated by KIIs interviews and by the fact that there have not been any meetings of the Disaster Management Council (DMC) during the life of the HAT project⁴⁸. This has prevented greater **complementarity** between the DMT and the DMC and government policies, activities and actions. It has also reduced government buy-in and commitment to adopt lessons learnt from past responses, update the legislation and provide greater autonomy and resources to the NDC to improve on its coordination with provincial and local authorities and adopt prevention and response policies that are in line with international standards.

F8 ⇒ *Communication between the DMT and the HAT project with the Director of the DNC during the DMT meetings and other interventions is not percolating to the higher levels of government. This communication and connectivity gap between the DMT and the higher levels of the PNG government have impacted linkages with the government and results on the ground.*

3.3 EFFECTIVENESS

Evaluation Question: **Effectiveness**

Questions:

Question 3.3.1: What were the project’s key achievements, as supported by evidence? How did the projects progress against their intended results and indicators of progress?

Answer to Q 3.3.1: The project’s key achievements are various and have been highlighted with supported evidence throughout the body of section 3.3 of the report. Some examples include: “Humanitarian Needs and Priorities, Highland Violence, PNG” assessment report; the “Humanitarian

⁴⁵ Source: Stakeholder’s interviews held with key UNICEF officers corroborate their role as leaders of the Logistics Working Group. UNICEF is a UN agency known for its logistics expertise.

⁴⁶ Source: This is corroborated by 100% of stakeholders interviewed.

⁴⁷ UN agency group KIIs

⁴⁸ Source: KIIs. Meetings of the DMC would allow the UN RC to raise important issues and challenges directly with high level government officials at such meetings.

Communication Plan” for the DMT; Monitoring and reporting on the 7.0 M East **Sepik earthquake**, the **6.7 M Madang earthquake**, the **Mt. Bagana eruption** in Bougainville and the **Mt. Ulawun eruption** in West New Britain; the **2024 flooding in the Western Province** of PNG; the **NAST mission to Kiunga**; the mobile phone survey in a project-private sector collaboration with DIGICEL to conduct the *“Drought Survey and SMS Blasting in Papua New Guinea”* to assist in assessing the number of households impacted during El Nino in PNG; successful training workshops such as the three-day **workshop** was held in Port Moresby in April 2024 during which the CCEA officer with the CDAC Network trained 16 participants (**9 female**, 7 male). UN agencies, International Non-Government Organizations, Government and Media attended the workshop. In all the expected Outputs the project either achieved or progressed well towards the intended results except in being able to engage successful with the higher level government officials to be able to achieve meetings between the DMT and the DMC and to achieve success in a key output of the project i.e. the updating the *“National Disaster Management Act”*.

Question 3.3.2: To what extent did the project empower women, men, youth and other vulnerable groups, as intended?

Answer to Q 3.3.2: Although there is evidence that trainings included women and that awareness of the need to provide support to women and persons with disabilities during disaster responses, it was not possible to assess whether the project contributed to the empowerment of women and persons with disabilities to a measurable extent.

Question 3.3.3: Did the project realize its theory of change?

Answer to Q 3.3.3: As stated in the body of the report, the ProDocs for the project did not have a clearly stated theory of change. The consultant reconstructed the project’s theory of change based on project documentation. The project’s theory of change is that if the specific target indicators are met by the project (i.e. the minimum number of specified activities under each output) then it leads to a chain of results or outcome pathways leading the achievement of the expected output/outcome. For most of the project’s planned outputs, the project realized these objectives by completing the specific target indicators.

Question 3.3.4: What were the main factors of success and challenges to the project’s achievements? What could have been done better?

Answer to Q 3.3.4: The main factors of success include the fact that the project team worked well as a team and provided excellent secretariat support to the DMT, communicating and coordinating well with the members of the DMT and, as well as was possible, with the national counterparts. DMT leadership could provide more proactive advocacy at higher levels of the PNG government so that the main national counterpart (NDC) was at a higher level of functioning so that the HAT team could build more complementarities and synergies with national counterparts.

Question 3.3.5: How appropriate and clear was the project’s targeting strategy in terms of the approach to capacity building of NDC and target PDCs?

Answer to Q 3.3.5: The project strategy was appropriate to a reasonable extent. When the project team was not successful in building the capacity of the NDC it reasonably pivoted to conduct trainings to provincial and district disaster authorities which was more successful.

Question 3.3.6: How effective was the project in contributing to mobilize cluster specific coordination and integrating cluster work under the DMT umbrella?

Answer to Q 3.3.6: The project was very effective in its support to the DMT. It also contributed to provide important information to all cluster members which contributed to mobilize cluster specific coordination in response to emergencies and helped integrate cluster work under the DMT umbrella.

Question 3.3.7: How effective was the project in ensuring smooth interaction and collective mobilization between NDC and DMT members, including Cluster and Working Groups under the DMT umbrella?

Answer to Q 3.3.7: The project facilitates effective connections with different coordination entities, including the Inter-Cluster Coordination Group (ICCG). It has been reasonably effective in supporting DMT members with coordination information, including cluster and working groups and has improved their interaction with the NDC. There have been some criticism about some clusters not

holding regular meeting (mainly by HAT team) but cluster leaders refute such criticisms and reported that they hold cluster meetings whenever it is necessary to do so. Most agencies and clusters worked well with the project team although some preferred to carry out their mandates independently from the HAT team.

Question 3.3.8: Was the project monitoring system adequately capturing data on results at an appropriate outcome level?





Answer to Q 3.3.8: The project was successful in recording its activities well in a clear and transparent manner which helped assessing the results of completion of activities at the output level.

Evaluation of the effectiveness of the HAT project presented some serious challenges for a number of reasons, including:

- There are three (3) separate phases of the project being evaluated simultaneously; while the Output Logic Models of the first two phases are identical, phase III project expanded the mandate of the HAT; and the fact that there are **3 ProDocs** involved complicated the evaluation process.
- The HAT project is not an average UNDP project in that it is difficult, if not impossible, to assess medium to long-term Outcome; the design of the project recognizes this fact and, instead of setting out expected concrete outcomes, it set out a number of outputs (some starting with words such as ‘Enhanced...’) and indicators of success with targets based on completion of a specific number of listed activities; the Logic is that if the required number of activities are completed, there was ‘enhancement’ in the expected output being accomplished. It is counter-intuitive to think that project activities designed to improve a system would be implemented and there would be no ‘enhancement’ or benefits at all.
- Because each disaster/emergency is different and there are so many actors in the response effort, it is difficult to credit the HAT coordination work or training for improvements in a particular response or event;
- The interview with the **NDC – the main national government counterpart** - provided little insight into the enhancement of its capacity as a result of HAT project interventions⁴⁹.

The following ‘**Rating Scale**’ will be used to illustrate the level of achievement of the performance criteria for each output and indicator targets of the project:

Table 4: Rating Scale to Illustrate Achievement of Project⁵⁰


	Green: Project meets the performance criteria. Very few or no other interventions are needed.
	Amber - Green: Project meets most of the performance criteria. Some improvements are needed. The project is on track to achieve its objectives.
	Red - Amber: Project meets some of the performance criteria. Significant improvements are needed. The project is off track to achieve its objectives.
	Red: Project meets only a few of the performance criteria. Immediate and significant changes are required. The project is not expected to achieve its objectives.

⁴⁹ When the consultant arrived at the NDC to interview key national counterparts there were only the two deputy directors being interviewed in a large and empty office building with not technical or administrative staff around. The interview itself failed to disclose concrete evidence of NDC technical staff capability in terms of humanitarian responses or capacity to absorb capacity development trainings to build such capability.

⁵⁰ Source: Adapted by consultant from ‘traffic light rating system’. See [Traffic light rating system - Wikipedia](#)

PHASE I [2021-2022]






Output 1 of Phase I of the HAT Project

OUTPUT	EVALUATION FINDING
Output 1 of HAT Phase I: <i>“Readiness of the Disaster Management Team members and the National Disaster Centre to prepare and respond to disasters enhanced”</i>	 Substantially Achieved

Output 1 of the HAT project continued constant in all 3 phases of the project *“Readiness of the Disaster Management Team members and the National Disaster Centre to prepare and respond to disasters enhanced”*. This output represents, in part, a key function of Humanitarian Advisory Teams (HATs) anywhere in the world.

During Phase I the ‘indicators’ and the ‘targets’ in the HAT ProDoc’s Results Framework for achieving Output 1 are represented in the table below:

Table 5: Output 1, Phase I Indicators and Targets⁵¹

INDICATORS FOR ACHIEVING OUTPUT	TARGETS FOR ACHIEVING OUTPUT 1 PHASE I	Achievement Rating
<ul style="list-style-type: none"> • Number of Disaster Management Team action items supported 	<ul style="list-style-type: none"> • Disaster Management Team annual terms of reference, work plan and compact on accountability are renewed and action items are monitored 	
<ul style="list-style-type: none"> • Number of disasters monitored and reported 	<ul style="list-style-type: none"> • Monitor humanitarian situation and coordinate international humanitarian response, needs assessment, and humanitarian financing 	
<ul style="list-style-type: none"> • Clusters’ preparedness to respond is improved 	<ul style="list-style-type: none"> • Disaster Management Team contingency plans and 4Ws are current, reflecting preparedness to respond to emergencies 	
<ul style="list-style-type: none"> • Provincial preparedness to respond is improved 	<ul style="list-style-type: none"> • At least one PDC’s preparedness to respond to disasters and emergencies is improved • Papua New Guinea participates in Regional Consultative Group for Civil-Military Coordination 	
<ul style="list-style-type: none"> • Gender is mainstreamed 	<ul style="list-style-type: none"> • Gender mainstreaming is improved across project outputs. 	

Planned activities in the 2021-2022 Annual Work Plan designed to achieve the expected targets and accomplish Output 1 of Phase I of the project included the following⁵²:

- Regular meetings of the Disaster Management Team
- Semi-annual joint meeting of the Disaster Management Team and National Disaster Committee
- Support monitoring of humanitarian situation and coordination of international humanitarian response in the country, including needs assessment and humanitarian financing
- Preparation for national Cash Working Group

⁵¹ Source: January 1, 2021 to December 31, 2022 HAT Project Document (ProDoc)

⁵² HAT project’s 2021-2022 Annual Work Plan

- Preparation for national Community Engagement Working Group
- Quarterly planning meetings of the Inter-Cluster Coordination Group
- Review and revision of the contingency plans
- Needs assessment training for national partners
- Regular engagement of National Disaster Centre, military and police leadership in regional civil-military coordination meetings
- Document mainstreaming of gender and centrality of protection across all project activities and outputs
- Provide gender-disaggregated data on participation in project activities.

The project completed most of the activities planned under Output 1 during the period between 2021 and 2022, including meeting the following output targets: Renewal of annual terms of reference, work plan and compact on accountability for the DMT (regular monthly DMT meetings were held, including 2 ad hoc meetings and 1 donor meeting); **24 emergencies were monitored and reported on by the project**⁵³; in 2022 the HAT project coordinated a needs assessment and relief efforts on the **Highlands election-related violence** in 2022 and was able to secure **USD 200,000 funding from the USAID** (United States Agency for International Development) for the Humanitarian Needs and Priorities (HNP) response; DMT **contingency plans** for sudden- and slow-onset responses in preparedness for election-related violence and drought in 2022 were reviewed and updated; Provincial disaster coordinators (PDCs) and support officers received a National Assessment Standby Team (NAST) training⁵⁴; PNG was represented at the annual meeting of Regional Consultative Group for Civil-Military Coordination in Bangkok, Thailand; and the project tracked participation in HAT project and DMT activities in terms of gender and other vulnerable groups to ensure protection and inclusion are objectives for preparedness planning⁵⁵.

Achievements/Discussion/Analysis

A commonly cited product developed during Phase I of the HAT project is the “*Humanitarian Needs and Priorities, Highlands Violence, PNG*” assessment report which provided a response strategy to the election-related violence against civilians, especially women and children, in Enga, Hela and Southern Highlands. This violence resulted in hundreds of death, thousands of displaced people and impacted the functioning of schools and health facilities for months. This document reported on data and numbers of people affected, people targeted, people displaced, victims of violence, essential services affected and funding requirements for an effective response. It also presented a response strategy and coordination of operations including **cluster plans for the DMT clusters**: Education, Food Security and Agriculture, Health, CCCM/Shelter/NGLs, WASH; Children Protection; and for **Gender-based violence**⁵⁶. The consultant reviewed this needs and priorities assessment. It is a well-documented assessment. Stakeholders interviewed corroborated this analysis⁵⁷.

During this phase of the project, the HAT project developed a useful communications and coordination tool: the “*Humanitarian Communications Plan*” for the Disaster Management Team. This Plan specifies response actions, timelines and responsible actors, to ensure readiness to respond to humanitarian events and crisis. It also provides media protocols, media spokespersons, key messages and detailed reporting templates for Press Releases, Flash Updates, and Situation Reports. It provides a list of humanitarian sources of information on emergencies and their names and contact information, including DMT leads and provincial public information officers. It also contains broadcast and print media contacts which can be used to provide information to the public⁵⁸. This is a very comprehensive

⁵³ This exceeded the expected target for this activity to a great extent. Source: HAT 2022 Annual Summary Report; Corroborated by KIIs

⁵⁴ Training of 20 provincial disaster coordinators and 22 support officers

⁵⁵ Source: Humanitarian Advisory Team, 2022 Summary Report

⁵⁶ Source: Humanitarian Needs and Priorities, Highlands Violence, Papua New Guinea Report.

⁵⁷ Source: Donour group KIIs

⁵⁸ Source: Disaster Management Team Humanitarian Communications Plan, August 2021

document that key stakeholders reported to have continued to be useful in future phases of the project⁵⁹.

The HAT project also produced **contingency plans** on dealing with foreseen future disasters. One example of a comprehensive such product is the “**2022 New Guinea Island Drought Contingency Plan**”, prepared in response to La Nina, which peaked on April 2022, and the expectation is that drier conditions would follow it. This comprehensive contingency plan provided **gender-segregated** (male/female) estimates of numbers of persons targeted for DMT assistance, an ‘Early Warning/Early Action Strategy’ and detailed three (3) Levels of Action, with funding requirements for each of the DMT’s Clusters⁶⁰.

In conclusion, **the HAT Project achieved its Targets for Phase I’s Output 1 successfully**, qualified only in terms of the readiness of the National Disaster Centre to prepare and respond to disasters, which was most likely enhanced to a certain degree *albeit* at a very minimal degree. This was mainly due to the NDC’s lack of adequate technical and financial resources to carry out its mandate.

F9 ⇒ *Output 1 of Phase I of the HAT project s mandate. of the Disaster Management Team members and the National Disaster Centre to prepare and respond to disasters enhanced” was successfully achieved.*


One of the noteworthy **achievements of the project** during phase I was the development of an **online dashboard on Relief Web to track humanitarian situations** which helped track the Highlands’ violence and general humanitarian operations. The online dashboard platform has been maintained by the HAT project on Relief Web. Incident monitoring that the project maintains on **Powerbi app Dashboard** is also a good reporting/communication tool⁶¹.

F10 ⇒ *Achievements in Phase I of the HAT Project include the following outputs: “Humanitarian Needs and Priorities, Highlands Violence, PNG”; “Humanitarian Communications Plan” for the DMT; “2022 New Guinea Island Drought Contingency Plan”; the development of an online dashboard on Relief Web to track humanitarian situations; and Incident monitoring on Powerbi app Dashboard.*

There is evidence of intended mainstreaming of gender and its centrality of protection across all project activities and outputs in the project documentation⁶². The “2022 New Guinea Island Drought Contingency Plan”, for example, provided gender-segregated estimates of numbers of persons targeted for DMT assistance. However, the consultant had difficulty identifying concrete evidence of sufficient specific actions to be able to assess the impact of gender mainstreaming efforts during this phase of the project.

Output 2 of Phase I of the HAT Project

Output 2 of the HAT Phase I project was not achieved at all.

OUTPUT	EVALUATION FINDING
Output 2 of HAT Phase I: “Updating the National Disaster Management Act”	 Not Achieved

Output 2: “Updating the National Disaster Management Act”

The target for Output 2 in Phase project was: “*Technical inputs to the Disaster Management Act have been incorporated*”. The HAT project was supposed to provide technical support to and carry out consultation with the National Disaster Centre for updating the National Disaster Management Act.

⁵⁹ Source: UN agencies group KIIs

⁶⁰ Source: See 2022 New Guinea Island Drought Contingency Plan.

⁶¹ Incident Monitoring Dashboard - Source: [Microsoft Power BI](#)

⁶² See ProDoc and 2022 Summary Report.

Achievements/Discussion/Analysis

A number of **actions** that had been planned to support the achievement of output 2 were **deferred to future years**, including⁶³:

- Regional consultations for the New Guinea Islands and Southern region and site evaluation visit to internally displaced people at Manam Care Centers in Madang were deferred to 2023 on the advice from NDC to have these activities conducted after the launch of the NDC Corporate Plan 2022-2026;
- Capacity building of the National Disaster Centre and the provincial disaster coordinators could not be addressed through one-off training workshops alone. Systems and mechanisms for information-sharing and coordination needed to be reviewed where they exist and to be established where a gap is identified; and
- Until recently, the HAT project team had challenges with in-house capacity, particularly until the new international humanitarian coordination specialist was hired.

The project was also not able to deliver planned regional training on needs assessment and failed to host a joint meeting of the Disaster Management Team and the National Disaster Committee in part due to the COVID-19 pandemic⁶⁴.

One of the **reasons for the failure in achieving this output**, a failure that continues to the present day, is that it has not been possible to facilitate planned semi-annual joint meetings of the Disaster Management Team (DMT) and the National Disaster Committee (DNC) for the third year in a row.

F11 ⇒ *Output 2 of Phase I of the HAT project anned semi-annual joint isaster Management Act” was not achieved.*

This is in part due to the unavailability of Government counterparts as well as competing priorities of the DMT, specifically in response to the election-related violence in the Upper Highlands and other urgent emergencies. Another reason for the failure in achieving this output is the fact that the PNG government has not prioritized NDC institutional reform and legislative reform to bring its *Disaster Management Act of 1984* into compliance with international standards.


For the reasons outlined above, some of which may be attributed to the COVID-19 pandemic but mostly because the PNG has not prioritized bringing the *National Disaster Management Act* up to international standards, Output 2 of the HAT Phase I project was not achieved at all.

F12 ⇒ *One reason for the failure in achieving Output 2 of Phase I is the fact that the PNG government has not prioritized NDC institutional reform and legislative reform to bring its Disaster Management Act of 1984 into compliance with international standards.*

PHASE II [2023]

Output 1 of Phase II of the HAT Project

As mentioned above, Output 1 of the HAT project continued constant in all 3 phases of the project.








OUTPUT	EVALUATION FINDING
Output 1 of HAT Phase II: “ <i>Readiness of the Disaster Management Team members and the National Disaster Centre to prepare and respond to disasters enhanced</i> ”	 Substantially Achieved

⁶³ Source: Humanitarian Advisory Team, 2022 Summary Report

⁶⁴ Source: HAT Project Advisory Committee Meeting Minutes, 16 December 2021

During phase II, the ‘indicators’ and the ‘targets’ in the HAT project ProDoc’s Results Framework for achieving Output 1 are represented in the table below:

Table 6: Output 1, Phase II Indicators and Targets⁶⁵

INDICATORS FOR ACHIEVING OUTPUT	TARGETS FOR ACHIEVING OUTPUT 1 PHASE II	Achievement Rating
•Number of Disaster Management Team action items supported	•One set of DMT annual terms of reference, work plan and compact on accountability renewed and at least one action item monitored	
•Number of disasters monitored and reported	•At least one major disaster, if any, monitored and at least one response plan launched, as needed	
•Clusters’ preparedness to respond is improved	•4Ws are current, active HNPs and HRP are updated, one Sudden-Onset Contingency Plan updated, and one Slow-Onset (i.e., Drought) Contingency Plan updated	
•Provincial preparedness to respond is improved •Civil-military coordination is improved	•At least one hazard profile developed for one province and at least one PDC’s preparedness to respond to disasters and emergencies is improved, one Civil-Military coordination assessment conducted supported by OCHA, one Civil-Military coordination training conducted for DMT/ICCG, PNG participates in Annual Meeting of Regional Consultative Group for Civil-Military Coordination	
•Logistics and Access is improved	•One national Logistics and Access Working Group established	
•Information Management and Communications, Community Engagement and Accountability is improved	•One national Information Management and Communications, Community Engagement and Accountability working group with approved TOR established and 4 quarterly meetings of CCEA Working Group convened	
•Humanitarian Financing is improved	•Disaster and Emergency Cash Grant (DCG) mechanism established.	

Planned activities in the 2023 Annual Work Plan designed to achieve the expected targets and accomplish Output 1 of Phase II of the project included the following⁶⁶:

- Ensure the annual adoption, review and evaluation of a terms of reference, including a member compact upholding the centrality of protection, addressing gender-based violence, accountability to affected people, and protection from sexual exploitation and abuse by aid workers
- Ensure regular meetings of the Disaster Management Team
- Support semi-annual joint meetings of the DMT and National Disaster Committee
- Support annual joint meetings of the National Disaster Committee and the Provincial Disaster Centres

⁶⁵ Source: January 1, 2023 to December 31, 2023 HAT Project Document (ProDoc)

⁶⁶ Source: HAT Project’s 2023 Work Plan.

- Deliver quarterly planning meetings of the Inter-Cluster Coordination Group (ICCG) which will review and revise contingency plans, 4Ws, and cluster performance
- Deliver monitoring, analysis, and reporting of humanitarian situations.
- Support coordination of international humanitarian response, including needs assessment, community feedback and humanitarian resource mobilization.
- Support coordination with and build capacity for civil-military coordination around humanitarian assistance and disaster response.
- Review and revise contingency plans and planning efforts, including pre-crisis community mapping
- Deliver refresher trainings including at least one provincial workshop on needs assessment or contingency planning.
- Support the cash working group to meet regularly, develop common approaches to cash and voucher assistance in humanitarian contexts, and advise clusters and DMT on the appropriate use of CVA
- Convene and establish a Communications, Community Engagement and Accountability working group with approved TOR in PNG
- Convene and establish an information management working group to meet regularly, and update and improve datasets and information exchange to support coordination, registration for assistance, inclusion, accountability and localization
- Convene and establish a Logistics and Access Working Group in PNG.
- Establish a Disaster and Emergency Cash Grant (DCG) mechanism for response to small to medium scale disasters and emergencies in PNG.

The project completed most of the activities planned under Output 1 during the period between January and December of 2023⁶⁷. The HAT Project achieved the following output targets: The DMT renewed its annual terms of reference and accountability status, approved an annual work plan and actually resolved 5 action items instead of the one originally planned; the DMT also convened regular meetings, 2 ad hoc meetings and 8 donor meetings; the DMT Secretariat also met with NGO Development Council and regularly briefed the UN Country Team and Security Management Team. In terms of DMT and clusters' preparedness, the project facilitated the updating of the **DMT contingency plans** for slow-onset emergencies for 2023 focusing on drought⁶⁸.

Achievements/Discussion/Analysis

The project continued to coordinate needs assessment and relief efforts and kept the 4Ws for the Highlands' election-related violence updated expanding it to include general humanitarian activities. While the target was to at least monitor one major disaster, the project actually monitored and reported on 11 emergencies, including the including the **7.0 M East Sepik earthquake**, the **6.7 M Madang earthquake**, the **Mt. Bagana eruption** in Bougainville and the **Mt. Ulawun eruption** in West New Britain. The project supported a follow-up needs assessment and geo-monitoring exercise with the Port Moresby Geophysical Observatory in Madang after the earthquake. The project monitored, reported on and provided humanitarian response coordination to the volcanic eruptions in Bougainville and West New Britain⁶⁹. The consultant had the opportunity to hold discussions with East Sepik provincial emergency response authorities and a female district manager who corroborated the coordination, monitoring and communication work of the HAT team in support of their work during this natural disaster⁷⁰.

As far as the objectives of enhancing provincial preparedness to respond to emergencies, the project piloted a **Humanitarian Coordination workshop with focus on Information Management and**

⁶⁷ Source: Project Advisory Committee (PSC) Meeting Minutes, 22.11.2023, p.1; Corroborated by HAT team KIIs

⁶⁸ Source: Humanitarian Advisory Team, 2023 Summary Report, p. 4; Corroborated by HAT team KIIs

⁶⁹ Source: Humanitarian Advisory Team, 2023 Summary Report, p. 4; Reports reviewed by consultant.

⁷⁰ East Sepik provincial and district KIIs

Logistics Coordination with the Western Highlands Province Authorities and aid partners. It also **held a national Humanitarian Coordination workshop** with an additional focus on Communications, Community Engagement and Accountability (CCEA) for all provincial disaster coordinators and officers. The newly recruited HAT’s Communications, Community Engagement and Accountability (CCEA) officer conducted learning sessions during the national Humanitarian Coordination Workshop with the provincial disaster coordinators and during one of the DMT meetings in preparation for establishing a working group⁷¹.

In terms of meeting the target that was set in the Results Framework on **Civil-Military coordination**, the project participated in the following civil-military coordination activities⁷²:

- Papua New Guinea Disaster Response Exercise & Exchange (DREE) – A table-top exercise led by the United States and conducted in June 2023.
- LONGREACH Humanitarian Assistance / Disaster Relief (HADR) training by Australian Civil-Military Centre (ACMC) conducted 5-7 September 2023.
- Pacific Partnership Civ-Mil Coordination Workshop conducted 9-13 October 2023.

Towards reaching the target of establishing the **Logistics and Access Working Group**, the project identified **UNICEF as the lead agency for the Logistics Working Group (LWG)** given its high level of in-house logistics capacity relative to other humanitarian actors in the country and UNICEF has taken the leadership of the working group and chaired the first LWG meeting on 23 November 2023 and convened an ad hoc meeting regarding possible joint response operations for the Mt. Ulawun volcanic eruption on 11 December 2023. During consultations carried by the consultant with UNICEF there was corroboration of these activities and the willingness of UNICEF to lead the Logistics Working Group⁷³.

The project was successful in establishing the Disaster and Emergency Cash Grant (DCG) mechanism. The cash working group met 2 times, with the support of the project to develop common approaches to Cash and Voucher Assistance (CVA) in humanitarian contexts and on how to advise clusters and the DMT on the appropriate use of CVA⁷⁴.

In conclusion, **the HAT Project achieved its Targets for Phase II’s Output 1 successfully**, again qualified only in terms of the readiness of the National Disaster Centre to prepare and respond to disasters, which was most likely enhanced to a certain degree *albeit* at a very minimal degree. This continues to be in part due to the NDC’s lack of adequate technical and financial resources to carry out its mandate.

F13 ⇒ *Output 1 of Phase II of the HAT Project mandate.s of the Disaster Management Team members and the National Disaster Centre to prepare and respond to disasters enhanced” was successfully achieved. This is substantiated in F14 and in the body of the report.*

And

F14 ⇒ *Achievements in Phase II of the HAT Project include the following outputs: Monitoring and reporting on 11 emergencies, including the including the 7.0 M East Sepik earthquake, the 6.7 M Madang earthquake, the Mt. Bagana eruption in Bougainville and the Mt. Ulawun eruption in West New Britain; Piloted a Humanitarian Coordination Workshop with focus on Information Management and Logistics Coordination with the Western Highlands Province Authorities and humanitarian aid partners, and held a national Humanitarian Coordination Workshop with an additional focus on CCEA; The project participated in civil-military coordination activities; And supported the process for UNICEF to become the lead agency for the Logistics Working Group (LWG).*

⁷¹ Source: Humanitarian Advisory Team, 2023 Summary Report, p.4; Workshop reported to have been successful: HAT team KIIs and national authorities KIIs


⁷² Source: Humanitarian Advisory Team, 2023 Summary Report, p. 4

⁷³ Source: Humanitarian Advisory Team, 2023 Summary Report, p. 5; Corroborated by UNICEF KIIs

⁷⁴ Source: Humanitarian Advisory Team, 2023 Summary Report, p.4; Corroborated by HAT team KIIs

It should be pointed out that the project was not able to host a joint meeting of the Disaster Management Team (DMT) and National Disaster Committee (DMC) again but this lapse occurred for reasons that were beyond HAT’s control⁷⁵. While the project had engagements with the Secretary and Minister of Defence, the DMC due to other priorities could not meet with the DMT.

Output 2 of Phase II of the HAT Project

OUTPUT	EVALUATION FINDING
Output 2 of HAT Phase II: “Updating the National Disaster Management Act”	 Not Achieved

Output 2 for the HAT Phase II Project: “Updating the National Disaster Management Act” was exactly the same as Output 2 for the Phase I HAT project.

The targets for Output 2 in Phase II Project were: (i) ‘Technical inputs to the Disaster Management Act have been incorporated’ (which was also one of the targets for Phase I Output 2); (ii) Two regional consultations conducted for NGI and Southern regions; and (iii) Updated National Disaster Management Act is reviewed by Parliament and ratified.

Achievements/Discussion/Analysis

The NDC requested deferral of the activities under this Output until after the 8th Provincial Disaster Coordinators’ Conference⁷⁶ on 6-10 November 2023. The conference, which was held for the first time since 2014, provided an opportunity to bring together provincial disaster coordinators, deputy provincial administrators and the Government’s key development partners to brainstorm on ways to improve disaster response and disaster risk reduction efforts across the country.

During the weeklong event, the participants had an opportunity to discuss the shortcomings and gaps they have faced in their disaster management in recent years, as well as to share best practices in addressing these challenges in an efficient manner⁷⁷.



Group photo of the participants of the 8th Provincial Disaster Coordinators’ Conference on 6-10 November 2023.



The Acting Director of the National Disaster Centre, Mr. Laso Mana, during his keynote speech.

While a **very successful Conference was held with the support of the HAT Project and the UNDP**, which resulted in a *joint statement and an action plan* to implement the resolutions expressed in the statement, very little has been done to achieve Output 2 i.e. to review and modernize the 1984 *Disaster Management Act*. As a result, the actions required to achieve the project’s targets for Output 2 were **deferred to 2024**.

⁷⁵ Source: Project Advisory Committee (PSC) Meeting Minutes, 22.11.2023, p.1

⁷⁶ Source: HAT Final Project Report 2023, p.6

⁷⁷ All KIIs reported this Conference to have been very successful; Media reports also corroborated such reports.

For basically the same reasons that this Output was not achieved in Phase I of the HAT Project it, **Output 2 was not achieved either in Phase II of the HAT Project.**

F15 ⇒ *Output 2 of Phase II of the HAT Project e II of the HAT Projectf the HAT Project it, e achieve Output 2 i This is substantiated and explanation is provided in F16 and in the body of the report.*

Reasons cited for the failure in achieving this output fall mainly within the responsibility of the NDC/PNG government and include the following:

- Prior prerequisite milestones, such as the launching of the NDC’s Corporate Plan⁷⁸ and the Conference, and actions that the NDC need to take to fast track the review of the 1984 Disaster Management Act, such as consultations with other relevant agencies such as the Constitutional and Law Reform Commission (CLRC), the State Solicitor, and the First Legislative Council, were reached late in the year;
- There were other priorities for the PNG government and intervening emergencies⁷⁹.

F16 ⇒ *One reason for the failure in achieving Output 2 of Phase II is again the fact that the PNG government has not prioritized NDC institutional reform and legislative reform to bring its Disaster Management Act of 1984 into compliance with international standards.*

And

F17 ⇒ *A very successful 8th Provincial Disaster Coordinators’ Conference was held on 6-10 November 2023 with the support of the HAT Project and the UNDP, on ways to improve disaster response and disaster risk reduction efforts across the country, which resulted in a joint statement and an action plan to implement the resolutions expressed in the statement.*

PHASE III [2024]

In the Project Document for the HAT Project Phase III new Outputs were added to the Project. The Project’s activities were structured under the following four (4) Outputs⁸⁰:

Output 1. *“Humanitarian action and coordination”*


Output 2. *“Enhanced information management for improved disaster prevention, planning and emergency response”*

Output 3. *“Institutional strengthening”*

Output 4. *“National communications awareness raising campaigns”*

Outputs 2, 3 and 4 of Phase III project incorporated additional functions for the HAT Project while Output 1 basically covered the functions that the HAT Project was performing under Outputs 1 and 2 of the prior Phases of the Project.

Output 1 of Phase III of the HAT Project

OUTPUT	EVALUATION FINDING
Output 1 of HAT Phase III: <i>“Humanitarian action and coordination”</i>	 Partially achieved – Off Track to full achievement


The ‘indicators’ and the ‘targets’ in the HAT project Phase III ProDoc’s Results Framework for achieving Output 1 are represented in the table below:

⁷⁸ Source: HAT’s Project Advisory Committee Meeting Minutes, 17 February 2023, p. 1

⁷⁹ Source: HAT Final Project Report 2023, pp. 4 and 6. Emergencies included the 7.0 M East Sepik earthquake, the 6.7 M Madang earthquake, the Mt. Bagana eruption, the eruption in Bougainville and the Mt. Ulawun eruption in West New Britain.

⁸⁰ Source: HAT Phase III Project Document

Table 7: Output 1, Phase III Indicators and Targets⁸¹

INDICATORS FOR ACHIEVING OUTPUT	TARGETS FOR ACHIEVING OUTPUT 1 PHASE III	Achievement Rating
<ul style="list-style-type: none"> • Partnership with National Disaster Centre ----- • Active and sustained engagement with Disaster Management Team member agencies, partners, and technical advisory bodies for DRM 	<ul style="list-style-type: none"> • At least one NGI and/or Southern provinces consultations. • At least one consultation with Constitutional and Law Reform Commission, State Solicitor, or First Legislative Council ----- • One set of DMT annual terms of reference, work plan and compact on accountability renewed for 2024. • Regular DMT meetings • At least one action item monitored. • One Sudden-Onset Contingency Plan updated. • One Slow-Onset (i.e., Drought) Contingency Plan updated. • At least one humanitarian action plan launched, as needed. • One Civil-Military coordination assessment conducted supported by OCHA. • One Civil-Military coordination training conducted for DMT/ICCG • PNG participates in Annual Meeting of Regional Consultative Group for Civil-Military Coordination • National Logistics and Access Working Group meets regularly. • CCEA is mainstreamed in DRM practices. • One PDC Conference 	

Planned activities in the 2024 Annual Work Plan designed to achieve the expected targets and accomplish Output 1 of Phase III of the project included the following:

1. Review and update Disaster Management Act of 1984.

- 2 x regional consultation workshops conducted for Southern and New Guinea Island regions.
- 2 x field consultation visits to affected populations living in established care centres including Manam & Kadovar islanders.
- Engage office of Public Solicitor to lead consultations and write up of proposed legislation.
- Consider inclusion of the PNG Disaster Management Team and Secretariat within the scope of the revised Act.

2. Maintain engagement with Disaster Management Team member agencies, partners and technical advisory bodies for disaster mitigation, preparedness, response, and recovery.

- 11 x regular disaster management team meetings (1 per month).
- 11 x inter-cluster coordination meeting prior to regular disaster meetings per month
- Ad hoc disaster management team meetings in the case of sudden on-set disasters and emergencies.

3. Support coordination of international humanitarian response, including needs assessment, community feedback and humanitarian resource mobilization

- Government and DMT multi-cluster rapid assessment and coordination missions during actual emergencies

The project is on track to complete most of the activities of Output 1, **except the revision of the National Disaster Management Act, a key output of the HAT project.** The project has supported the monthly DMT meetings and inter-cluster coordination meetings and 3 ad hoc DMT meetings have

⁸¹ Source: Phase III (2024) HAT Project Document (ProDoc)

already been held this year. The project has also engaged the Public Solicitor's office in efforts to have the proposed amendments to the Disaster Management Act drafted. 8 government and DMT multi-cluster rapid assessment and coordination missions have been held so far in 2024.

Achievements/Discussion/Analysis

During this period the HAT project was successful in its coordination role in the response to a number of disasters. One example was in the DMT's response to the **2024 flooding in the Western Province** of PNG. The Western Province experienced continuous rains flooding along the Fly and Strickland rivers and within the catchment areas of Lake Murray, Morehead and Balimo. The UN RC, upon receiving an official request from the NDC, activated and mobilized the inter-agency DMT. The UN RC led the response coordination through the HAT and a National Assessment Standby Team (**NAST mission**) to the province. The HAT in coordination with the NDC and the WPA organized a **NAST mission to Kiunga** where orientations were held with Kiunga-based members. The teams '*assessed a total of 60 flood-affected villages representing 45 wards and Balimo Urban LLG, as well as the temporary care centre in Obo Station, where 350 families displaced from five villages were hosted*'⁸².

When a devastating **landslide** occurred in the village of Yambili in the **Enga province** on 24 May 2024, the HAT deployed a team to the area very quickly and took the lead in assisting with coordination and skills transfer to the provincial authorities on the ground, integrating activities under the Provincial Disaster Committee. In order to ensure a continuation of humanitarian response coordination on the ground, the HAT project organized a rotating presence in the capital of Enga (Wabag) and the disaster location and requested the deployment of one additional logistics coordination support personnel⁸³.

F18 ⇒ *Achievements in Output 1 of Phase III of the HAT Project include the following outputs/activities: DMTEvements in Output 1 of Phase III of the HAT Project include the following outputs/activities: the HAT project oo landslide occurred in the village of Yambili in the Enga province on 24 May 2024.*

While the project has been successful in terms of its role as DMT's Secretariat and holding its regular monthly meetings successfully, a disappointing progress cited by some stakeholders is the level of functioning and performance of some clusters, which meet infrequently or not all while other meetings are limited to each member of the cluster reading reports of their activities⁸⁴. It should be pointed out that most of the cluster leaders interviewed during the evaluation defend the extent of functioning of their clusters and report that their clusters have met when it was necessary to do so⁸⁵. The project facilitates effective connections with different coordination entities, including the Inter-Cluster Coordination Group (ICCG)⁸⁶.

Progress in the legislative reform consisted of four meetings held to discuss and advance the partnership between NDC and the HAT team. Results achieved include the inclusion of two HAT team members within the group of six people (two from the NDC and two from the State Solicitor's Office) who will review the *Disaster Management Act 1984*⁸⁷.

From an analysis of the data collected by the use of a basic research tool designed by the consultant to collect information from the HAT project team⁸⁸, coupled with a review of the project's 2024 Monthly Progress Reports and consultations carried out with key stakeholders, while **most outputs of Phase III project are on track** to be successfully achieved, **a key product of the project** i.e. the "*Review and*

⁸² Source: Post-Disaster Needs Assessment Report Flooding in Western Province PNG (issued 1 August 2024), p.3

⁸³ Source: HAT Project Monthly Progress Reports, April 2024, p. 2

⁸⁴ UN agencies group KIIs; A stakeholder stated that '*some clusters are not even functioning*'; Also see HAT Project's Monthly Progress Report, March 2024, at p. 4: "*The cluster system currently exists but is largely non-functional in practice. While this is regrettable, it reflects the challenges of the current context. Some clusters maintain a nearly regular schedule, while others are highly irregular. Despite this, the situation persists, yet it is mitigated by the active involvement of most partners at the DMT level*".

⁸⁵ Source: UN agency KIIs group

⁸⁶ Source: HAT project team KIIs

⁸⁷ Source: HAT Project Monthly Progress Report, March 2024, p. 1

⁸⁸ See Annex D

update of the Disaster Management Act of 1984” and the ‘inclusion of the PNG Disaster Management Team and Secretariat within the scope of the revised Act’, **is not on track to be achieved** by the end of the HAT Project 31 December 2024⁸⁹. This is the *most disappointing and the most cited failure of the 3 phases of the HAT Project* and it is due to the lack of the Government of PNG prioritizing this legislative reform.


In conclusion, currently **Output 1 of Phase III of the HAT Project is not on track to be successfully achieved.**

F19 ⇒ *The HAT Project is on track to meet most of the performance criteria of **Output 1 of Phase III (2024) Project sHumanitarian action and coordination”umexcept the revision of the National Disaster Management Act and the inclusion of the DMT and Secretariat within the scope of the Act. Output 1 of phase III of the HAT project is not on track to be fully achieved. Achievements under this Output are substantiated in F18.***

And



F20 ⇒ *This is the 3rd ProDoc calling for the revision and modernization of the National Disaster Management Act, signed by the NDC on behalf of the Government of PNG and by the UNDP, not being honoured by the parties. This is the output where progress or the lack thereof was a most disappointing finding of this evaluation.*

Output 2 of Phase III of the HAT Project

OUTPUT	EVALUATION FINDING
Output 2 of HAT Phase III: “Enhanced information management for improved disaster prevention, planning and emergency response”	 Partially achieved – On Track


The ‘indicators’ and the ‘targets’ in the HAT project Phase III ProDoc’s Results Framework for achieving Output 2 are represented in the table below:

Table 8: Output 2, Phase III Indicators and Targets⁹⁰

INDICATORS FOR ACHIEVING OUTPUT	TARGETS FOR ACHIEVING OUTPUT 2 PHASE III	Achievement Rating
<ul style="list-style-type: none"> • Development and maintenance of an online, interactive, GISvisualized hazard, disaster, and response information platform 	<ul style="list-style-type: none"> • All partners use CODs. • Updated hazard maps • Partners use common portal in Relief Web 4Ws are current. • Updated and current 4Ws • At least one major disaster, if any, monitored. 	
<ul style="list-style-type: none"> • Twice yearly national mobile phone surveys among the public as an alternative means of capturing emerging humanitarian concerns 	2 rounds of multi-hazard survey	

⁸⁹ Currently this component of the project is on hold apparently due to the government review of the NDC (Source: HAT team KIIs)

⁹⁰ Source: Phase III (2024) HAT Project Document (ProDoc)

•Ground-truthing missions to verify survey findings	2 sets of ground-truthing missions	
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Planned activities in the 2024 Annual Work Plan designed to achieve the expected targets and accomplish Output 2 of Phase III of the project included the following:

1. GIS service

- Hazard maps developed for priority provinces. Consideration is also given for regional hazard maps to be developed where required.
- Host hazard maps and active emergency maps on ReliefWeb/ PreventionWeb (embedded PowerBI dashboard), UNDP's PNG Natural Resource Management Hub and an altogether separate portal for redundancy with crosslinks. These will be made publicly available.
- Improve engagement with relevant partners to include DRRM actors' presence, activities, and reach maps.

2. National baseline surveys

- Collaborate with telecommunication service providers to establish baselines drawing on previous experience. These will offer multi-sectoral analysis and guide policy making.
- Conduct twice yearly national mobile phone surveys among the public as an alternative means of capturing emerging humanitarian concerns.
- Redesign previous phone survey questionnaire to better inform multi-hazard mapping for provinces.

3. Conduct ground-truthing missions to verify and deepen survey findings.

- Conduct two sets of ‘ground-truthing’ missions to actual locations to triangulate data collected by telecommunication companies.
- In-person ground-truthing of crowdsourced data via FGDs with stakeholders in provinces of highest concern and/or most promising (i.e., 4 provinces in 2024 AWP) to confirm and elaborate on findings and to gather recommendations.

The project is on track to complete most of the activities of Output 2. The project has engaged with relevant DRRM actors relevant to the development of hazard maps for priority provinces; a project-private sector collaboration partnership has been implemented, a mobile phone survey was conducted in partnership with **DIGICEL** and the **survey questionnaire** has been redesigned to better inform multi-hazard mapping for provinces. One “**After Action Review**” (AAR) mission was conducted to **verify the findings of the phone survey**.

Achievements/Discussion/Analysis

The HAT project produces **Disaster Situation Reports (SitReps)/Disaster Advisories** on a regular basis and share them widely by group email to UN Agencies, donors and other partners and key stakeholders. In 2024 so far at least 9 such Situation Reports (SitReps) have been issued:

- ❖ Strong Wind Warning for all coastal waters of PNG (23.01.2024)
- ❖ Conflict, Wapenamanda, Enga province (18.02.2024)
- ❖ Wabag district landslide, Enga province (27.02.2024)
- ❖ Earthquake, Kimbe, East New Britain (14.03.2024)
- ❖ Flooding and Landslide Advisory for Highlands and Momase (19.03.2024)
- ❖ M6.9 Earthquake, Ambunti, East Sepik
- ❖ M6.5 Earthquake, Kimbe, West New Britain (15.04.2024)
- ❖ Mulitaka Landslide, Enga province (24.05.2024)
- ❖ Violence, East Sepik province (24.07.2024)

During the project evaluation a number of stakeholders commented positively about this tool (SitReps) pointing out that it provides them with quick information of events in the country⁹¹.

The project has engaged with relevant partners in developing GIS hazard maps for priority provinces and is on track to be able to **host hazard and active emergency maps** on ReliefWeb/ PreventionWeb/ embedded PowerBi **dashboard**⁹².

During this phase the HAT project was able to help coordinate the response to a number of disasters and produced some comprehensive needs assessments of disasters. An example of a good product produced by the HAT project is the Post-Disaster Needs Assessment Report **“Flooding in Western Province Papua New Guinea”** issued 1 August 2024. The report provided estimates on the number of persons and households needing “Wash and Food Assistance”; “Shelter Assistance” and “Medical Care”⁹³. The consultant reviewed the report and found it to be comprehensive and thorough.

The only shortcoming of this report is that the peak of the flooding in the Western province was in late May 2024 and the assessment report was issued only in the beginning of August 2024 (3 months later). Some donors⁹⁴ have expressed frustration in that they start advocating with their home office for support to a disaster in PNG on day one of the disaster emergency but are unable to respond quickly to their home office’s repeated requests for reliable assessment of the disaster response needs until weeks or months after the reported emergency, leading the home office to question whether the emergency was in fact as big as originally reported to them by their PNG office.

The HAT project **piloted a mobile phone survey** in an effective ‘project-private sector’ partnership that may lead to more rapid assessments, survey and public awareness raising approaches in the future. The project engaged DIGICEL to conduct the **“Drought Survey and SMS Blasting in Papua New Guinea”** to assist in assessing the number of households impacted during El Nino in PNG. The survey questionnaire was designed by the HAT project and DIGICEL call centre enumerators received training on the questionnaire prior to making the calls to a database of 60,000 subscribers generated based on the requirements discussed with the project. Prior to the calls being made a SMS was sent to the selected subscribers informing of the survey and the possibility of a call offering a K3 credit as a reward for participation in the survey. 2,874 respondents successful completed surveys covering 89 districts⁹⁵.

The project has conducted **“After Action Review”** (AAR) to verify and draw lessons from findings of data collected by the telecommunication company during the phone baseline survey carried out in partnership with DIGICEL. This is one of the 2 missions planned in the 2024 work plan (described as ‘ground-truthing’) to the actual locations targeted by the phone survey to collect data, that will be triangulated with the data collected by the telecommunication company, to compare and validate its findings.

Currently **Output 2 of Phase III of the HAT Project is on track to be successfully achieved.**

F21 ⇒ *The HAT project is **on track** to meet most of the performance criteria of Output 2 of Phase III (2024) Project sEnhanced information management for improved disaster prevention, planning and emergency response”nhanced informaEngaged with relevant partners in developing **GIS hazard maps** for priority provinces and is on track to be able to host hazard and active emergency maps on ReliefWeb/ PreventionWeb/ embedded PowerBi dashboard.*

- *Successfully carried out a is on track to be able ’ partnership with **DIGICEL** to conduct the **cDrought Survey and SMS Blasting in Papua New Guinea”n***

⁹¹ Source: Stakeholders’ interviews. In 2024, 9 Disaster Situation Reports have already been issued by the HAT project; 13 were issued in 2023; and 7 in 2022.

⁹² HAT team group KIIs

⁹³ Source: HAT Monthly Progress Report, May 2024; Assessment conducted in collaboration with National Disaster Centre, Western Provincial Disaster Office, World Vision.


Vision. See: [Post-disaster Needs Assessment report - Flooding in Western Province, Papua New Guinea April to July 2024 \(Issued 1 August 2024\) - Papua New Guinea | ReliefWeb.](#)

⁹⁴ Donor group KII

⁹⁵ Source: See Mid-Term Report, 2023 Drought Survey and SMS Blasting in Papua New Guinea (published by UNDP)


- ❑ Conducted lasting in Papua New GuAAR) to verify and draw lessons from findings of data collected by the telecommunication company.
- ❑ Produced Disaster Situation Reports/Updates on a regular basis and shared them widely by group email to UN Agencies, donors and other partners and key stakeholders. HATrBi dashboard., ery popular with stakeholders.

Output 3 of Phase III of the HAT Project

OUTPUT	EVALUATION FINDING
Output 3 of HAT Phase III: “Institutional strengthening”	 Partially achieved – On Track

The ‘indicators’ and the ‘targets’ in the HAT project Phase III ProDoc’s Results Framework for achieving Output 3 are represented in the table below:

Table 9: Output 3, Phase III Indicators and Targets⁹⁶

INDICATORS FOR ACHIEVING OUTPUT	TARGETS FOR ACHIEVING OUTPUT 3 PHASE III	Achievement Rating
• Regional consultations with provincial administrations and provincial authorities to ensure DRM action and disaster response plans are up to date and appropriately prepared. This will support possible provincial disaster committee meetings as well	• At least 4 provinces (West Sepik, Western, Eastern Highlands and West New Britain) with updated Disaster Risk Management plans with hazard profiles, coordination mechanisms, IM systems and SOPs.	

Planned activities in the 2024 Annual Work Plan designed to achieve the expected targets and accomplish Output 3 of Phase III of the project included the following⁹⁷:

1. Enhance joint preparedness and response planning and coordination for Provincial and District Disaster Coordinators and other stakeholders through improved IM, CCEA, Cash/Voucher Modality and Logistics concepts and skills. Creating training packages for the PDCs; Pilot provinces are EHP, WNB, WSP, Western.

2. Facilitation and coordination of quarterly provincial meetings for pilot provinces.

3. Training materials

- Development of Communication, Community Engagement and Accountability (CCEA) modules
- Develop Information Management and GIS modules.
- Training modules correspond to various aspects/phases of DRRM cycle (including but not just IM) and tailored to different types of actors/stakeholders including the general public.

The project is on track to complete most of the activities of Output 3. The project has engaged **Provincial and District Disaster Coordinators** and other stakeholders and has worked to enhance their skills in **CCEA, Cash/Voucher Modality** and Logistics concepts and skills. The **Communication, Community Engagement and Accountability (CCEA) modules have been developed**

⁹⁶ Source: Phase III (2024) HAT Project Document (ProDoc)

⁹⁷ Source: Results Framework, Project Document for Phase III Project

and are being tailored to different aspects of DRRM cycle and different types of actors; information management and GIS modules are on track to be implemented.

Achievements/Discussion/Analysis

A three-day **workshop** was held in Port Moresby in April 2024 during which the CCEA officer with the CDAC Network trained 16 participants (**9 female, 7 male**). UN agencies, International Non-Government Organizations, Government and Media attended the workshop. Training provided included providing an understanding of CCEA and the importance of community participation, as well as instructing participant on how to establish a **CCEA community of practice**, resulting in the participants together coming up with the Terms of Reference for the Community of Practice.⁹⁸ Stakeholders interviewed during this evaluation reported it to have been very well organized with excellent results, a key one being the fact that participants themselves were proactive in developing the TORs for a CCEA community practice⁹⁹.

In June 2024 **CCEA trainings** were conducted by the HAT project in **Kimbe, West New Britain province** targeting information stakeholders who will be the first responders in Disaster Preparedness and Response: humanitarian first responders from the **district government**, international non-government organization and Community Volunteers.

A hands-on **training** on the National Disaster Centre (NDC) Disaster Needs Assessment (DNA) tools **using kobo collect tool for data collection** was also successfully completed by the HAT team in **Kiunga** (Western province) targeting not only NDC but also **provincial and district coordination officers**. This process is a pre-requisite for and feeds into the deployment of the National Standby Team (NAST) for the flood needs assessment in the Western province¹⁰⁰.

The project team successfully conducted capacity building trainings in coordination and information management, related to its Output 2 mandate, including the following trainings:

- ✓ A crash course to **28 participants in East Sepik province** aimed at building capacity of officers operating in the **Forward Operating Bases (FOB)**, other government officers, NGOs, and FBO on data collection, analysis and presentation to **Provincial District Coordinator** to use in emergency and relief responses (3 May 2024)¹⁰¹; Provincial and district emergency response coordinators reported this data collection tool and approach will help them in responding to future emergencies¹⁰².
- ✓ Training for 5 officers (two HAT, one PDC Eastern Highlands, one NDC and one from DMPGM) on drone operation and GIS mapping in Goroka, EHP; This training was carried out in collaboration with the NDC, DMPGM, Eastern Highlands Provincial Disaster Committee and the University of Technology Geotech Division, and it was designed to develop capacity to conduct effective mapping of potential hazards at the national, provincial and district levels which enhance preparedness and disaster response efforts¹⁰³.

The project team has started discussions with the NDC about co-locating some members of the HAT team part-time in the NDC office¹⁰⁴.

Currently Output 3 of Phase III of the HAT Project is **on track** to be successfully achieved.

F22 ⇒ *The HAT Project is on track to meet most of the performance criteria of **Output 3 of Phase III (2024) Project sInstitutional Strengthening”nstitutional StDeveloped Communication, Community Engagement and Accountability (CCEA) modules of training and conducted trainings;***

Is on track to develop Information Management and GIS modules and training modules for

⁹⁸ Source: HAT Project Monthly Progress Reports, April 2024, p. 3

⁹⁹ Source: KIIs including HAT team KIIs

¹⁰⁰ Source: HAT Project Monthly Progress Reports, June 2024, p. 3

¹⁰¹ Source: HAT Project Monthly Progress Reports, April 2024, p. 3

¹⁰² Source: KIIs conducted in East Sepik province.


¹⁰³ Source: HAT Project Monthly Progress Report, May 2024, p.3

¹⁰⁴ Source: Project’s Monthly Progress Reports, March 2024, p. 1

different phases of Disaster Risk Reduction & Management (DRRM) cycle and tailored to different stakeholders;


- ❑ *Created training packages for the provincial and district disaster coordinators on preparedness and response coordination and planning skills and logistics. And conducted a crash course in Kiunga for provincial and district coordinators on NDC the HAT team part-time in the NDC officenal, provincial and district levels w.*

Output 4 of Phase III of the HAT Project

OUTPUT	EVALUATION FINDING
Output 4 of HAT Phase III: <i>“National communications awareness raising campaigns”</i>	 Partially achieved – On Track

The ‘indicators’ and the ‘targets’ in the HAT project Phase III ProDoc’s Results Framework for achieving Output 4 are represented in the table below:

Table 10: Output 4, Phase III Indicators and Targets¹⁰⁵

INDICATORS FOR ACHIEVING OUTPUT	TARGETS FOR ACHIEVING OUTPUT 4 PHASE III	Achievement Rating
<ul style="list-style-type: none"> • Development and dissemination of multi-hazard preparedness key messages 	<ul style="list-style-type: none"> • Refined key messages. • 4 Multi-media (radio and TV) materials produced 	

Planned activities in the 2024 Annual Work Plan designed to achieve the expected targets and accomplish Output 4 of Phase III of the project included the following:

1. Video series

- Coordinate with various media outlets and initiatives, including the ABC media development initiative to develop the media emergency toolkit and expand content. Develop and input into public messaging.
- Conduct awareness around possible impacts of Drought, floods, earthquakes (preparedness activities for the communities) and other hazards jointly identified with the national authorities. Develop at least two video products.

2. Radio series

- Develop key messages collaboratively involving clusters, NDC, DMPGM, NWS, BOM, and other relevant partners and stakeholder on:
 - i. Types of Disasters and Emergencies.
 - ii. ‘What to do during Disasters and Emergencies,’ series particularly sudden on-set (earthquakes, tsunamis, flash floods, king tides) and if requested slow on-set disasters such as drought.

Achievements/Discussion/Analysis

The HAT project, building on its project/private sector partnership digital survey experience with DIGICEL, is currently in discussions with several media groups, such as **Post Courier** and the **National Broadcasting Corporation**, about developing **media emergency toolkit** and expand

¹⁰⁵ Source: Phase III (2024) HAT Project Document (ProDoc)

content to disseminate preparedness messages and also about having communication with media to collect and cross-check information in situations of disaster¹⁰⁶.

The project is **on track** to complete most of the activities of Output 4. The project has engaged with national broadcasters and other media and is developing **awareness raising campaigns** (video and radio series) and **key messages** that can be quickly broadcasted, such as ‘*What to do during Disasters and Emergencies*’ adapted for specific emergencies (earthquakes, tsunamis, flash floods, king tides)¹⁰⁷. The consultant had the opportunity to review the contents of some of the emergency messages developed by the project to be disseminated through radio and Digicel mobile service and found them to be informative and excellent in providing the population with information and guidance on how to proceed to receive assistance from emergency responders in the field.

Currently Output 4 of Phase III of the HAT Project is **on track** to be successfully achieved.

F23 ⇒ *The HAT project is **on track** to meet most of the performance criteria of Output 4 of Phase III (2024) Project “National communications awareness raising campaigns”. The project:*

- ❑ *Conducted public awareness campaigns on the impact of drought, floods and earthquakes together with national/ provincial authorities and has developed emergency and awareness raising messages that can be broadcasted through DIGICEL or other media for public information.*

3.4 EFFICIENCY

Evaluation Question: **Efficiency**

Questions:

Question 3.4.1: Assess how program management factors and decisions, such as program team structure, partnerships, work planning processes, delivery approach and M&E processes contributed to the project delivery and efficiency.

Answer to Q 3.4.1: The program team structure was adequate even though often staff was not recruited in all positions. The team worked well together and was able to build partnerships with NGOs and provincial and district emergency responders which contributed to project delivery and efficiency.

Question 3.4.2: Assess the quality of Internal and External Communication, including relationships within the team, partners, stakeholders, donors and beneficiaries.

Answer to Q 3.4.2: The fact that the team worked together in connected offices contributed to team cohesion and facilitated internal communication. The project team built trust and good relationship with partners, stakeholders, donors, national and local emergency responders by ensuring good quality and informative timely communication not only in its function as secretariat of the DMT but also on monitoring and reporting on small and medium disaster incidents and in providing coordination information to all concerned.

Question 3.4.3: Assess to what extent were project management and implementation participatory, including of men, women, youth and any other targeted groups?

Answer to Q 3.4.3: Project management and implementation was reasonably carried out in a participatory manner. While the project team made efforts to include women and other targeted groups in its activities, particularly in trainings and awareness raising in the communities (and the report identified such cases), the project did not specifically provided activities targeting such groups, which made it difficult for the evaluation consultant to provide more specific data in this area.

Question 3.4.4: Assess the quality of the learning processes such as self-evaluation, learning and adjustment on the basis of monitoring, coordination and exchange with other projects for learning.

Answer to Q 3.4.4: The project’s Annual Summary Reports provided some degree of self-evaluation and identified lessons which were taken into account in subsequent phases of the project. For example, Phase

¹⁰⁶ Source: HAT Project Monthly Progress Reports, March 2024, p.4

¹⁰⁷ See Annex D assessment.

III of the project provided for more training and awareness raising activities which was considered important by national and local counterparts. The overlooked issue, a major constraint to the achievements of the project, was the fact that the policy discussions at the DMT was not percolating to the DMC and higher level of PNG government, preventing action in updating the National Disaster Management legislation to bring it in compliance with international standards.

Question 3.4.5: Assess whether the project can be considered as having been delivering value for money given its resources and scale of impact? To what extent were financial and human resources used effectively? Were resources (funds, male and female staff, time, expertise, etc.) allocated strategically to achieve outcomes?

Answer to Q 3.4.5: With almost 100% corroboration of all stakeholders interviewed during this evaluation, the consultant's assessment is that the project delivered value for money given its resources and scale of impact. Both financial and human resources were strategically allocated and used effectively in the delivery of the projects activities to achieve its planned outputs. Stakeholders interviewed report that the HAT team does good work in reporting smaller events and that some disasters would go unnoticed if it were not for HAT's good work in reporting; And that the HAT team manages all platforms which allow the DMT to function efficiently and carry out its coordination role. Without these platforms the DMT could not function; And confirm that the HAT project team is very efficient and is efficient in delivering value for the money.

Question 3.4.6: How well did the projects monitor and address risk during design and implementation?

Answer to Q 3.4.6: The project design required that specific risks that may threaten achievement of intended results be identified and required project team to monitor risk management actions using a risk log. This was done on a quarterly basis during the implementation of the project.

Project Monitoring. The HAT project activities are backed up with a good record-keeping methodology that contributes to transparency and efficiency. One example is the project's system of filing a 'Back to Office Report' (BTOR) for the CCEA trainings and for the coordination and assessment missions to the provinces, which provide a good record of its activities: purpose of travel, participating staff, their roles and work done. The consultant reviewed all the BTORs filed during the 3 phases of the project (2021, 2022, 2023), including the following BTORs for 2024¹⁰⁸:

- BTOR for the CCEA Training Daru;
- BTOR for the CCEA Training Goroka;
- BTOR for the Bagana Earthquake Mission May 2024;
- BTOR for the Drone Training Madang.

These documents provide sufficient details of the trainings and missions to allow an assessment of their 'value for money analysis' and for a determination as to whether they are warranted under the mandate of the project.

The **BTORs and other monitoring tools** such as the **Monthly Progress Reports** to the PSU and the **Annual Summary Reports** submitted to the Project Steering Committee are **excellent monitoring tools** that provide sufficient information for the oversight of the project and allow for adequate responses to risks identified during the implementation of the activities of the project¹⁰⁹.

F24 ⇒ *The HAT project activities are backed up with a good record-keeping methodology that contributed to transparency and efficiency.*

The HAT project also employed an excellent 'training evaluation methodology' for the capacity building trainings the team conducted, using tools which were very useful in the consultant's assessment of the effectiveness and efficiency of the project's interventions in this area. The project kept **good records of the pre- and post-trainings' evaluation responses of training participants** which were carefully reviewed and analyzed by the consultant.

¹⁰⁸ Source: HAT Project's Back To Office Reports (BTORs) 2020; 2021; 2022; 2023; and 2024.

¹⁰⁹ Source: HAT project's Monthly Progress Reports; and HAT's project 2021, 2022 and 2023 Annual Summary Reports.

In the **pre-training questionnaire**, for example, a question posed to trainees was “*What do I Expect from this Workshop?*” while in the **post-training questionnaire** questions posed included “*What part of this Workshop did you find most useful in you work?*” and “*After this Workshop, what recommendations would you make for future workshops’ improvements?*”.

The consultant reviewed and analyzed samples of the capacity building trainings and workshops carried out by the project and found that the training evaluation methodology was adequate to measure the effectiveness and efficiency of the trainings and workshops conducted by the HAT project. The following **post-training survey** of participants provides an illustration of questions and responses received¹¹⁰:

- In the **2023 Western Highlands Workshop on Disaster Risk Management (DRM)** participants were asked to rank the workshop as to how they can use the knowledge transfer in their DRM work: “**data collection**” and “**coordination**” were ranked at the top; participants also ranked the **trainers and training materials** very highly (**9 in a scale of 1 to 10**); other questions included “*suggestions for the improvement of future workshops*”.

In the **Logistics Working Group Training** conducted by the HAT project, **participants ranked group and team work high**; 87% of participants reported having understood most of the **table-top exercise (TTX)** used at the workshop; everyone agreed as to the importance of establishing a Logistics Working Group (LWG) in their area with 52% indicating that they are committed to actively participate in the LWG and the remaining participants indicating that they “*need to discuss with their principals first*” before committing¹¹¹. The Logistics Working Group (LWG) Training was reported to be very important for stakeholders in that Group since the establishment of the LWG under the leadership of UNICEF was considered to be an important gap in the DMT cluster system¹¹².

F25 ⇒ *A review of HAT’s training materials and evaluation methodology and of surveys used in the capacity building trainings delivered by the project, support the finding that the quality of the learning processes and evaluation of programs were effective and that HAT’s resources (funds, male and female staff, time, expertise, etc.) were allocated strategically to achieve key outcomes.*

The HAT project depends on a certain level of human resources to adequately run the *Secretariat* of the DMT and to deliver all the project activities. As a result, by design, the project document allocated half of the project funding to personnel and to the cost of missions to disaster areas. The consultant also took into consideration the fact that the inability of the project team to achieve Outputs 2 in Phases I and II was mainly due to the lack of legislative and institutional reform of the NDC, which depended on government action. Taking those factors into consideration, the consultant’s analysis and assessments of the HAT project outputs’ implementation achievements described above and in section 3.3 *Effectiveness* and in the sections below, when contrasted with the yearly budget vs outputs delivery by the project [as shown in both **Table 11** and **Table 12** below], leads to the conclusion that overall the HAT project was efficiently implemented.

Table 11. HAT Project Delivery/Execution Rate 2021 - 2024¹¹³

HAT Project Year	Budget - USD	Expenditure - USD	Budget Delivery Rate (%)	Output Delivery/Overall Execution Rate [Assessed]
2021-2022	\$ 820, 984	\$816,034	99%	90%
2023	\$1,172,228	\$1,172,228	100%	90%

¹¹⁰ Source: HAT Project’s 2023 Western Highlands Workshop on DRM evaluation

¹¹¹ Source: HAT Project’s Logistics Working Group Training evaluation (45 Responses)

¹¹² Source: KIIs, in particular UNICEF KIIs.

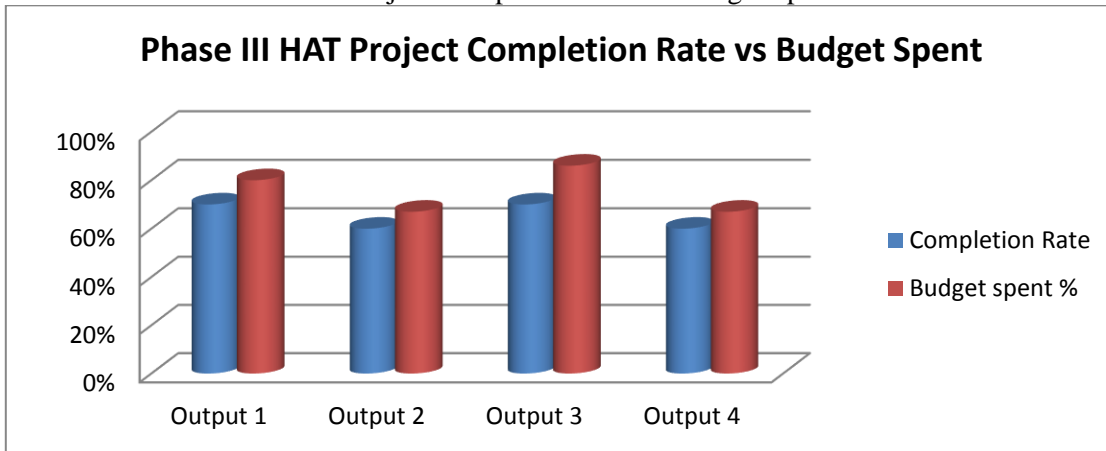
¹¹³ Source: HAT 2022 Annual Report, p. 9; HAT 2023 Annual Report, p. 10; Annex E chart of the ongoing 2024 project implementation data.

2024 [Jan 1- Aug 15]	\$544,923 + \$526,438 (Project Management Budget) ¹¹⁴	\$381,382	70% [as of Aug 30, 2024]	65% [as of Aug 30, 2024]
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Taking into account the challenges the HAT project team faced in implementing project activities when key national counterparts faced serious gaps in qualified technical personnel and adequate resources, an execution rate as displayed on Table 11 in 2022 and 2023 is considered reasonable and efficient.

Analysis of the percentage of the HAT project’s Phase III budget spent from the beginning of Phase III (1 January 2024) up to 15 August 2024, **compared** to an estimate of the activities completed during the same period, reflect **reasonable delivery rate vs budget expenditure rate** to date. While current 2024 Phase III project implementation was 65% and the budget expenditure was assessed at 70% as at 15 August 2024 (evaluation assessment date), the HAT project team is confident that the execution rate by the end of Phase III (31 December 2024) will be somewhere between 90% and 100%¹¹⁵.

Table 12: Chart of Phase III Project Completion Rate vs Budget Spent¹¹⁶



Output1:“Humanitarian action and coordination”; **Output2:**“Enhanced information management for improved disaster prevention, planning & emergency response”; **Output3:**“Institutional strengthening”; **Output4:**“National communications awareness raising campaigns”

As it was put by a key stakeholder¹¹⁷ during consultations for this evaluation:

“The HAT project team is very efficient... efficient in delivering value for the money. The DMT could not function without the HAT. The team does good work in reporting smaller events, such as the flooding in Western province. Some disasters would go unnoticed if it were not for HAT’s good work in reporting.”

And another key stakeholder¹¹⁸ reported similar sentiments about HAT’s support to the DMT:

“The HAT team manages all platforms which allow the DMT to function efficiently and carry out its coordination role. Without these platforms the DMT could not function... we heavily rely on the HAT team because the NDC does not provide much information”.

F26 ⇒ Stakeholders, in general, reported that the HAT Project staff work well together as a tight and effective team and delivered good coordination for the DMT and good communication products to stakeholders.

¹¹⁴ Assessment takes into account only project output delivery and it is based on the budgeted overhead or project management costs,

¹¹⁵ Source: HAT team KIIs

¹¹⁶ Source: Consultant’s chart based on data collected from Project team. See Annex E for data used in this analysis.

¹¹⁷ Donor group KII

¹¹⁸ Donor group KII; NGO group KII: ‘The HAT team is easily reachable and accessible. Good committed staff. They provide good communication and good coordination and share information in a more transparent way’; Other stakeholders interviewed corroborated the fact that the HAT does good work (UN agency group KII).

Risk Management. The project design required that specific risks that may threaten achievement of intended results be identified and required project team to monitor risk management actions using a risk log. This was done on a quarterly basis during the implementation of the project. For example, a risk identified during the 2022 project implementation (Phase II) lead the project to propose to modify the 2023 Annual Work Plan to include the recruitment of a new International Coordination Specialist, a National Humanitarian Affairs Officer for Logistics and a National Humanitarian Assistance for CCEA, actions that improved national preparedness and response capabilities during Phase III of the project¹¹⁹.

3.5 IMPACT

Evaluation Question: **Impact**

Questions:

Question 3.5.1: What difference did the interventions make to the country and to the target state structures (NDC and DMT)?

Answer to Q 3.5.1: HAT project interventions allowed the country's DMT to function in an effective manner in the 3-year life of the project. Without the HAT project, the DMT would not be able to function adequately. The project also provided support to the NDC in terms of communication, information and coordination with UN agencies and other stakeholders in the area of disaster management and response.

Question 3.5.2: What difference did the interventions in medium scale disaster response coordination quality?

Answer to Q 3.5.2: HAT project interventions provided needed communication and coordination support to both national and international stakeholders in their respective response to PNG's frequent small and medium scale disasters in the last 3 years.

Question 3.5.3: Describe any unforeseen impacts or unintended consequences (whether positive or negative).

Answer to Q 3.5.3: The fact that the HAT project is administratively under the UNDP had positive consequences in that it benefitted from UNDP's good partner reputation and UNDP's experience in development and disaster risk management. On the other hand, an unintended consequence was that it created resentment among some UN agencies who felt that national stakeholders and the media viewed the project's accomplishments as UNDP's accomplishments.

Question 3.5.4: Identify any innovative interventions or approaches and any exceptional experiences that should be highlighted including through case-studies, stories, best practice.

Answer to Q 3.5.4: The project's project-private enterprise partnership with DIGICEL in conducting mobile surveys was an innovative approach that can be considered for a case-study.

The HAT Project is crucial to the functioning of the DMT as its *Secretariat* and has been very effective in holding its regular monthly meetings and ensuring that the necessary information, assessments, situation reports¹²⁰ and other coordination products are available to the DMT. Stakeholders consulted reported that the monthly meetings of the DMT were well organized with good supporting materials and that it was one of few events in PNG that happened on time and was regularly attended by all DMT member agencies in person or remotely¹²¹.

While the NDC participates in the DMT and receives coordination and information products from the project, the evaluation **could not identify any measurable improvement in the NDC capacity in disaster response coordination**¹²². This is in part due to the lack of skilled technical personnel and the lack of leadership at the NDC to benefit from capacity development trainings¹²³.

¹¹⁹ Source: HAT 2022 Summary Report, p. 6

¹²⁰ Source: UN agency group KIIs

¹²¹ Source: Almost every key stakeholder interviewed.

¹²² *Caveat:* When the consultant attended at the NDC to visit the institution and conduct interviews there were only the 2 deputy directors at the building and all offices were empty which did not allow for an adequate assessment of the key government institution in charge of humanitarian response in the country.

¹²³ This assessment is corroborated by the majority of KIIs

A review of the assessments and coordination activities carried out by the HAT project show that the HAT project not only in its role as the *Secretariat* of the DMT but also in its coordination missions and assessments has impacted small and medium disaster response coordination quality in PNG. Discussions held with key stakeholders corroborate this finding. Unanimously stakeholders consulted reported that the HAT project team was crucial to the functioning of the DMT¹²⁴. However, due to the fact that each natural disaster and each emergency is different, it is difficult to credit the HAT project team for improvement in a particular natural disaster or emergency response.

F27 ⇒ *The HAT project is very effective in its function as the DMT Secretariat; and its coordination and information products and activities have achieved reasonable impact particularly in regional and local coordination and have contributed to small and medium scale disaster response coordination quality. However, the evaluation could not identify any measurable improvement in NDC capacity in disaster response coordination.*

Provincial and local authorities report that their humanitarian relief responses are not well integrated with the national authority emergency responses and that they receive very little support and guidance from national authorities¹²⁵. The HAT project tries to fill this gap by targeting the provinces in their humanitarian responses and coordination work. Corroboration of provinces' reliance on such engagement was evident to the consultant during consultations carried out in the Sepik province. It was reported that, on an emergency "*the province sends 2 requests for support: one to the NDC and one to the DMT; usually the HAT responds promptly*".

Government coordination is lacking at higher levels, often leaving provincial and local authorities to carry out humanitarian relief responses on their own, accessing only the limited annual funding they are entitled to by law to receive from national authorities¹²⁶.

Faced with bureaucratic and other constraints in engaging and building the capacity of the NDC, the **HAT Project targeted the provincial and district authorities** for capacity building trainings. During the mission conducted as part of this evaluation to Wewak in the Sepik province, discussions were held with provincial administration coordination authorities and with Angoram district managers¹²⁷, which provided evidence that the project has also **achieved reasonable impact** in local response mechanisms.

F28 ⇒ *The lack of coordination and integration of the provincial and local authorities' humanitarian responses within the national authority emergency response structure presented a challenge to the HAT project in targeting and engaging state structures and maximizing the impact of its interventions. One way the HAT project got around this challenge was to target provincial and district authorities for capacity building trainings.*

3.6 SUSTAINABILITY

Evaluation Question: Sustainability

Questions:

Question 3.6.1: To what extent are the major project achievements likely to be sustained after the project end?

Answer to Q 3.6.1: HAT project interventions such as trainings, workshops and leading coordination efforts together with national and provincial counterparts have strengthened national institutions to a certain extent but unless there is a medium to long term intervention HAT project achievements will not be sustained in the medium to long term.

Question 3.6.2: To what extent will targeted men, women, youth and other vulnerable people benefit from the project interventions in the long-term?

¹²⁴ Source: Almost every stakeholder interviewed.

¹²⁵ UN agency group KII; Corroborated by Sepik province stakeholders' interviews.

¹²⁶ Sepik province stakeholders' interview: 100,000 PNG Kina (or USD \$25,000 +/-) yearly budget from national government for the Sepik province.

¹²⁷ Sepik province stakeholders' interviews.

Answer to Q 3.6.2: It is difficult to assess to what extent women and other vulnerable people will benefit from project interventions in the long term. While there has been awareness raised about these issues, a longer term intervention with more specific activities targeting women and other vulnerable people would be required to ensure sustainability.

Question 3.6.3: To what extent will financial and economic resources be available to sustain the benefits achieved by the project?

Answer to Q 3.6.3: The main counterpart for the HAT project the NDC lacks technical personnel and financial and economic resources to carry out the needed reforms to be able to sustain capacity building interventions to sustain the benefits achieved by the project.

Question 3.6.4: Is there any evidence to suggest that the project interventions and achievements will be sustained replicated whether through the Government, NGOs, communities or other partners?

Answer to Q 3.6.4: Donors and other key stakeholders consulted during this evaluation reported that the HAT project interventions will be replicated (in some form or other) in another donor-supported intervention to support the PNG government and the NDC in natural disaster and emergency management and response.

Question 3.6.5: Does the project have an exit strategy and does it actively seek opportunities for catalytic effects, financial or otherwise?

Answer to Q 3.6.5: There is no written exit strategy that the consultant is aware of, but there are assurances from donors and other key stakeholders that there will be another donor-supported intervention at the end of the HAT project.

The HAT is crucial to the functioning of the DMT as its *Secretariat* and will require funding support for many years if not decades. Without the HAT the DMT would not be able to carry out its mandate.

Findings of this evaluation support the conclusion that there will be '*financial sustainability*' for the continuation of the activities now performed by the HAT project and that donors realize the importance of continuing making financial contributions in support of the implementation of the outputs of the project¹²⁸. However, prospects for sustainability of major project achievements in terms of '*institutional sustainability*' and government policy ('*policy/ legislative sustainability*') are **very weak**. The NDC lacks leadership, autonomy and qualified technical personnel to carry out its mandate and the PNG government has not prioritized DNC institutional reform and the legislative reform required to bring the *National Disaster Management Act* in compliance with international standards.

The 'institutional sustainability' gap is well-documented throughout this report. It includes not only **economic sustainability** challenges but also **political and social sustainability** factors. Although the government realizes that disaster management and response is a major national concern, it seems incapable to take the necessary actions in terms of legislative and institutional changes to reform the NDC into a modern institution capable of sustaining the capacity building activities that international agencies, NGOs and donors are ready and eager to support.

F29 ⇒ *The NDC is currently not able to sustain any of the major project achievements. Factors constraining sustainability of results: a) NDC needs further support in its efforts to achieve institutional reform; b) momentum that would result in bringing the National Disaster Management Act in compliance with international standards.*

A medium- to long-term funding support (at least a **3-year intervention**) would be more conducive to sustainability of capacity and skills transfer to national counterparts such as the NDC and the provincial and local disaster and emergency response coordination authorities¹²⁹. This funding may be directed towards a project similar to the HAT project (with combined HAT and development roles) or it may be directed towards two separate interventions, **one directed to support HAT in its traditional OCHA's HAT role** and another directed to a **DRM-type development project**¹³⁰.

¹²⁸ Donor group KIIs

¹²⁹ Donor group KIIs; As one stakeholder put it: "*In the long term HAT has to be institutionalized unless OCHA returns to PNG. A 3-year project may be a step in that direction.*"

¹³⁰ KIIs interviewed agree with these options in general.

F30 ⇒ *While there is potential ‘financial sustainability’ available through a donor-supported project to sustain HAT’s achievements in the short- to medium- term, prospects for sustainability of project achievements in terms of ‘institutional sustainability’ and government policy (‘policy/ legislative sustainability’) are very weak.*

The traditional OCHA’s HAT role is to support the UN RC in every aspect of its country-level humanitarian coordination role¹³¹ which, in PNG, includes supporting the DMT in its coordination role. “UN RC is responsible for leading and coordinating the efforts of humanitarian organizations (both UN and non-UN)” and “effective coordination with national authorities”. The UN RC also has “a role to ensure that humanitarian action is principled, timely, effective, efficient and contributes to longer-term recovery”¹³². An important aspect of effective coordination during natural disasters and emergencies humanitarian responses is the carrying out of **needs assessment and analysis**, and the conduct of **strategic planning** in the process of responding to the humanitarian crisis.

A key role of OCHA is to **advocate** for better responses to humanitarian crisis:

“For us, advocacy means communicating the right message to the right people at the right time. Whether we’re talking to crisis-affected communities, Governments, humanitarian agencies, community-based organizations, the media, donors, the private sector or parties to conflict, we work tirelessly to build coalitions and initiate commitments to save lives and protect those in harm’s way”¹³³.

In the absence of OCHA in the country **the advocacy role rests with the DMT under the leadership of the UN RC**. Advocacy includes firm and honest dialogue by the UN RC, with the support of all heads of UN agencies and key donors in the country, with the highest level government authorities, to advocate for changes needed to improve effective delivery of humanitarian responses in the PNG.

Notwithstanding millions of dollars, goods and services invested by donors, UN agencies and civil society organizations **each year** in PNG, they have not been successful in their individual and collective advocacy roles to convince the PNG government to carry out necessary reforms including:

- Revision of the *National Disaster Management Act* to bring it in compliance with international standards.
- Provide the NDC with skilled technical personnel capable of absorbing and retaining capacity and trainings skills;
- Institutional reform of the NDC - Grant operational autonomy and adequate financial and technical resources to the NDC and allow it to develop and exercise leadership in its mandate in coordinating response in national emergencies/disasters.

No matter how much money, goods and services is invested by international agencies and donors, sustainability of major achievements of any project in this field will not be achieved unless the PNG Government carries out above reforms. As stated by a key stakeholder “*the UN should be pushing for the reform of the NDC*”¹³⁴.

F31 ⇒ *Notwithstanding millions of dollars, goods and services invested by donors, UN agencies and civil society organizations each year in PNG, they have not been successful in their individual and collective advocacy roles to convince the PNG government to carry out necessary institutional reforms of the NDC that would contribute to sustainability of project achievements.*

3.7 HUMAN RIGHTS, GENDER EQUALITY & DISABILITY

Evaluation Question: Cross-Cutting Issues

¹³¹ Source: OCHA Headquarters Website: [Headquarters | OCHA \(unocha.org\)](https://www.unocha.org/)

¹³² Source: OCHA Website: [We coordinate | OCHA \(unocha.org\)](https://www.unocha.org/)

¹³³ Source: OCHA Website: [We advocate | OCHA \(unocha.org\)](https://www.unocha.org/)

¹³⁴ Donor group KIL.

Human Rights

Questions:

Question 3.7.1: To what extent has the project contributed to the protection of human rights, including through equal access to assistance for all members of the disaster-affected communities, including poor, and physically challenged, women, men, boy, girls and other disadvantaged and marginalized groups?

Answer to Q 3.7.1: Project documentation report constant attention to ensure equal access to everyone and, in particular, women, persons with disabilities and other disadvantaged groups. There was some corroboration that the project raised awareness about these issues in the communities.

Question 3.7.2: To what extent has the project promoted awareness about human rights and humanitarian protection principles among NDC, DMT members and key disaster relief partners?

Answer to Q 3.7.2: It can be said that the project promoted awareness about human rights and humanitarian principles among NDC and key disaster relief partners to a reasonably high extent. Other UN agencies also promote these principles in their activities in the country.

Gender Equality

Questions:

Question 3.7.3: To what extent have gender equality and gender lens been applied in the design, implementation and monitoring of the project and has the project contributed to any change in gender equality?

Answer to Q 3.7.3: Application of a gender lens was apparent in the design and implementation process but only as a cross-cutting theme and not in terms of specific outputs and outcomes. There was some corroboration in the communities visited during the evaluation that, as a result of awareness raising activities of the project, efforts were made to ensure that women and persons with disabilities benefitted equally to the rest of the population from services delivered during emergency responses.

Question 3.7.4: To what extent has consideration been given by the project to the inclusion of gender perspectives in the NDC and DMT work and priorities?

Answer to Q 3.7.4: Project documentation report a constant effort by the project to ensure the inclusion of gender perspectives in their engagements with the NDC and in the DMT work and priorities.

Question 3.7.5: To what extent has gender equality been promoted from the relief coordination perspective during emergency responses?

Answer to Q 3.7.5: Not only the HAT project team but also other UN agencies promoted gender equality in the relief coordination interventions during emergency responses. This was done mainly through awareness raising of such issues and during the training of NDC, provinces and districts emergency responders.

Question 3.7.6: Is the gender marker assigned to this project representative of reality?

Answer to Q 3.7.6: Gender marker 2 rating means that the activities have gender equality as a significant objective, although the project is not specifically dedicated to gender, but gender issues are discussed in all sections of it, with inclusion of sex-disaggregated data where relevant. As mentioned in the report, the project design and implementation process comply with GEN 2 rating, but the design of the project included it as a cross-cutting theme and not in terms of specific outputs and outcomes.

Disability

Questions:

Question 3.7.7: Were the needs of persons with disabilities taken into consideration in some ways (suggestions to clusters, reminders to clusters about disability-specific materials) when planning disaster responses and

coordinating the response with NDC and DMT members?

Answer to Q.3.7.7: The project in its DMT coordination function supported the Inter-Cluster Coordination Group, whose membership includes representative from nine UN agencies, three government organizations but also six NGOs including the PNG Disability Sector Coalition. Project documentation report that the needs of persons with disabilities are taken into account when planning disaster responses and coordinating the response with NDC and DMT. During consultations carried out during this evaluation in Angoram district of Sepik province, local administration staff described in detail how much effort is made during emergency responses to ensure that women, children and persons with disabilities receive care packages and are prioritized for other goods and services. They confirmed that the project conducted awareness raising activities dealing with the needs of women and persons with disabilities.

Application of a gender lens was apparent in the design and implementation process but only as a cross-cutting theme and not in terms of specific outputs and outcomes. In all three (3) phases of the HAT project, the project made reasonable attempts to consider gender issues in their activities to achieve a gender marker 2, which is the rating allocated to the project in the design of the project's activities¹³⁵.

Gender marker 2 rating means that *the activities have gender equality as a significant objective, although the project is not specifically dedicated to gender, but gender issues are discussed in all sections of it, with inclusion of sex-disaggregated data where relevant.* The project continues to monitor implementation of the gender marker rating in its activities and to address gender disparity issues if any is detected.

While the project does not have specific activities or outputs to address gender equality or disability issues, through its role as the *Secretariat* for the DMT, it ensured that annual terms of reference and member compact on accountability that includes specific requirements of protection, address gender-based violence and advocate for protection from sexual abuse and exploitation¹³⁶. The Project has also reported that *“there has been stronger advocacy for and focus on most vulnerable populations, with particular attention to gender-based violence, protection from sexual exploitation and abuse, and people living with disabilities”*¹³⁷.

While in some activities the Project was successful in ensuring gender balance in terms of activities' participants, such as at the 3-day workshop conducted by the HAT CCEA officer with the CDAC Network in Port Moresby 24-26 April 2024, **where 9 females and 7 males** from UN agencies, INGOs, government and media attended the workshop, with representation from 4 provinces, other activities did not meet similar targets.

This workshop focused on the importance of community participation and their role in **CCEA**, and carried out exercises on coordination and community feedback mechanism. An output of the exercise was the group coming up with Terms of Reference for the **CCEA Community of Practice** together.

On the other hand, the training on using kobo collect tool for data collection in Disaster Needs Assessment carried out in Kiunga, Western Province on 25 June 2024, out of 11 trainees only 2 were females participated in the training¹³⁸. This gender imbalance may be explained by the fact that local authorities and humanitarian responders are mostly men.

As reported in prior sections, the HAT project supported response coordination in numerous disasters and emergencies in PNG in the last three years. While the HAT project's reports provide gender disaggregated (male/female) data on the participants in its trainings and workshops, the HAT project reports do not provide gender disaggregated data on the numbers of people affected by the disasters and emergencies in which the project participated and provided response coordination. Such

¹³⁵ The UNDP Gender Marker is a tool that rates gender mainstreaming and equality at the activity level on a scale from zero to three.

¹³⁶ Source: 2023 HAT Final Project Report, p.7

¹³⁷ Source: 2023 HAT Final Project Report, p.7

¹³⁸ Sources: HAT Monthly Progress Report April 2024; HAT Monthly Progress Report June 2024

information would be helpful in better showing the extent to which the project addressed the gender gap and would provide tangible evidence that gender was mainstreamed across project outputs producing results for women beneficiaries reached.

Discussions held by the consultant with UN Women and UNICEF and discussions held during the field visit to the East Sepik province with the provincial authorities and, in particular, with the female district manager in Angoram, provided evidence that project activities have generated awareness in emergency responders of the importance to reach **women and persons with disabilities** in local communities.

F32 ⇒ *The HAT project results demonstrate the integration of human rights, **gender equality and disability** during the project’s implementation process taking into consideration that the design of the project treated those issues only as a **cross-cutting themes** and not in terms of specific outputs and outcomes.*

During the month of April 2024, the HAT had dedicated meetings with Protection focal points from UN Women, UNICEF and IOM on restarting the **Protection cluster**. Other activities where some focus was directed towards women, children and vulnerable groups included: a) the project in its DMT coordination function supports the Inter-Cluster Coordination Group, whose membership includes representative from nine UN agencies, three government organizations but also six NGOs including the **PNG Disability Sector Coalition**; b) the after-action review mission conducted by the HAT in collaboration with Australian DFAT to the Autonomous Region of Bougainville (ABG) 13-16 May 2024 and held focus group discussions, key informant interviews, site observations with key ABG government officials, development partners, NGOs, CBOs, Wakunai district government and affected populations (**male, female and persons with disabilities**)¹³⁹.

Gender dimension and equality issues are the focus of a meeting that **UN Women** holds every 2 months with donors, government and other UN agencies and NGOs. During these meetings specific disaster responsibilities are discusses as well as prevention initiatives¹⁴⁰.

There was evidence that provincial and district emergency responders were made aware of the importance of ensuring protection of women and children and ensuring relief goods and services reach **women and persons with disabilities**. During consultations carried out during this evaluation in Angoram district of Sepik province, local administration staff described in detail how much effort is made during emergency responses to ensure that women, children and persons with disabilities receive care packages and are prioritized for other goods and services¹⁴¹. Provincial coordinator and district officials reported that ‘*awareness raising activities have been carried out; results have been noticed in terms of communities starting to prioritize care of women, children and persons with disabilities during emergencies*’¹⁴².

F33 ⇒ *There is evidence that project activities have generated awareness in emergency responders of the importance to reach **women and persons with disabilities** in local communities.*

¹³⁹ Source: HAT Monthly Progress Report May 2024

¹⁴⁰ UN agency group KII

¹⁴¹ KII interviews in Wewak and Angoram.

¹⁴² KII interviews in Wewak and Angoram.

4.0 CONCLUSIONS

Based on the previous chapter's findings, the consultant draws the following conclusions:

C1. Once OCHA departed from PNG, the DMT would not be able to function without the HAT. Consequently, the HAT project team is fundamental to the operation of disaster coordination management in the country and, in terms of planning its continued existence, a long-term perspective is important.

Links to Findings: F2, F4, F12, F16, F27, F28, F29, F30, F32, F33

C2. Feedback received from stakeholders consulted during this evaluation support the conclusion that the HAT team works well together and provides good support to the DMT, keeping DMT members well-informed with its situation reports, needs assessments and other products.

Links to Findings: F3, F6, F9, F13, F17, F19, F22, F23, F26

C3. Analysis of the outputs achieved by the project provided sufficient evidence for the conclusion that the HAT project team was effective and that HAT's resources (funds, male and female staff, time, expertise, etc.) were allocated strategically to achieve key objectives of the project. This was corroborated by the stakeholders interviewed during this evaluation.

Links to Findings: F9, F10, F13, F14, F18, F21, F22, F23, F24, F25, F26, F33

C4. The HAT project has contributed to disaster relief coordination needs in PNG and it continues to be relevant and aligned with the PNG government's major disaster relief priorities and needs. The project objectives are aligned with the UNDP's CPD outputs and relevant SDGs, and with OCHA's role in promoting quality and inclusive disaster responses.

Links to Findings: F5, F6

C5. The project faced and continues to face challenges and limitations in that its key national counterpart is the NDC, an institution that lacks leadership and qualified technical personnel to benefit from disaster response coordination trainings and other capacity development interventions.

Links to Findings: F7, F11, F12, F15, F16, F27, F28, F29

C6. Provincial and local coordination authorities are not well integrated within the national emergency response structure resulting in gaps in coordination between the NDC and other national actors involved in natural disasters and emergencies humanitarian responses. Lack of such integration impacts the NDC coordination with the DMT's agencies and is a barrier to the HAT project targeting and engaging state structures for capacity building trainings.

Links to Findings: F28

C7. Evidence collected during the evaluation show that the HAT project team pivoted, to a certain extent in Phase III of the project, to target the provincial and district disaster response coordinators for capacity development trainings and other interventions. While the NDC may have concerns with this approach, feedback from other key stakeholders interviewed supported it.

Links to Findings: F17, F28

C8. The design and the implementation of the project integrated human rights, **gender equality** and **disability** issues and the project team conducted awareness raising activities on these issues with national, provincial and district emergency responders and made efforts to include women and persons with disabilities in trainings and workshops conducted by the project.

Links to Findings: F32, F33

C9. The main challenge faced by the DMT is that discussions and decisions reached at its meetings and other interventions is not percolating to the higher levels of government and the bi-annual meetings with the Disaster Management Committee (DMC) have not taken place. As a consequence, the PNG government has not prioritized NDC institutional reform and legislative reform to bring its

Disaster Management Act of 1984 into compliance with international standards. This is the most frequently cited barrier to the achievement of some key objectives of the HAT project.

Links to Findings: F7, F8, F27, F29, F31

5.0 LESSONS & BEST PRACTICES

L1. HATs operating outside the traditional OCHA umbrella need to be aware of the ‘not in my backyard’ attitude of some UN agencies, who rely on the framework of UN agencies’ mandates to protect what they perceive to be their ‘own turf’. In such situations, HATs need to have clear functional and operational protocols and the awareness that it takes not only nudging and patience but also respect and regard to jurisdictional nuance for the HAT not to be perceived to be imposing an agenda.

L2. In order to achieve institutional changes, an institution needs to be grounded on effective up-to-date legislative framework (in compliance with national and international standards) and have adequate leadership, autonomy, resources and qualified technical personnel who can benefit from reform interventions.

L3. High level government ownership and commitment to institutional reform is crucial to the success of the reform of a national institution.

6.0 RECOMMENDATIONS

STRATEGIC RECOMMENDATIONS

R1. Prior to the end of the current phase of the HAT project a decision should be reached to continue to provide support for the HAT PNG in the medium to long term with secured funding for a period of at least 3 years.

Operational Actions:

- Organize a working group of donor(s), DMT development partners and NGOs
- Identify donors
- High level meetings by UN RC, donor(s), key DMT development partners and PNG Gov
- Develop and sign a ProDoc or other funding mechanism arrangement

Links to: Conclusion 1

Links to: Findings F2, F3, F4, F12, F16, F27, F28, F29, F30, F32, F33

Priority: High

Directed to: Project team, UN RC, DMT, PNG Gov, donors and development partners.

R2. Prior to the end of the current phase of the HAT project a decision should be reached as to whether the next phase of HAT will be: (a) Another phase of the current HAT project administratively under the UNDP and functionally under the UN RC; (b) Fund a HAT project embedded in the RCO with functions that mirror OCHA’s HATs; (c) Fund a HAT project as described in (b), complemented by a separate DRM-type project in the UNDP; or (d) Create a HAT unit institutionally in the RCO.

Operational Actions:

- Organize a working group of donor(s), DMT development partners and NGOs
- Carry out brainstorming sessions to identify the best intervention approach
- High level meetings by UN RC, donors, key development partners and PNG Gov
- Develop and sign a ProDoc or other funding mechanism arrangement

Links to: Conclusion 1

Links to: Findings F2, F3, F4, F12, F16, F27, F28, F29, F30, F32, F33

Priority: High

Directed to: Project team, UN RC, DMT, donors and development partners.

R3. Regardless of the option adopted for the next phase of the HAT, clear and specific **protocols** need to be developed by UN RC, in consultation with the DMT and clusters’ leaders, as to what roles, functions and activities the HAT is to assume; what are the lines of reporting and of obtaining clearances to engage; what logo, if any, the HAT may display on its products; **and** operating protocols in terms of how each of the emergency response mechanisms interrelate and coordinate with one another and with the HAT and the Government, sharing information both during the emergency response and the emergency response preparedness phases.

Operational Actions:

- Organize a working group of members of key DMT members and key project team
- Carry out brainstorming sessions on protocols on the roles and functions of the HAT including lines of reporting, use of logos, contacting media, etc.
- Support the development of protocols and guidelines
- Present draft protocols to UN RC for review and approval

Links to: Conclusion 1

Links to: Findings F3

Priority: High

Directed to: Project team, UN RC, DMT

R4. If the HAT PNG continues as project, the UN RC should consider whether the UN RC needs to be a signatory to the ProDoc maybe as a consenting party.

Operational Actions:

- Develop and sign a ProDoc or other funding mechanism arrangement by all parties considered necessary to give effect to the program

Links to: Conclusion 1

Links to: Findings F1, F2

Priority: Low

Directed to: UN RC, donor(s) and development partners.

R5. Once HAT's next phase has been determined and its roles clearly defined, the PNG's UN family of agencies would benefit from a **'bonding' and team building retreat** with team building exercises and games and with a workshop to share information about the roles and functions of the HAT PNG in terms of its Secretariat function and its other roles in natural disasters and other emergencies humanitarian response and socialize the protocols among members of the DMT.

Operational Actions:

- Organize a bonding and team building retreat
- Project team to develop games and team building exercises
- Project team to organize a workshop to socialize the protocols developed in R3

Links to: Conclusion 1

Links to: Findings F3

Priority: Medium

Directed to: Project team, DMT development partners/UN agencies, NGOs

COHERENCE

R6. Communication between the DMT and the HAT project with the Director of the NDC during the DMT meetings needs to be supplemented with official, direct and comprehensive communication by the UN RC with the higher levels of the PNG government.

Operational Actions:

- UN RC leadership supported by DMT
- Establish regular meetings between UN RC, NDC and key PNG Gov (High Level)

Links to: Conclusion 9

Links to: Findings F7, F8, F27, F29, F31

Priority: High

Directed to: UN RC, DMT, NDC, PNG Gov (High Level), UN agencies

R7. Under the leadership of the UN RC, donors and the heads of other UN agencies and NGOs, need to engage in a more proactive and effective advocacy aimed at convincing the PNG Government to ensure capable and dynamic leadership in the NDC supported by skilled technical staff and adequate autonomy, resources and equipment to carry out the mandates of that key institution in natural disasters and emergencies responses.

Operational Actions:

- UN RC leadership supported by DMT, donors and NGOs
- Establish, under the leadership of UN RC, a high level Advocacy Group of Donors, Key DMT members/UN Agencies, key NGOs to develop an advocacy plan that will include requesting the PNG Gov to report to the Group during bi-annual high level meeting on concrete steps taken to reform the NDC

Links to: Conclusion 9

Links to: Findings F7, F8, F27, F29, F31

Priority: High

Directed to: UN RC, Donors, DMT, NDC, PNG Gov (High Level), UN agencies, key NGOs

EFFECTIVENESS

R8. The HAT should consider acquiring and using drones and satellite technology in its plans to develop **GIS hazard maps** for priority provinces and also to be able to provide more detailed hazard and active emergency mapping with details for damage assessment and the movement of people for search and rescue, with location of schools and other structures where displaced population may need assistance.

Operational Actions:

- Proceed with the acquisition of drones and satellite technology to support the development of GIS hazard maps

Links to: Conclusion 3

Links to: Findings F21, F22

Priority: Medium

Directed to: Project team, UNDP, DMT

R9. PNG Government should be urged to prioritize **legislative reform** to bring its *Disaster Management Act of 1984* into compliance with international standards. Revision of the *National Disaster Management Act* to bring it in compliance with international standards is urgently necessary to be carried out in time for its amended provisions to be incorporated in the design stage of any planned future interventions in this area being considered by donors and international agencies.

Operational Actions:

- UN RC leadership, PNG Gov leadership, Donor development partner leadership
- Establish timelines for stated NDC reform goals to be achieved by PNG Gov in the ProDoc or other document being signed by the PNG Gov and development partners for the next phase of interventions, including: Enactment of the updated Disaster Management Act.
- Support the development of policies, legislation and other legal framework tools to reform the system

Links to: Conclusions 5 and 9

Links to: Findings F7, F8, F11, F12, F15, F16, F27, F28, F29, F31

Priority: High

Directed to: UN RC, Donors, DMT, NDC, PNG Gov (High Level), UN agencies, key NGOs

R10. **Institutional reform** of the NDC, with quality leadership, skilled technical staff, autonomy and adequate financial resources is urgently necessary so that future aid and capacity building interventions can be adequately planned in the design stage of such interventions. As an incentive to trigger institutional reform of the NDC, support could be provided to transform the NDC into an *Integrated Disaster Response Centre* modelled on similar centres in other countries with a good integrated centre model.

Operational Actions:

- UN RC leadership, PNG Gov leadership, Donor development partner leadership
- Establish timelines for stated NDC reform goals to be achieved by PNG Gov in the ProDoc or other document being signed by the PNG Gov and development partners for the next phase of interventions, including: Recruitment of key technical staff for the NDC; Selection of a qualified Director of NDC based on merit, etc. All as pre-conditions for trainings or other donor-funded activities/investments going forward in the NDC.
- Support the selection and recruitment process.
- If there is donor support, as an incentive with the pre-requisite that reforms are carried out by PNG Gov prior to the intervention funding, propose the modernization of the NDC into an Integrated Disaster Response Centre modelled on similar centres in other countries with a good integrated centre.
- Support the development of the Centre.

Links to: Conclusions 5 and 9

Links to: Findings F7, F8, F11, F12, F15, F16, F27, F28, F29, F31

Priority: High**Directed to:** UN RC, Donors, DMT, NDC, PNG Gov (High Level), UN agencies, key NGOs

EFFICIENCY

R11. Considering the remoteness of some of the regions, and the high rate of movement of national, provincial and district officers from one post to another, it is recommended that one of the training modalities adopted in the future include the Training of Trainers (TOT) that requires participants to develop and implement a specified number of trainings on their own in their community (*'cascading training'* modality).

Operational Actions:

- Project/development intervention ProDoc design incorporating it as an activity

Links to: Conclusion 7**Links to:** Findings F17, F28**Priority:** Low**Directed to:** Project team, DMT, ProDoc drafter

IMPACT

R12. Better integration of the provincial and local authorities within the national emergency response structure and better coordination by the NDC with other national actors involved in natural disaster and emergencies humanitarian response. Such integration would facilitate their coordination with the DMT and facilitate the targeting and engaging of state structures for capacity building trainings.

Operational Actions:

- UN RC and DMT leadership to advocate and pressure the PNG Gov leadership to take action to reform the disaster management and response institutions
- PNG Gov proceed to reform PNG disaster management and response mechanisms

Links to: Conclusions 6 and 7**Links to:** Findings F17, F28**Priority:** High**Directed to:** DMT, PNG Gov, NDC, NGOs

SUSTAINABILITY

R13. Medium- to long-term funding support for the HAT and the DMT (at least a 3-year intervention) is recommended coupled with a medium- to long-term funding support for a DRM-type development project in order to ensure sustainability of capacity and skills transfer to national counterparts such as the NDC and Provincial Disaster Coordination authorities. During the negotiations for these interventions and for other future aid in humanitarian relief support needed legislative reform and NDC institutional reform should be on the table.

Operational Actions:

- Organize a working group of donor(s), DMT development partners and NGOs
- High level meetings by UN RC, donors, key development partners and PNG Gov
- Develop and sign a ProDoc or other funding mechanism arrangement
- During negotiations with PNG Gov agree on timelines for NDC legislative and institutional reform targets and provide such timelines in the ProDoc

Links to: Conclusion 1**Links to:** Findings F2, F3, F4, F12, F16, F27, F28, F29, F30, F32, F33**Priority:** Medium**Directed to:** Project team, UN RC, DMT, donors and development partners.

R14. In order to enhance sustainability of the DMT and the HAT interventions in the NDC, as the main government institution beneficiary of such interventions, technical support embedded at the NDC is recommended.

Operational Actions:

- The project should consider embedding up to 3 technical staff in the NDC (possibly 1 international and 2 national or 3 national staff) but only after PNG Gov proceeds with reforms recommended in this report

Links to: Conclusions 5 and 9

Links to: Findings F7, F8, F11, F12, F15, F16, F27, F28, F29, F31

Priority: Low

Directed to: Project team, DMT, NDC

HUMAN RIGHTS, GENDER EQUALITY & DISABILITY

R15. Future interventions, particularly if a DRM-type project is funded through the UNDP, should consider placing greater focus on human rights, **gender** and **disability** issues, with some activities targeting vulnerable groups and ensuring that data is collected on these issues and that greater awareness of these issues is socialized in the population, particularly among humanitarian relief responders in the provinces and districts. Reports of interventions carried out during natural disasters and other emergencies ought to provide gender-disaggregated data (male/female) on the numbers of affected people reached during such intervention.

Operational Actions:

- The project design (ProDoc) to incorporate specific activities in gender equality and disability

Links to: Conclusions 8

Links to: Findings F32, F33

Priority: Medium

Directed to: Project team, ProDoc drafter, DMT, UN Women, UNICEF, NGOs

ANNEXES

ANNEX A: Terms of Reference

TERMS OF REFERENCE

Ref: IC/PNG/018/2024	International Consultancy for Project Evaluation
Location:	Port Moresby (with travel to one additional disaster affected province within Papua New Guinea), Papua New Guinea
Type of Contract:	Individual Contract (International)
Project:	Humanitarian Advisory Team Project
Languages Required:	English
Starting Date:	July 2024
Duration of Contract:	July - October 2024 (45 Working Days)

Background and Context

The United Nations Office for the Coordination of Humanitarian Assistance (OCHA) maintained a country office in PNG from 2009 until 2015. During that time, it established a Humanitarian Country Team (HCT) that remains in place as the Disaster Management Team (DMT), which is co-chaired by the United Nations Resident Coordinator and the Director of the National Disaster Centre (NDC), the country's national disaster management agency, which currently sits under the Ministry of Defence. The DMT includes among its members UN cluster lead agencies, international NGOs, faith-based organizations, the Red Cross Movement, and key development partners. In 2023, it re-adopted a Terms of Reference (TOR) based on the Inter-Agency Standing Committee's HCT TOR and an annual work plan. In 2019, the DMT developed contingency plans for sudden-onset and slow-onset hazards and conflict in Bougainville. It also drafted a contingency plan for a refugee emergency along the country's border with Indonesia. In 2023 it updated the drought contingency plan.

Since 2016, the Government of Australia has funded the Humanitarian Advisory Team to fill the UN's humanitarian coordination responsibilities following the departure of OCHA. The team was initially funded as part of a Disaster Risk Management (DRM) project delivered by the United Nations Development Programme (UNDP), which ended on 31 December 2021. The fourth component of the DRM project, the humanitarian coordination function for the UN, continued to be embedded in the Humanitarian Advisory Team project under UNDP.

Since 2016, the DMT, at the request of the national government, has mobilised international resources for at least one disaster or crisis each year. Beginning with El Niño-related drought and food insecurity in 2016; Kadovar volcanic eruption displacement in 2018; Highlands earthquake displacement and polio outbreak in 2018; early action planning for El Niño-related drought, Ulawun volcanic eruption displacement and a small refugee emergency in 2019; COVID-19 in 2020 and 2021; the Highlands Election-Related Violence in 2022; the Mt. Bagana and Mt. Ulawun volcanic eruptions in 2023; and the East Sepik earthquake response in 2024.

Additionally, the DMT monitored at least 10 other emergencies in 2023, including earthquakes, minor volcanic eruptions, and the forecasted drought due to the combined effects of the El Niño and the positive Indian Ocean Dipole phenomena. For the latter phenomena, it is currently finalizing an early action plan to mitigate and possibly prevent the serious effects of a possible drought in the first quarter of 2024.

Except for the HAT under UNDP, only a handful of the UN agencies maintain dedicated humanitarian staff, staff involved in humanitarian coordination activities, including leading the DMT clusters, undertake those responsibilities in addition to their development work responsibilities. International non-governmental organization (NGO) members of the DMT as well, have a primary development focus and often small, regional footprints, including the Red Cross Movement. In-country capacities to respond in support of Government-led disasters are very limited, and regional surge support is unlikely except for large-scale, 'system-wide' (L3) events that would trigger IASC global cluster response.

The Humanitarian Advisory Team Project

The Project ensures the continuation of critical humanitarian coordination and support services to Papua New Guinea. The Project team supports and advises the Government of Papua New Guinea, United Nations agencies, the Resident Coordinator in their Humanitarian Coordinator function, civil society, faith-based organisations, and communities to better prepare for, and respond to, natural disaster and pandemic events.

The team is responsible for bringing together humanitarian entities to ensure a coherent response to emergencies and ensure there is a framework within which each entity can contribute to overall response efforts. The team supports the

mobilisation and coordination of effective and principled humanitarian action in partnership with national and international entities to alleviate human suffering in disasters and emergencies. The project includes a range of activities: advocacy; supporting resource mobilisation to response efforts; information management; and capacity building. The Project also supports the NDC to address key goals, including modernising the Disaster Management Act, enhancing communication and coordination between national and provincial disaster management bodies, and providing technical support on contingency planning and needs' assessments.

This Phase III Project builds on previous accomplishments and aims to strengthen national and international humanitarian coordination through a Humanitarian Advisory Services Team that provides direct support to, and advises the Government, United Nations agencies, the Resident Coordinator in their Humanitarian Coordinator function, the DMT, NGOs, faith-based organizations (FBO), and other partners in Papua New Guinea.

The team is responsible for bringing together humanitarian entities to ensure a coherent response to emergencies. It ensures there is a framework within which each entity can contribute to overall response efforts. It supports the mobilisation and coordination of effective and principled humanitarian action, with particular attention to vulnerable and marginalized persons, in partnership with national and international entities to alleviate human suffering in disasters and emergencies. It advocates for the rights of people in need, promotes preparedness, mitigation, and prevention, and facilitates sustainable solutions.

The team is also guided by the 2023-2027 NDC Corporate Plan launched on 13 July 2023 and the 8th Provincial Disaster Coordinators (PDCs) Conference Statement signed on 23 November 2023 which prioritize the review and operationalization of the Disaster Management Act of 1984, the development of a centralized disaster information management system, upscaling of logistics and communications facilities and the enhancement of technical capacities of the NDC, PDCs and all other relevant DRM actors.

The Humanitarian Advisory Team Project has the following four outcomes:

Outcome 1: Enhanced national-level humanitarian coordination.

- Support National Disaster Centre to review and update the Disaster Management Act of 1984.
- Maintain engagement with Disaster Management Team member agencies, partners and technical advisory bodies for disaster mitigation, preparedness, response and recovery.
- Support coordination of international humanitarian response, including needs assessment, community feedback and humanitarian resource mobilization.

Outcome 2: Enhanced information management capabilities to guide inter-cluster and inter-agency disaster risk management planning.

- Develop and maintain an online, GIS-visualized, interactive hazard, disaster, and response information platform.
- Conduct twice yearly national mobile phone surveys among the public as an alternative means of capturing emerging humanitarian concerns.
- Conduct ground-truthing missions to verify survey findings.

Outcome 3: Capacity building of provincial authorities in disaster risk management.

- Conduct regional consultations with provincial administrations and provincial authorities to ensure DRM action and disaster response plans are updated and appropriately prepared. This will support possible provincial disaster committee meetings as well.

Outcome 4: National communications campaign to enhance the general public's disaster preparedness.

- Develop, produce, disseminate, and broadcast print, audio and video material containing key messages on multi-hazard disaster preparedness.

Objective

The evaluation consultant will assess the achievement of the Humanitarian Advisory Team Project results against what was expected to be achieved as outlined in the project results framework since the project's current form (last three funding phases/years, from 1 January 2022 till end of 2024). Moreover, the evaluation findings will contribute to the finalization of the design of the new multi-year HAT project (2025-2027) as agreed between the donor and UNDP and should therefore include specific programming recommendations on the basis of lessons learned to directly inform more efficient strategies, particularly in relation to capacity building and government engagement components.

Approach and Methodology

The evaluation consultant is expected to follow a participatory consultative approach, with a desk review followed by KIIs and a provincial PGD to gather information from national and provincial level actors. This will be achieved through close engagement with the UN Resident Coordinator, project team, UNDP, DFAT, cluster and working group lead agencies (UNICEF, IOM, UNFPA, FAO, WHO and Save the Children), key DMT members (Care International, WVI, Save the Children), ICRC, the National Disaster Centre (NDC), at least one Provincial Disaster Centre (PDC), as well as other partners, stakeholders and beneficiaries as and where relevant.

The consultant will utilise a non-experimental design, which examines the project progress. Beyond document review, data collection will include key informant interviews and at least one focus group discussion with partners, and stakeholders (government, non-government, UN and other donors and development partners).

Clear ethical guidelines should be followed and implemented, obtaining consent from any individuals interviewed or included in FGDs. The evaluation should be gender responsive, as outlined in the evaluation objectives, using a participatory methodology. Any limitations in the design should be clearly stated and data should be triangulated to enhance the robustness of the findings and conclusions.

1) Desk Review

The evaluation Consultant will review all sources of relevant information including, but not limited to, the following:

- Project documents: Humanitarian Advisory Team Phase 1 (2022); Humanitarian Advisory Team Phase 2 (2023) and Humanitarian Advisory Team Phase 3 (2024)
- Disaster Management Team ToRs and workplans
- Logistics WG, CASH WG workplans
- National Disaster Centre strategic plans
- M&E Plan and Results Framework
- Risks Logs
- Project Progress and Annual Reports including
- Mid-year and Annual Project Progress reports, including reports to USAID on support to the Highlands Humanitarian Hub d Should during phase II of the project
- Project Steering Committee Meeting Minutes
- Press Releases and Media Statements
- Project Monitoring Mission Reports

2) Key informant interviews (KIIs)

The evaluation consultant is expected to conduct KIIs with relevant actors and focal points who have worked with or interacted with the HAT project, these include but are not limited to the following:

- UNRC
- NDC Director
- NDC Deputy Director
- Geohazards Department Director
- UNRC Head of Office
- UNDP RR
- UNDP DRR
- HJP Coordinator
- UN agencies DMT Focal Points (UNICEF, IOM, UNFPA, FAO, WHO)
- Bilateral partner DMT Focal points (Australia, New Zealand, USA, Japan, France)
- Cluster and Sub-cluster leads (CCCM & Shelter & NFI, Education, Health, WASH, Food Security, Child Protection, GBV).
- Other key partners in the DMT (MSF, World Vision, Care International, Save the Children...)
- Logistics Working Group and CASH Working Group leads
- Two or three Provincial Disaster Coordinator

3) Focus group discussion (FGD) in one province

- A FGD with provincial and local actors involved in one response supported by the DMT, this could be the Autonomous Region of Bougainville or West New Britain.

Evaluation Scope

The evaluation will be conducted as the third phase of the HAT project is finalizing and will cover the entire cycle of the three last project cycles (2022, 2023 and 2024), which are separate funding cycles/projects but in fact the continuation of the standing mechanism. The evaluation will focus on the national level activities, which are central to the project, but also look into one province supported by HAT through humanitarian coordination mechanism during a recent disaster response, this could be East Sepik, the Autonomous Region of Bougainville or West New Britain.

In accordance with the evaluation objectives, and guided by the OECD DAC Evaluation Criteria in Settings of Conflict and Fragility¹⁴³ and United Nations Evaluations Group norms and principles, the following key areas and questions will be examined in the evaluation as indicated below. The evaluation should not be limited to these questions and the report does not need to answer them individually but should ensure that the below aspects are covered in the integrated analysis per evaluation criterion.

Relevance

¹⁴³ <https://www.oecd-ilibrary.org/docserver/9789264106802-en.pdf?expires=1570808839&id=id&accname=ocid195767&checksum=E395E7C957BEA0EADC13DACF9A702741;https://www.cdacollaborative.org/wp-content/uploads/2017/01/Reflecting-on-Peace-Practice-RPP-Basics-A-Resource-Manual.pdf>

- To what extent did the project align with and contribute to the major disaster relief coordination needs in Papua New Guinea?
- To what extent was the project in line with the Government of PNG's priorities, the National Disaster Centre priorities and the SDGs?
- Assess whether the objectives remained relevant over the course of the project, and whether adjustments were made.
- To what extent were the lessons learnt from other projects including perspectives of men, women, and young people, taken into account during the project design and implementation?
- To what extent did the project address the major capacity building needs and concerns of the National Disaster Centre and target Provincial Disaster Centres?
- To what extent did the project contribute to relevant cluster and DMT priorities?

Coherence

- How well did the project coordinate with NDC's operational actions and strategic priorities?
- How well did the project integrate with DMT's workplan and strategic priorities?

How well did the project align with cluster and key working group (Cash WG and Logistics WG) priorities?

Effectiveness:

- What were the project's key achievements, as supported by evidence? How did the projects progress against their intended results and indicators of progress?
- To what extent did the project empower women, men, youth and other vulnerable groups, as intended?
- Did the project realise its theory of change?
- What were the main factors of success and challenges to the project's achievements? What could have been done better?
- How appropriate and clear was the project's targeting strategy in terms of the approach to capacity building of NDC and target PDCs?
- How effective was the project in contributing to mobilize cluster specific coordination and integrating cluster work under the DMT umbrella?
- How effective was the project in ensuring smooth interaction and collective mobilization between NDC and DMT members, including Cluster and Working Groups under the DMT umbrella?
- Was the project monitoring system adequately capturing data on results at an appropriate outcome level?

Impact:

- What difference did the interventions make to the country and to the target state structures (NDC and DMT)?
- What difference did the interventions in medium scale disaster response coordination quality?
- Describe any unforeseen impacts or unintended consequences (whether positive or negative).
- Identify any innovative interventions or approaches and any exceptional experiences that should be highlighted including through case-studies, stories, best practice.

Efficiency:

- Assess how program management factors and decisions, such as program team structure, partnerships, work planning processes, delivery approach and M&E processes contributed to the project delivery and efficiency.

- Assess the quality of Internal and External Communication, including relationships within the team, partners, stakeholders, donors and beneficiaries.
- Assess to what extent were project management and implementation participatory, including of men, women, youth and any other targeted groups?
- Assess the quality of the learning processes such as self-evaluation, learning and adjustment on the basis of monitoring, coordination and exchange with other projects for learning.
- Assess whether the project can be considered as having been delivering value for money given its resources and scale of impact? To what extent were financial and human resources used effectively? Were resources (funds, male and female staff, time, expertise, etc.) allocated strategically to achieve outcomes?
- How well did the projects monitor and address risk during design and implementation?

Sustainability

- To what extent are the major project achievements likely to be sustained after the project end?
- To what extent will targeted men, women, youth and other vulnerable people benefit from the project interventions in the long-term?
- To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- Is there any evidence to suggest that the project interventions and achievements will be sustained replicated whether through the Government, NGOs, communities or other partners?
- Does the project have an exit strategy and does it actively seek opportunities for catalytic effects, financial or otherwise?

Cross – Cutting

Human Rights

- To what extent has the project contributed to the protection of human rights, including through equal access to assistance for all members of the disaster-affected communities, including poor, and physically challenged, women, men, boy, girls and other disadvantaged and marginalized groups?
- To what extent has the project promoted awareness about human rights and humanitarian protection principles among NDC, DMT members and key disaster relief partners?

Gender Equality

- To what extent have gender equality and gender les been applied in the design, implementation and monitoring of the project and has the project contributed to any change in gender equality?
- To what extent has consideration been given by the project to the inclusion of gender perspectives in the NDC and DMT work and priorities?
- To what extent has gender equality been promoted from the relief coordination perspective during emergency responses?
- Is the gender marker assigned to this project representative of reality?

Disability

Were the needs of persons with disabilities taken into consideration in some ways (suggestions to clusters, reminders to clusters about disability-specific materials) when planning disaster responses and coordinating the response with NDC and DMT members?

Stakeholder Engagement:

Evaluation Deliverables

The evaluation consultant will be responsible for the following deliverables:

a) Inception Report

- Conduct a desk review of past reports, Results Framework, other documents including the baseline reports
- Develop a methodology for the collection of data
- Develop questionnaire against the key evaluation questions
- Develop a field evaluation schedule

b) Presentation of Initial Findings

- Data collection, analysis, and presentation.

c) Draft Evaluation Report

- Data collection and analysis
- Develop a report of the methodology and findings against the key questions
- Circulation of draft report for comments

d) Final Evaluation Report

- Incorporate comments and final report submitted
- The final report should not be more than 45 pages. The report must have a cover page, list of acronyms, executive summary and annexes.

The whole exercise is estimated to take 16 weeks but there is always flexibility to adjust as and when necessary.

Evaluation Management

The project evaluation will be executed under the management of the Programme Support Unit with on the ground support from available UNDP focal point. Further logistical and liaison support will be given by the Port Moresby Technical team where necessary support though the duration of the evaluation. The HAT focal point Officer and associate will provide further information on project activities and stakeholders, and will facilitate liaison with implementing partners and beneficiaries. The evaluation consultant will provide brief progress updates on a weekly basis to the Programme Support Unit.

Institutional Arrangement

The consultant will be responsible for the overall assessment of the project starting with the preparation of the evaluation methodology and inception report, management of interviews and analysis of data, overall development of the draft report and the final report. He/She will report to the UNDP Evaluation Manager in the entire assignment.

The individual must also be specialized in research, statistical work and surveys (design, tools, data collection & analysis), preferably in the field of disaster relief and humanitarian coordination, with operating experience in volatile areas, with good knowledge of and networks in Papua New Guinea. The structure should have a good understanding of the sensitivities and risk management strategies concerning surveys which deal with different scales of disaster response issues.

Education, Experience & Competencies

Education:

- Hold a university degree (Masters), preferably in social sciences, statistics, demography, political science, law, international relations, public administration or economics and a thorough knowledge of qualitative methodologies.

Experience:

- Should have at least a minimum of 7 -10 years of experience in monitoring and evaluation in disaster relief and/or humanitarian coordination related projects
- Have strong research, including survey design and conduct data collection, data analysis and report writing on issues relating to peace building and conflict.

Competencies:

- Good understanding of issues on disaster relief and humanitarian coordination mechanisms are highly desirable.
- High level planning, organizational and time management skills, including flexibility, attention to detail and the ability to work under pressure to meet challenging deadlines;
- Excellent interpersonal skills, including ability to establish strong cooperative relationships with senior government officials, civil society and donors;
- Ability to quickly adapt to change, and to remain calm under pressure; and
- Proven cross-cultural communication and the ability to function effectively in an international, multicultural environment.

Deliverables, Price Proposal & Payment Schedule

Duration of work

The contract days are 45 working days which is 9 weeks between July and October 2024. The work schedule proposes the duration of work within this timeframe immediately after the contract is signed. The work is estimated to commence no later than 09 July 2024.

The contract price is a fixed price based on the results, with the length of service being approximate. The budget submission should include all costs to allow the implementation of activities provided for in Sections C and F, such as professional fees for team members, travel expenses, attachments, multiplication of survey questionnaires, etc.

The payment schedule will be directly related to the deliverable submissions as illustrated in the table below:

Key Results/Deliverables	Estimated Number of Working Days and	Payment Percentage (%)	Comments	Review and Approvals
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	Completion Deadline			Required
Inception Report <ul style="list-style-type: none"> Conduct a desk review of past reports, Results Framework, other documents including the baseline reports Develop a methodology for the collection of data Develop questionnaire against the key evaluation questions Develop a field evaluation schedule 	10 working days 31 July 2024	25%	Payment upon submission and acceptance of evaluation tools and mission schedule through an approved inception report	Programme Support Unit
Presentation of Initial Findings through Power Point. <ul style="list-style-type: none"> Data collection, analysis, and presentation. 	20 working days 31 August 2024	25%	Payment upon presentation of initial findings through Power point.	Programme Support Unit
Draft Report <ul style="list-style-type: none"> Data collection and analysis Develop a report of the methodology and findings against the key questions Circulation of draft report for comments 	5 working days 30 September	25%	Payment upon submission and acceptance of Draft Report	Programme Support Unit
Final Report <ul style="list-style-type: none"> Incorporate comments and final report submitted The final report should not be more than 45 pages. The report must have a cover page, list of acronyms, executive summary and annexes. 	10 days 31 October 2024	25%	Payment upon submission and acceptance of Final Report with incorporation of comments/feedback from the draft report	Programme Support Unit
Total		100%		

Evaluation of Technical Proposals

Cumulative analysis

The proposals will be evaluated using the cumulative analysis method with a split of 70% technical and 30% financial scoring. The proposal with the highest cumulative scoring will be awarded the contract. Applications will be evaluated technically, and points are attributed based on how well the proposal meets the requirements of the Terms of Reference using the guidelines detailed in the table below:

When using this weighted scoring method, the award of the contract may be made to the individual consultant whose offer has been evaluated and determined as:

- a) Responsive/compliant/acceptable, and
- b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

* Technical Criteria weighting; 70%

* Financial Criteria weighting; 30%

Only candidates obtaining a minimum of 49 points in the Technical Evaluation would be considered for the Financial Evaluation. Interviews may be conducted as part of technical assessment for shortlisted proposals.

Criteria	Point	Percentage
Qualification		15%
<ul style="list-style-type: none"> Hold a university degree (Masters), preferably in social sciences, statistics, demography, political science, law, international relations, public administration or economics and a thorough knowledge of qualitative methodologies. 	15	
Experience		30%
<ul style="list-style-type: none"> Should have at least a minimum of 7 - 10 years of experience in monitoring and evaluation and research, including survey design and conduct, data analysis and report writing. 	30	
Competencies		25%
<ul style="list-style-type: none"> Good understanding of issues on disaster relief and humanitarian coordination are highly desirable. 	5	
<ul style="list-style-type: none"> High level planning, organizational and time management skills, including flexibility, attention to detail and the ability to work under pressure to meet challenging deadlines; 	5	
<ul style="list-style-type: none"> Excellent interpersonal skills, including ability to establish strong cooperative relationships with senior government officials, civil society and donors; 	5	
<ul style="list-style-type: none"> Ability to quickly adapt to change, and to remain calm under pressure; and 	5	
<ul style="list-style-type: none"> Proven cross-cultural communication and the ability to function effectively in an international, multicultural environment. 	5	
Technical Criteria		70%
**If necessary interviews shall also be conducted as part of the technical evaluation to ascertain best value for money.		
Financial Criteria – Lowest Price	30	30%
Total		100%

Documents to be included when submitting Consultancy Proposals

The following documents may be requested:

- Duly executed **Letter of Confirmation of Interest and Availability** using the template provided by UNDP.
- Signed P11**, indicating all experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references.
- Brief description** of why the individual considers him/herself as the most suitable for the assignment. Highlights of the relevant expertise and understanding of the TORs. Details of approach and a draft methodology proposed for the overall data collection based on the evaluation questions and work plan outline with composition of the proposed team.
- Financial Proposal** that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided. If an Offeror is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the Offeror must stipulate that arrangement at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

Lump-sum contracts

The financial proposal shall specify a total lump-sum amount, and payment terms around specific and measurable (qualitative and quantitative) deliverables (i.e. whether payments fall in instalments or upon completion of the entire

contract). Payments are based upon output, i.e. upon delivery of the services specified in the TOR. To assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump-sum amount (including travel, living expenses, and number of anticipated working days).

Travel

All envisaged travel costs must be included in the financial proposal. This includes all travel to join duty station/repatriation travel. In general, UNDP should not accept travel costs exceeding those of an economy class ticket; should the IC wish to travel on a higher class, they should do so using their own resources.

In the case of unforeseeable travel, payment of travel costs including tickets, lodging, and terminal expenses should be agreed upon, between the respective business unit and Individual Consultant, prior to travel and will be reimbursed.

Ethical Code of Conduct

The evaluator is required to abide by the UN PSEA code of conduct and other UNEG guidelines and UN system codes of conduct throughout the duration of the assignment.

Submission Instructions

Should you be interested and decide to submit an offer for this assignment, kindly submit it directly in the online supplier portal no later than the deadline indicated in the system.

Offers must be submitted directly in the system following this link: <http://supplier.quantum.partneragencies.org> using the profile you may have in the portal.

In case you have never registered before, you can register a profile using the registration link shared via the procurement notice and following the instructions in the guides available on the UNDP website: <https://www.undp.org/procurement/business/resources-for-bidders>.

Do not create a new profile if you already have one. Use the forgotten password feature in case you do not remember the password or the username from the previous registration.

If any discrepancy between the deadline in the system and in deadline indicated elsewhere, the deadline in the system prevails.

We look forward to your favorable response and thank you in advance for your interest in working with UNDP.

Annex B: List of Stakeholders Interviewed

List of Stakeholders Interviewed

LIST OF STAKEHOLDERS INTERVIEWED FOR THE EVALUATION OF THE HAT PROJECT				
#	Name	Institution/Agency	Position/Function	Gender (M/F)
1	Nicholas Booth	UNDP	Resident Representative	M
2	Saira Shameem	UNFPA	Country Representative	F
3	Rena Dona	UNFPA	Deputy Country Representative	F
4	Joseph Curry	USAID	Regional Humanitarian Advisor	M
5	Dr. Joaquim DaSilva	WHO	Health Cluster Lead	M
6	Nagase Ryoto	JICA	Representative	M
7	Eko Allan	JICA	Program Management	M
8	Angela Kearney	UNICEF	Country Representative	F
9	Michelle Mefee	UNICEF	Education cluster	F
10	Leon Fariado	UNICEF	Emergency consultant	M
11	Máté Bagossy	UN Humanitarian Advisory Team	Humanitarian Advisor	M
12	Lindsay Lambi	UN Humanitarian Advisory Team	Humanitarian Coordination Officer	M
13	Jacob Kimagl	UN Humanitarian Advisory Team	National Information Management Officer	M
14	Mathew Moihoi	Department of Mineral Policy and Geohazards Management	Assistant Director – Port Moresby Geophysical Observatory	M
15	Norma Kulunga	Department of Mineral Policy and Geohazards Management	Engineering Geologist	F
16	Felix Taranu	Department of Mineral Policy and Geohazards Management	Principle Seismologist	M
17	Doreen Fernando	CARE International	Program Director	F
18	Richard Howard	United Nations in PNG	Resident Coordinator	M
19	Andrew Oaego	National Disaster Centre	Assistant Director – Disaster Risk Management	M 82

20	Martin Mose	National Disaster Centre	Assistant Director – Community & Government Liaison	M
21	Bir Mandal	FAO	Country Representative	M
22	Chris Jensen	World Vision	Country Director	M
23	Bonifas Durua	UN Women	Protection Officer	M
24	Elly Kale	UN Women	Programme Management Specialist	F
25	Nadege Beauvil	UN Women	Programme Specialist	F
26	Claudia Cooney	DFAT	First Secretary – Programme Strategy and Humanitarian	F
27	Thomas Ninkama	DFAT	Program Manager	M
28	Serhan Aktoprak	IOM	Head of Mission	M
29	Peter Murodera	IOM	CCCM/NFI/Shelter Cluster Lead	M
30	Omer Mohammud	IOM	Emergency Support Officer	M
31	Alphonse Kami	East Sepik Provincial Administrations	Deputy Provincial Administrator	M
32	Derek Warakai	East Sepik Provincial Administrations	Provincial Disaster Coordinator	M
33	Casimira Maleo	East Sepik Provincial Administrations	Angoram LLM Manager	F
34	Megan Levers	New Zealand High Commission	First Secretary – Development	F

ANNEX C: Questionnaire

Introductory Question: Briefly describe your involvement with the HAT project – In terms of your participation, your role, which emergency response you participated in, your observations and lessons.

NOTE: *Questionnaire was adapted accordingly to deal with issues relevant to the interviewee's role in the project.*

RELEVANCE

Q1. To what extent would you say the HAT intervention(s) that you have knowledge of is relevant and aligned with: (a) PGN Government major disaster relief priorities and needs in terms of the National Disaster Center priorities and the SDGs; (b) The project's contributions to disaster relief coordination needs in PNG. [Describe with specific examples from your observations of changes that you have noticed and examples of PNG authorities demonstrations of commitment and policies and legislation enacted and implemented to operationalize joint coordination efforts]

Q2. (a) To what extent did the project address capacity building needs of the National Disaster Centre and of the Provincial Disaster Centres and addressed Disaster Management Team (DMT) needs and concerns. (b) Can you point to changes in capacity of these groups that you have observed and examples on specific improvements that resulted in a particular emergency response coordination?

Q3. To what extent were lessons learnt from other projects (and from the prior phases of the HAT project) in including perspectives of women, men, young people and persons with disabilities (PWDs) during the implementation of the project? (b) Can you provide specific examples of one or another time during the implementation of the project that you observed that the lessons were applied in a successful manner?

COHERENCE

Q4. How well did the project coordinate with NDC's operational actions and strategic priorities? Provide concrete examples;

Q5. How well did the project integrate with DMT's workplan and strategic priorities? Describe the process involved in achieving such integration;

Q6. How well did the project align with cluster and key working group (Cash WG and Logistics WG) priorities? Provide examples of how this was accomplished and examples of benefits achieved.

EFFECTIVENESS

Q7. Can you identify the HAT Project's key achievements? What evidence is there to this, can you elaborate?

Q8. What were the main factors of success and challenges to the project's achievements? What could have been done better?

Q9. What was the project's approach to capacity building of National Disaster Centre (NDC) and why it targeted Provincial Disaster Centres (PDCs)? Any evidence, which you can point out, of the success of this approach and strategy? Can you provide examples of evidence of capacity improvements of these bodies, and examples of situations where it impacted emergency responses in terms of coordination and results?

Q10. How effective was the project in contributing to mobilize cluster specific coordination and integrating cluster work under the DMT umbrella? Why is this important? Any specific responses where this coordination worked well or didn't work as well?

Q11. How effective was the project in ensuring smooth interaction and collective mobilization between NDC and DMT members, including Cluster and Working Groups under the DMT umbrella? Why is this important? Any specific responses where this coordination worked well or didn't work as well?

Q12. To what extent did the project empower women, men, youth and other vulnerable groups? Any evidence of such an empowerment that you can provide?

Q13. Was the project monitoring system adequately capturing data on results at an appropriate outcome level? How was the data collected used in informing lessons to improve next emergency responses? Can you elaborate and give examples of specific situations that changes were implemented to implement lessons from prior interventions?

EFFICIENCY

13. Which aspect of program management factors and decisions would you say mostly contributed to the project delivery and efficiency? [program team structure? partnerships? work planning processes? delivery approach? M&E processes?]

14. What is your assessment of the quality of Internal and external communication, including relationships within the team, partners, stakeholders, donors and beneficiaries? What could have been done better?

15. To what extent were project management and implementation participatory, including of men, women, youth, PWDs and any other vulnerable groups?

16. To what extent can the project be considered as having been delivering value for money given its resources and scale of impact? To what extent were financial and human resources used effectively?

IMPACT

17. (a) What difference did the interventions make to the country and to the target state structures (NDC and DMT)? (b) What difference is currently noticeable in medium scale disaster response coordination quality that can be said took place as a result of the project's interventions?

18. (a) Describe any unforeseen impacts or unintended consequences (whether positive or negative). (b) Identify any innovative interventions or approaches and any exceptional experiences that should be highlighted including through case-studies, stories, best practice.

SUSTAINABILITY

19. (a) To what extent are the major project achievements likely to be sustained after the project end? (b) Is there any evidence to suggest that the project interventions and achievements will be sustained replicated whether through the Government, NGOs, communities or other partners? (c) Does the project have an exit strategy and does it actively seek opportunities for catalytic effects, financial or otherwise?

20. To what extent will targeted men, women, youth and other vulnerable people benefit from the project interventions in the long-term?

CROSS-CUTTING

HUMAN RIGHTS

21. (a) To what extent has the project promoted awareness about human rights and humanitarian protection principles among NDC, DMT members and key disaster relief partners? (b) To what extent has the project contributed to the protection of human rights, including through equal access to assistance for all members of the disaster-affected communities, including poor, and physically challenged, women, men, boy, girls and other disadvantaged and marginalized groups? [Give examples from your observations and experience]

GENDER EQUALITY

22. (a) To what extent have gender equality and gender les been applied in the design, implementation and monitoring of the project and **has** the project contributed to any change in gender equality? (b) To what extent has consideration been given by the project to the inclusion of gender perspectives in the NDC and DMT work and priorities? (c) To what extent has gender equality been promoted from the relief coordination perspective during emergency responses? (d) Is the gender marker assigned to this project representative of reality?

DISABILITY

23. Were the needs of persons with disabilities taken into consideration in some ways (suggestions to clusters, reminders to clusters about disability-specific materials) when planning disaster responses and coordinating the response with NDC and DMT members? [Provide evidence or examples of what was done in response to a specific emergency response].

ANNEX D: Evaluation Mission Work Schedule

Wednesday	Thursday	Friday AM	Friday PM
Aug 7	Aug 8	Aug 9	Aug 9
<p>-----PM-----</p> <p>--</p> <p>UNFPA (1-2PM) Saira Shameem Country Representative Rena Dona Deputy Country Rep</p> <p>UNDP RR (3-4 PM) Nicholas Booth Resident Representative</p>	<p>-----AM-----</p> <p>--</p> <p>USAID (9AM - 10AM) Mr. Joseph Curry Regional Humanitarian Advisor</p> <p>-----PM-----</p> <p>-</p> <p>WHO (1-3 p.m.) Dr. Joaquim DaSilva Health Cluster Lead</p>	<p>-----AM-----</p> <p>--</p> <p>JICA 10:00 a.m. – 11:00 a.m. Mr. Nagase Ryoto Representative Disaster Management Team Focal Point</p> <p>Mr. Allan Eko Representative Disaster Management Team Focal Point</p>	<p>-----PM-----</p> <p>UNICEF 2:00 p.m. – 3:00 p.m. Angela Kearney Country Representative Michelle Mefeae Education Cluster Lead Leon Farjado Consultant Emergency</p> <p>HAT Project (3-4 p.m.) Lindsay Lambi Humanitarian Coordination Officer Máté Bagossy Humanitarian Coordination Specialist</p>
KII group discussions	KII group discussions	KII group discussions	KII group discussions

Monday	Tuesday	Thursday	Friday
Aug 12	Aug 13	Aug 15	Aug 16
<p>-----AM-----</p> <p>--</p> <p>Department of Mineral Policy and Geohazards Management (10-11 a.m.) Mr. Mathew Moihoi Assistant Director, Port Moresby Geophysical Observatory Norma Kulunga Engineering Geologist Felix Taranu Principle Seismologist</p> <p>-----PM-----</p> <p>--</p> <p>CARE International (1-2pm)</p> <p>Doreen Fernando Program Director</p>	<p>-----AM-----</p> <p>-</p> <p>UN Resident Coordinator (11:00 a.m. – 12:00 noon) Richard Howard</p> <p>-----PM-----</p> <p>--</p> <p>National Disaster Centre (1 – 2 p.m.) Mr. Andrew Oaego Assistant Director, Disaster Risk Management Mr. Martin Mose Assistant Director, Community & Government Liaison</p> <p>FAO (3:00 p.m.) Mr. Bir Mandal Country Representative</p>	<p>-----AM-----</p> <p>-</p> <p>World Vision (11am-12pm) Mr. Chris Jensen Country Director</p> <p>-----PM-----</p> <p>--</p> <p>UN Women 1 p.m. - 3 p.m. Bonifas Durua Protection officer Elly Kale Programme Management Specialist Nadege Beauvil Programme Specialist</p>	<p>-----AM-----</p> <p>--</p> <p>Australia, DFAT (11 a.m. - 12 p.m.) Claudia Cooney First Secretary, Programme Strategy and Humanitarian Thomas Ninkama Program Manager for DRR</p> <p>-----PM-----</p> <p>-</p> <p>IOM (2 – 3 p.m.) Peter Muropera CCCM/NFI/Shelter Cluster lead</p> <p>Omer Mohamud Emergency Support Officer</p>
KII group discussions	KII group discussions	KII group discussions	KII group discussions

Monday	Tuesday	Thursday	Friday	Monday
Aug 19	Aug 20	Aug 22	Aug 23	Aug 26 PM
East Sepik Provincial Administration Derek Warakai Provincial Disaster Coordinator Alphonse Kami Deputy Provincial Administrator	East Sepik Provincial Administration Casimira Maleo Angoram LLG Manager	-----AM----- -- HAT Project (10-11 a.m.) Lindsay Lambi Humanitarian Coordination Officer Máté Bagossy Humanitarian Coordination Specialist -----PM----- -- HAT Project (1-2 p.m.) Jacob Kimagl Information Management Officer	-----AM----- -- IOM (9:30 – 10:30 a.m.) Serhan Aktoprak Head of Mission New Zealand (11 a.m. – 12:00 noon) Megan Levers First Secretary (Development) -----PM----- -- UNDP (4:00 p.m. – 5:00 p.m.) Nicholas Booth Resident Representative	-----PM----- - Debrief PowerPoint Presentation and Findings Validation 1-2 p.m.
KII group discussions	KII group discussions	KII group discussions	KII group discussions	

ANNEX E: Quick Assessment of 2024 Work Plan Activities to Date [Jan 1 – Aug 15]

	RESULTS To Date	BUDGET	END-OF-YEAR RESULTS EXPECTED
ACTIVITIES: 2024 WORKPLAN [Jan – Dec 2024]	1 Jan–15 Aug Period % Achieved to date	% of Budget spent to date	15 Aug–31 Dec Period % Expected to be Achieved
OUTPUT 1. “Humanitarian action and coordination” [Total Budget: \$70,994.67]		80% [\$56,467.70]	
a. Review and update Disaster Management Act of 1984 [Budget: \$44,120.16]	Ongoing – Activities subject to nat’l stakeholders’ readiness	74.3% [\$32,781.81]	TDB, component on hold from June due to government review of NDC.
<ul style="list-style-type: none"> • 2 x regional consultation workshops conducted for Southern and New Guinea Island regions. • 2 x field consultation visits to affected populations living in established care centres including Manam & Kadovar islanders. • Engage office of Public Solicitor to lead consultations and write up of proposed legislation. • Consider inclusion of the PNG Disaster Management Team and Secretariat within the scope of the revised Act. 	Not completed		TBD
	Not completed		TBD
	Ongoing		TBD
	Not completed		TBD
b. Maintain engagement with Disaster Management Team member agencies, partners and technical advisory bodies for disaster mitigation, preparedness, response, and recovery [Budget: \$2,353.70]	70%	100% [\$2,353.70]	100%
<ul style="list-style-type: none"> • 11 x regular disaster management team meetings (1 per month). • 11 x inter-cluster coordination meeting prior to regular disaster meetings per month • Ad hoc disaster management team meetings in the case of sudden on-set disasters and emergencies. 	55%		100 %
	27%		64 %
	3 meetings		TBD
c. Support coordination of international humanitarian response, including needs assessment, community feedback and humanitarian resource mobilization [Budget: \$21,400.00]	75%	99% [\$21,323.19]	100%
<ul style="list-style-type: none"> • Government and DMT multi-cluster rapid assessment and coordination missions during actual emergencies 	8 missions		TBD
OUTPUT 2. “Enhanced information management for improved disaster prevention, planning and emergency response” [Total Budget: \$409,729.91]		67% [\$275,949.31]	
a. GIS service [Budget: \$107,000.00]	50%	89.6% [\$95,851.00]	100%

		12]	
<ul style="list-style-type: none"> Hazard maps developed for priority provinces. Consideration is also given for regional hazard maps to be developed where required. Host hazard maps and active emergency maps on ReliefWeb/ PreventionWeb (embedded PowerBI dashboard), UNDP's PNG Natural Resource Management Hub and an altogether separate portal for redundancy with crosslinks. These will be made publicly available. Improve engagement with relevant partners to include DRRM actors' presence, activities, and reach maps. 	0 %		100 %
	0%		100%
	50%		100%

b. National baseline surveys [Budget: \$112,938.50]	60%	99.8% [\$112,732 .79]	100%
<ul style="list-style-type: none"> Collaborate with telecommunication service providers to establish baselines drawing on previous experience. These will offer multi-sectoral analysis and guide policy making. Conduct twice yearly national mobile phone surveys among the public as an alternative means of capturing emerging humanitarian concerns. Redesign previous phone survey questionnaire to better inform multi-hazard mapping for provinces. 	100%		100%
	50%		100%
	100%		100%

c. Conduct ground-truthing missions to verify and deepen survey findings [Budget: \$189,791.41]	50%	35.5% [\$67,365. 40]	100%
<ul style="list-style-type: none"> Conduct two sets of 'ground-truthing' missions to actual locations to triangulate data collected by telecommunication companies. In-person ground-truthing of crowdsourced data via FGDs with stakeholders in provinces of highest concern and/or most promising (i.e., 4 provinces in 2024 AWP) to confirm and elaborate on findings and to gather recommendations. 	50% (AAR instead of ground truthing)		TBD, aim is 100%

OUTPUT 3. "Institutional strengthening" [Total Budget: \$32,100.00]		86% [\$27,497. 32]	

a. Enhance joint preparedness and response planning and coordination for Provincial and District Disaster Coordinators and other stakeholders through improved IM, CCEA, Cash/Voucher Modality and Logistics concepts and skills. (Creating training packages for the PDCs). (Pilot provinces are EHP, WNB, WSP, Western) [Budget: \$5,000.00]	75%		100%

b. Facilitation and coordination of quarterly provincial meetings for pilot provinces [Budget \$20,000.00]	25%		100%

c. Training materials [Budget: \$5,000.00]	75%		100%

<ul style="list-style-type: none"> • Development of Communication, Community Engagement and Accountability (CCEA) modules • Develop Information Management and GIS modules. • Training modules correspond to various aspects/phases of DRRM cycle (including but not just IM) and tailored to different types of actors/stakeholders including the general public. 	100%		100%
	50%		100%
	50%		100%
OUTPUT 4. National communications awareness raising campaigns. [Total Budget: \$32,100.00]		67% [\$21,469.60]	
a. Video series [Budget: \$20,000.00]	50%		100%
<ul style="list-style-type: none"> • Coordinate with various media outlets and initiatives, including the ABC media development initiative to develop the media emergency toolkit and expand content. Will also develop and input into public messaging. • Conduct awareness around possible impacts of Drought, floods, earthquakes (preparedness activities for the communities) and other hazards jointly identified with the national authorities. Will develop at least two video products. 	50%		100%
	50%		100%
b. Radio series [Budget: \$10,000.00]	75%		100%
<ul style="list-style-type: none"> • Develop key messages collaboratively involving clusters, NDC, DMPGM, NWS, BOM, and other relevant partners and stakeholder on: <ul style="list-style-type: none"> iii. Types of Disasters and Emergencies. iv. 'What to do during Disasters and Emergencies,' series particularly sudden on-set (earthquakes, tsunamis, flash floods, king tides) and if requested slow on-set disasters such as drought. 			
	75%		100%
OUTPUT 5. Project Management [Budget: \$526,437.88]			

[*Completion rate estimated]

ANNEX F: LIST OF DOCUMENTS CONSULTED

Administrative Documents (ProDocs; AWP, PSC, Project Reports

2021 Project Documents

- HAT Project Summary Report 2021
- HAT PSC meeting notes
- HAT Project Signed ProDoc (Jan 2021)
- LPAC Meeting (14 Jan 2021) document
- Project Document Phase 1
- Signed 2021 AWP

2022 Project Documents

- PSC Meeting Presentation
- HAT PAC meeting notes
- Revised HAT AWP budget
- HAT Project Summary Report
- HAT Project 2022 AWP

2023 Project Documents

- HAT Final Project Report 2023
- Exchange of Letters (EOL) DFAT/UNDP
- Project Document Phase 2
- PSC Meeting Minutes 2023
- 2023 AWP
- Signed Project Document 2023

2024 Project Documents

- PSC Meeting minutes
- Exchange of Letters (EOL) DFAT/UNDP
- HAT Project Document Phase III

Back to Office Reports (BTORs) – Mission Reports

2021

- Mission HC Project Vanimo West Sepik Province 2021 Report
- Mission to Kiunga, Western Province, 17-05-2021 Report
- Mission to Lae, Aromot Island, Buka, Tinpuz, Alotau, 25-07-2021 Report
- Mission to Lorengau, Hermits Islands and Ninigo Islands in Manus Province 2021 Report

2022

- Mission to Buka, Autonomous Region of Bougainville (AROB), March 1, 2022 Report
- Mission to Mt. Hagen, Western Highlands, August 24, 2022 Report
- Mission to Brisbane, Australia, September 18, 2022 Report

2023

- Mission to Mt. Hagen, Western Highlands Province, May 22, 2023 Report

2024

- Mission to Buka, Autonomous Region of Bougainville (AROB), May 13, 2024 Report (Review of HAT response to Mount Bagana volcanic eruption in 2023)

HAT Project Monthly Reports for PSU

2024

- Project Monthly Report March 2024
- Project Monthly Report April 2024
- Project Monthly Report May 2024
- Project Monthly Report June 2024

Contingency Plans

- 2022 New Guinea Island Drought Contingency Plan
- Papua New Guinea Disaster Management Team “Humanitarian Communications Plan” August 2021

HAT Disaster Situation Reports

2022

- 220814 M5.7 earthquake, Lae, Morobe
- 220819 Drought, ENB
- 220825 Violence, Rai Coast, Madang
- 220909 PNG Drought Inforgraphic
- 220911 M7.6 earthquake, Morobe
- 220917 Violence, Goroka, EHP
- 221031 PNG Drought risk status update

2023

- 230204 M5.7 earthquake, EHP
- 230226 M6.2 earthquake, WNP
- 230301 M6.5 earthquake, WNB
- 230312 M6.3 earthquake, Madang
- 230323 M5.7 earthquake, ESP
- 230328 Violence eruption, Ulawun, WNB
- 230403 M7.0 earthquake, Ambunti, ESP
- 230419 M6.3 earthquake Kandrian, WNB
- 230718 Volcanic eruption, Mt. Bagana, AROB
- 230725 Volcanic eruption, Ulawun, WNB
- 230925 Volcanic eruption, Ulawun, WNB
- 231023 M6.7 earthquake, Madang
- 231120 Volcanic activity, Mt. Ulawun, WNB

2024

- 240123 Strong Wind Advisory
- 240218 Conflict, Wapenamanda, Enga Province
- 240227 Wabag district landslide, Enga Province
- 240314 M6.0 earthquake, Kimbe, East New Britain
- 240319 Flooding and Landslide Advisory for Highlands and Momase
- 240324 M6.9 earthquake, Ambunti, East Sepik
- 240415 M6.5 earthquake, Kimbe, West New Britain
- 240524 Mulitak Landslide, Enga Province
- 240724 Violence, East Sepik province

August 1, 2024 Post-Disaster Needs Assessment Report “Flooding in Western Province Papua New Guinea April to July 2024” [[July and Aug 2024 flood assessment in Western Province 59b0d023-b707-4555-bc7b-f242e5c53811.pdf](#)]

Humanitarian Needs and Priorities, Highlands Violence, Papua New Guinea, August 2022-May 2023

National Disaster Centre Website [PNG National Disaster Centre \(pngndc.gov.pg\)](#)

OTHER DOCUMENTS:

Papua New Guinea National Disaster Management Plan

Powerbi app Incident Monitoring Dashboard [[Microsoft Power BI](#)]

ReliefWeb Assessments at: [Papua New Guinea - Assessments | ReliefWeb Response](#)

UNDP Mid Term Report 2024 Multi Hazard Phone Survey

USAID Bureau for Humanitarian Assistance Final Report for Highlands Humanitarian Hub Coordination

Yumi Wok Bung Wantaim “We Work Together” July 2022

ANNEX G: EVALUATION MATRIX

Criteria: 1. Relevance

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
<p>1.1 Key Question: <i>Are results relevant to primary stakeholders' needs and priorities as defined by them?</i></p> <ul style="list-style-type: none"> • To what extent did the project align with and contribute to the major disaster relief coordination needs in Papua New Guinea? • To what extent was the project in line with the Government of PNG's priorities, the National Disaster Centre priorities and the SDGs? • Assess whether the objectives remained relevant over the course of the project, and whether adjustments were made. • To what extent were the lessons learnt from other projects including perspectives of men, women, and young people, taken into account during the project design and implementation? • To what extent did the project address the major capacity building needs and concerns of the National Disaster Centre and target Provincial Disaster Centres? • To what extent did the project contribute to relevant cluster and DMT priorities? 	<p>Stakeholder opinion</p> <p>Primary stakeholders' needs and priorities</p> <p>Degree of continued consistency of the project with Government / national priorities</p> <p>Human rights, gender equality and disability considerations</p>	<p><i>Highly relevant to Stakeholders</i></p> <p><i>Whether primary stakeholders identified needs and priorities met</i></p>	<p>N/A</p> <p>N/A</p>	<p>Stakeholder interviews</p> <p>Annual, progress and monitoring reports</p> <p>Media and publicly reported records.</p>	<p>Stakeholder interview records;</p> <p>Observations (using case study approach in observations) during field mission</p> <p>Documentation, project and public records (government, civil society and media reports and research).</p>	<p>Relevancy analysis</p>	<p>Data analysis will use the methodology described in Part II of the Inception Report.</p> <p>Primary stakeholders' perspective on relevance based on their needs and priorities to be assessed.</p> <p>This assessment includes a primary stakeholder's perspective.</p> <p>Care will need to be taken in determining what constitutes a significant gap</p> <p>Relevance & importance to be assessed</p> <p>Quantitative and qualitative data will be analyzed</p>

Criteria: 2. Coherence

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
<p>Key Question: How well did the project align with the NDC operational and strategic priorities and was integrated with the DMT activities and priorities?</p> <ul style="list-style-type: none"> • How well did the project coordinate with NDC’s operational actions and strategic priorities? • How well did the project integrate with DMT’s workplan and strategic priorities? <p>How well did the project align with cluster and key working group (Cash WG and Logistics WG) priorities?</p>	<p>Extent to which other policies or interventions support or undermine the HAT project interventions within the government or primary beneficiary institutions (internal coherence) and in regards to compatibility with international norms and standards and external coherence (with other actors’ interventions in the same context).</p>	<p><i>There was good complementarity, harmonisation and co-ordination with other interventions and among stakeholder</i></p> <p><i>The intervention added value while avoiding duplication of effort</i></p> <p><i>There were synergies between policy areas and different interventions.</i></p>	<p>N/A</p>	<p>Stakeholders’ interviews</p> <p>Project reports and records;</p> <p>Media reports;</p> <p>Internal & external surveys and statistics;</p>	<p>Documentation review & Stakeholder interview questionnaires;</p> <p>Observations using case study approach during field mission</p>	<p>Documentation and interviews data analysis</p>	<p>Data analysis will use the methodology described in Part II of the Inception Report.</p>

Criteria: 3. Effectiveness

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
<p>1.1 Key Question: What are the results (expected/ unexpected/ positive/ negative) of the HAT project?</p> <ul style="list-style-type: none"> • What were the project’s key achievements, as supported by evidence? How did the projects progress against their intended results and indicators of progress? • To what extent did the project empower women, men, youth and other vulnerable groups, as intended? • Did the project realise its theory of change? • What were the main factors of success and challenges to the project’s achievements? What could have been done better? • How appropriate and clear was the project’s targeting strategy in terms of the approach to capacity building of NDC and target PDCs? 	<p>Output 1 Humanitarian action and coordination</p> <p>Output Indicators: 1.1 Partnership with National Disaster Centre.</p> <hr/> <p>1.2 Active and sustained engagement with Disaster Management Team member agencies, partners, and technical advisory bodies for DRM.</p>	<p><i>At least one NGI and/or Southern provinces consultations</i></p> <p><i>At least one consultation with Constitutional and Law Reform Commission, State Solicitor, or First Legislative Council</i></p> <hr/> <p><i>One set of DMT annual terms of reference, work plan and compact on accountability renewed for 2024.</i></p> <p><i>Regular DMT meetings</i></p> <p><i>At least one action item monitored.</i></p> <p><i>One Sudden-Onset Contingency Plan updated.</i></p>	<p>Momase and Highlands provinces consultations (2021)</p> <p>Draft Bill (needs updating post-COVID) – 2019 -2023</p> <p>No implementing guidelines or SOP (2023)</p> <hr/> <p>Year 2023: One set of DMT annual terms of reference, work plan and compact on accountability renewed for 2023.</p> <p>11 DMT Meetings were held (9 Regular meetings and 2 Ad Hoc meetings); 11 Action Items monitored. One Slow-Onset (i.e., Drought) Contingency Plan updated.</p>	<p>Minutes of consultations relevant bodies.</p> <p>Draft DM Bill</p> <p>Implementing guidelines and SOPs</p> <hr/> <p>Meetings of/among DMT, ICCG, clusters, technical working groups, other thematic networks, and ND Committee</p> <p>Meeting</p>	<p>Documentation on review & Stakeholder interviews; records ;</p> <p>Observations using case study approach during field mission</p> <p>Community feedback</p>	<p>Documentation and interviews data analysis</p>	<p>This assessment includes a primary stakeholder’s perspective and community feedback.</p> <p>Data analysis will use the methodology described in Part II of the Inception Report.</p>

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
<ul style="list-style-type: none"> • How effective was the project in contributing to mobilize cluster specific coordination and integrating cluster work under the DMT umbrella? • How effective was the project in ensuring smooth interaction and collective mobilization between NDC and DMT members, including Cluster and Working Groups under the DMT umbrella? • Was the project monitoring system adequately capturing data on results at an appropriate outcome level? 		<p><i>One Slow-Onset (i.e., Drought) Contingency Plan updated.</i></p> <p><i>At least one humanitarian action plan launched, as needed.</i></p> <p><i>One Civil-Military coordination assessment conducted supported by OCHA.</i></p> <p><i>One Civil-Military coordination training conducted for DMT/ICCG</i></p> <p><i>PNG participates in Annual Meeting of Regional Consultative Group for Civil-Military Coordination</i></p> <p><i>National Logistics and Access Working Group meets regularly.</i></p> <p><i>CCEA is mainstreamed in DRM practices.</i></p> <p><i>One PDC Conference</i></p>	<p>1 El Niño Early Action Plan developed.</p> <p>No formal engagement in Civil-Military coordination</p> <p>No attendance or participation in CM-Regional Consultative Group meeting.</p> <p>Logistics and Access Working Group in PNG is launched.</p> <p>CCEA scoping report published; 1 x CCEA workshop for decision makers and practitioners held.</p> <p>One PDC Conference</p>	<p>minutes</p> <p>Technical guidance documents</p> <p>Plans for DRM action, contingency and response (as needed)</p>			

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
	<p>1.3 Effective coordination of international humanitarian response, including needs assessment, community feedback and humanitarian resource mobilization.</p>	<p><i>Assessment and response coordination missions as needed</i></p>	<p>Year 2023:</p> <p>Assessment and response coordination missions for Chambri Lake and Madang earthquakes and, Mt Bagana and Mt. Ulawun eruptions</p>	<p>Reports of humanitarian responses in terms of better planning;</p> <p>Perspective of affected or at-risk population from interviews and consultation with stakeholders</p>			
	<p>Output 2 Enhanced information management for improved disaster prevention, planning and emergency</p>			<p>Monitoring, analysis, and reporting on incidents of humanitarian concern</p>			

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
	<p>response</p> <p>Output Indicators:</p> <p>2.1 Development and maintenance of an online, interactive, GIS-visualized hazard, disaster, and response information platform.</p> <hr/> <p>2.2 Twice yearly national mobile phone surveys among the public as an alternative means of capturing emerging humanitarian concerns.</p> <hr/> <p>2.3 Ground-truthing missions to verify survey</p>	<p><i>All partners use CODs.</i></p> <p><i>Updated hazard maps</i></p> <p><i>Partners use common portal in Relief Web</i></p> <p><i>4Ws are current.</i></p> <p><i>Updated and current 4Ws</i></p> <p><i>At least one major disaster, if any, monitored.</i></p> <hr/> <p><i>2 rounds of multi-hazard survey</i></p> <hr/> <p><i>No ground-truthing mission</i></p>	<p>Year 2023:</p> <p>No agreed CODs</p> <p>Outdated risk/hazard maps</p> <p>No common data portal for tracking humanitarian incidents and activities</p> <p>Inconsistent, irregular 4Ws</p> <p>situation updates for 10 distinct incidents of concern.</p> <hr/> <p>Year 2023:</p> <p>1 round of El Nino survey</p> <hr/> <p>2 sets of ground-truthing missions</p>	<p>including actual disasters and response operations.</p> <hr/> <p>Records showing Emerging humanitarian concerns that are flagged for possible action.</p> <hr/> <p>Records showing that Flagged humanitarian concerns are</p>			

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
	<p>findings.</p> <hr/> <p>Output 3 Institutional strengthening</p> <p>Output Indicators: 3.1 Regional consultations with provincial administrations and provincial authorities to ensure DRM action and disaster response plans are up to date and appropriately prepared. This will support possible provincial disaster committee meetings as well.</p> <hr/>	<hr/> <p><i>At least 4 provinces (West Sepik, Western, Eastern Highlands and West New Britain) with updated Disaster Risk Management plans with hazard profiles, coordination mechanisms, IM systems and SOPs.</i></p> <hr/>	<hr/> <p>Year 2023: Provincial disaster officials trained in humanitarian coordination, Information Management, CCEA and Logistics</p> <hr/>	<p>verified.</p> <hr/> <p>Consultation and induction documents</p> <p>Official committee activation document</p> <p>Provincial hazard maps</p> <p>Training workshop documents</p> <p>Provincial DRM policy paper/s or legislation</p> <p>Provincial DRM plans/SOPs</p> <hr/>			

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
	<p>Output 4 National communications awareness raising campaigns</p> <p>Output Indicators:</p> <p>4.1 Development and dissemination of multi-hazard preparedness key messages.</p>	<p><i>Refined key messages.</i></p> <p><i>4 Multi-media (radio and TV) materials produced</i></p>	<p>Year 2023: Ongoing compilation and review of key messages for drought</p> <p>No materials developed and produced</p>	<p>Compilation of inter-cluster multi-hazard preparedness key messages</p> <p>Print, audio, and video material</p>			

Criteria: 4. Efficiency

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
<p>Key Question: <i>The extent to which the project resources (funds, expertise/human resources, time, etc.) are optimally used and converted into intended outputs. <u>More specifically, the efficiency of the project should be assessed through the following guiding directives:</u></i></p> <ul style="list-style-type: none"> • Assess how program management factors and decisions, such as program team structure, partnerships, work planning processes, delivery approach and M&E processes contributed to the project delivery and efficiency. • Assess the quality of Internal and External Communication, including relationships within the team, partners, stakeholders, donors and beneficiaries. • Assess to what extent were project management and implementation participatory, including of men, women, youth and any other targeted groups? • Assess the quality of the learning processes such as self-evaluation, learning and adjustment on the basis of monitoring, coordination and exchange with other projects for learning. • Assess whether the project can be considered as having been delivering value for money given its resources and scale of impact? To what extent were financial and human resources used effectively? Were resources (funds, male and female staff, time, expertise, etc.) allocated strategically to achieve outcomes? • How well did the projects monitor and address risk during design and implementation? 	<p>Project delivery rate and budget compliance. Evidence of followed annual work plans and respected budgets.</p> <p>Evidence of coordination mechanisms and practices facilitated.</p> <p>Outcome/ outputs' performance & Stakeholder opinion</p>	<p><i>Full compliance with the Work Plan(s) and budget(s)</i></p> <p><i>Project delivered value for money, given its resources and scale of impact</i></p> <p><i>Good communication mechanisms</i></p> <p><i>Good participatory level, including men, women, youth, persons with disability</i></p>	N/A	<p>Annual work plans, financial records and Budget review</p> <p>Key informants, project team & budget officer</p> <p>Annual, Progress and monitoring reports.</p>	<p>Desk review of project implementation documents.</p> <p>Project financial records; Stakeholder interview records</p>	<p>Documentation and interviews data analysis</p>	<p>Need access to key stakeholders and project documents, particularly financial reports and analysis.</p>

Criteria: 5. Impact

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
<p>Key Question: What has been the impact of the HAT project interventions to the NDC and DMT and on the disaster response coordination quality (expected/ unexpected/ positive/ negative)?</p> <ul style="list-style-type: none"> • What difference did the interventions make to the country and to the target state structures (NDC and DMT)? • What difference did the interventions in medium scale disaster response coordination quality? • Describe any unforeseen impacts or unintended consequences (whether positive or negative). • Identify any innovative interventions or approaches and any exceptional experiences that should be highlighted including through case-studies, stories, best practice. 	<p>Extent to which the interventions generated or is expected to generate significant higher level effects</p> <p>Extent to which the interventions met stakeholder's expectation</p>	<p><i>Project intervention achieved potentially transformative effects – holistic and enduring changes in systems or norms.</i></p> <p><i>Interventions created change that really matters to people</i></p> <p><i>Interventions met stakeholder's expectations.</i></p>	<p>N/A</p>	<p>Disaster response coordination plans, contingency plans, trainings, simulations and other records</p> <p>Key beneficiary stakeholder</p> <p>Government statistical reports, international human rights reports;</p> <p>Media reports; Internal & external surveys and statistics;</p>	<p>Documentation on review & Stakeholder interviews; records;</p> <p>Scan media reports and international agencies reports;</p> <p>Observations using case study approach during field mission</p>	<p>Documentation and interviews data analysis</p>	<p>Data analysis will use the methodology described in Part II of the Inception Report..</p>

Criteria: 6. Sustainability

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
<p>Key Question: <i>What key factors are contributing to/hindering results' sustainability?</i></p> <ul style="list-style-type: none"> • To what extent are the major project achievements likely to be sustained after the project end? • To what extent will targeted men, women, youth and other vulnerable people benefit from the project interventions in the long-term? • To what extent will financial and economic resources be available to sustain the benefits achieved by the project? • Is there any evidence to suggest that the project interventions and achievements will be sustained replicated whether through the Government, NGOs, communities or other partners? • Does the project have an exit strategy and does it actively seek opportunities for catalytic effects, financial or otherwise? 	<p>Level of capacity built on primary beneficiaries</p> <p>Financial and economic resources availability to sustain the achievement of the project</p>	<p><i>There financial and economic resources be available to sustain the benefits achieved by the project</i></p> <p><i>There is an exit strategy in place</i></p>	<p>N/A</p>	<p>Current government budget</p> <p>Key beneficiaries stakeholders</p> <p>Project team</p> <p>International agencies and donors</p>	<p>Stakeholder interviews; Interviews with other donors; Observations during field mission</p>	<p>Readiness, capacity and gap analysis</p>	<p>Data analysis will use the methodology described in Part II of the Inception Report.</p>

Criteria: 7. Cross-Cutting: Human Rights; Gender Equality; Disability

Questions/Sub-questions	Measure or Indicator	Target or Standard	Baseline Data	Data Source	Data Collection Instrument	Data Analysis	Comments
<p>Key Question: <i>To what extent and how has the HAT project benefitted and contributed to the protection of human rights, gender equality and persons with disabilities’ safe environment?</i></p> <p>Human Rights</p> <ul style="list-style-type: none"> • To what extent has the project contributed to the protection of human rights, including through equal access to assistance for all members of the disaster-affected communities, including poor, and physically challenged, women, men, boy, girls and other disadvantaged and marginalized groups? • To what extent has the project promoted awareness about human rights and humanitarian protection principles among NDC, DMT members and key disaster relief partners? <p>Gender Equality</p> <ul style="list-style-type: none"> • To what extent have gender equality and gender les been applied in the design, implementation and monitoring of the project and has the project contributed to any change in gender equality? • To what extent has consideration been given by the project to the inclusion of gender perspectives in the NDC and DMT work & priorities • To what extent has gender equality been promoted from the relief coordination perspective during emergency responses? • Is the gender marker assigned to this project representative of reality? <p>Disability</p> <p>Were the needs of persons with disabilities taken into consideration in some ways (suggestions to clusters, reminders to clusters about disability-specific materials) when planning disaster responses and coordinating the response with NDC and DMT members?</p>	<p>Participation trends</p> <p>Perception of access to supply chains & resources; access and control of resources (M/F)</p> <p>Level of improvement of women and girls and PWDs realizing full human rights</p> <p>GE strategies and other evidence of GE measures implemented by the Project</p>	<p><i>Gender-based inequalities reduced</i></p> <p><i>Level of inclusion and access to services and support for women, girls and PWDs that can be attributed to the Project’s interventions has increased</i></p> <p><i>Level of support to women, girls victims of sexual and gender-based violence increased to a satisfactory level</i></p>	<p>N/A</p>	<p>Surveys and studies done by national and international agencies;</p> <p>HAT project records;</p> <p>Structured interviews and focus groups</p>	<p>Research of surveys and studies done;</p> <p>Interviews with stakeholders and gender specialists & PWDs’ social workers;</p> <p>Observations (using case study approach in observations) during field mission</p>	<p>Data tabulation and analysis</p>	<p>Data analysis will use the methodology described in Part II of the Inception Report.</p> <p>This question is designed to assess changes in access to support and services and how the HAT project contributed to it (at least in part). This data will also be collected through narratives and examples provided by stakeholders of improvements in this area.</p>