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Further Information
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SPR Reading Guidance



**WFP Food Assistance, Emergency Logistics and Telecom
Capacity in support of the Government of the Republic of Fiji's
response to Tropical Cyclone Winston**

Standard Project Report 2016

World Food Programme in Fiji, Republic of the Fiji Islands (FJ)



World Food Programme

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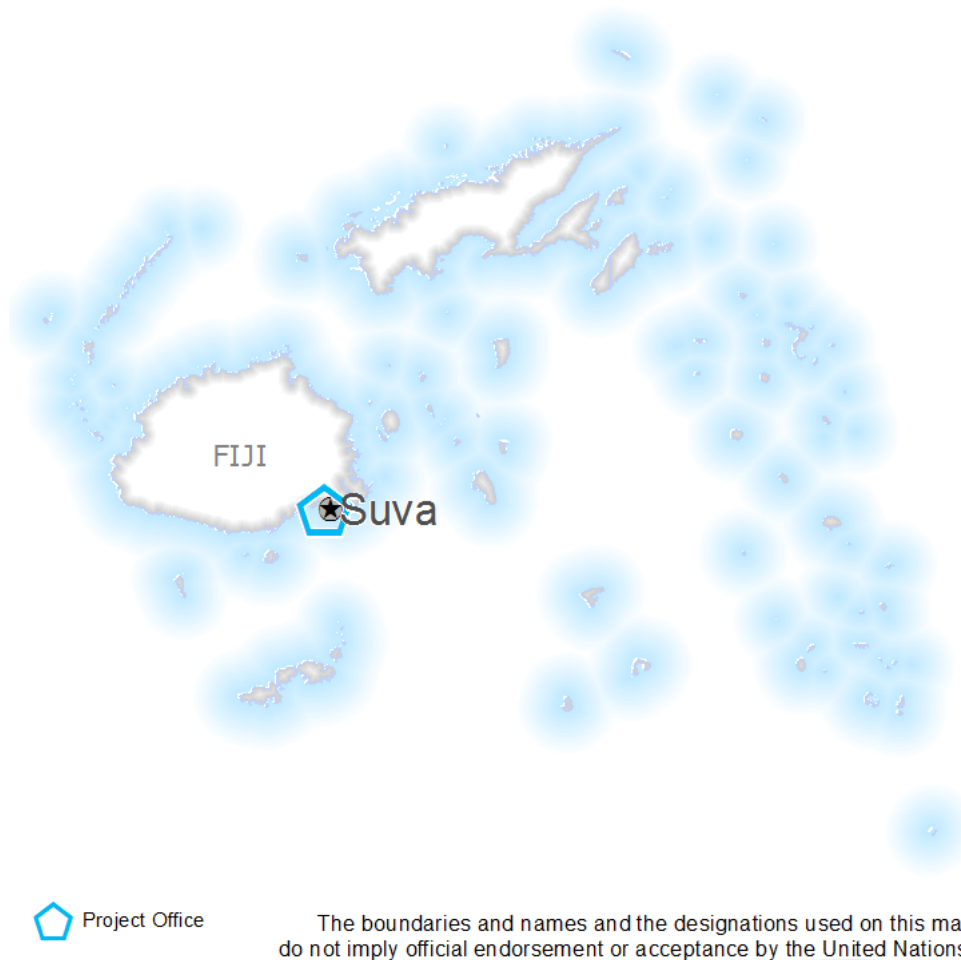
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Country Context and WFP Objectives



Country Context

Spread over a land area of 18,300 km² and sea zone of 1.3 million km², Fiji is an archipelago in the South Pacific Ocean comprising 332 islands (of which 110 are inhabited) with a population of 870,000 residing primarily on the two largest islands of Viti Levu and Vanua Levu. Situated in the tropical cyclone belt and the Pacific Ring of Fire characterised by active volcanoes and frequent seismic activity, Fiji is highly susceptible to external shocks and natural disasters. The 2016 World Risk Report ranks Fiji as the sixteenth country in the world to face the greatest level of disaster risk due to geophysical and climate-related hazards [1]. In recent decades, Fiji has experienced multiple devastating cyclones and floods (and more recently the effects of El Niño climate pattern) which have negatively impacted the country's economy and labour market. According to the World Bank, Fiji is expected to incur an average loss of USD 79.7 million per year as a result of earthquakes and tropical cyclones [2]. Global economic shocks, climate change and the expected intensification of natural disasters are projected to significantly undermine the Government's efforts in poverty reduction and accentuate the instability of food supplies. Projected yield reductions in staple crops, such as taro and cassava, are likely to increase the vulnerability of low-income households dependent on subsistence agriculture for their food security and livelihoods.

Fiji has one of the most developed economies in the Pacific region, with an estimated annual Gross Domestic Product (GDP) of USD 4.53 billion and Gross National Income (GNI) of USD 4,870 per capita. However, the country still features a large subsistence agriculture sector, and is significantly dependent on tourism, remittances from Fijians working abroad, and a large, albeit declining, sugarcane industry. Although agriculture now accounts for only 11.7 percent of the nation's GDP, the sector employs 70 percent of the country's workforce. Despite significant progress in recent decades, 35 percent of the population lives below the poverty line, with the highest levels of

poverty found in the Northern Division (up to 45 percent), as well as among households living in rural areas, large households with children and the elderly, and those working in the agricultural sector. The Government has introduced a variety of social protection programmes to combat poverty, targeting an estimated 70 percent of beneficiaries from the bottom 30-35 percent of the population. The Department of Social Welfare, under the Ministry of Women, Children and Poverty Alleviation, administers Fiji's social protection programmes. The Poverty Benefit Scheme, Care and Protection Allowance and Social Pension Scheme are the primary government programmes to support poor and vulnerable people through the provision of cash benefits (transferred through electronic cards and/or bank accounts) and paper vouchers for food.

As of 2014, Fiji ranked 90 out of 188 countries in the Human Development Index (HDI), putting the country in the high human development category. In the same year, Fiji ranked 87 out of 155 countries in the Gender Inequality Index, with women's participation in the labour market at 41.6 percent, more than 34 percentage points lower than their male counterparts at 75.8 percent [3]. The country's susceptibility to environmental crisis, its geographical configuration and remoteness, and the high costs and complexity of providing public services, have weighed heavily on Fiji's long-term development efforts. Although the expected targets for the Millennium Development Goals related to alleviating poverty, advancing gender equality and combating diseases such as HIV/AIDS were not met in 2015, the Fijian Government is continuing its efforts in these areas towards achieving the Sustainable Development Goals (SDGs).

On 20 February 2016, Tropical Cyclone (TC) Winston tore through the islands of Fiji, killing 44 people and affecting an estimated 540,000 people, or 62 percent of the country's population. The cyclone caused widespread damage across the country, particularly in Lau and Lomaiviti groups in the Eastern Division; Rakiraki and Tavua in the Western Division; and Taveuni and Cakaudrove in the Northern Division. A total of 30,369 houses, 495 schools, and 88 health clinics and medical facilities were damaged or destroyed; essential services were severely disrupted; and food crops and other vegetation were crushed, compromising the livelihoods of 60 percent of the population. Powerful storm surges washed away low-lying coastal areas, while subsequent flooding and heavy rains, caused by a series of tropical depressions and a second cyclone (Tropical Cyclone Zena in April 2016), exacerbated needs and affected shelter and agricultural rehabilitation works carried out post-Winston. The Government estimates the total damages resulting from TC Winston at USD 1.3 billion, which is 31 percent of the country's GDP. The agricultural sector bore the brunt of the cyclone, suffering a 65 percent loss in production.

[1] World Risk Report (Buendnis Entwicklung Hilft and UNU-EHS, 2016)

[2] Fiji, Making Social Protection More Responsive to Natural Disasters and Climate Change (World Bank, 2015)

[3] Fiji Labour Market Update – April (International Labour Organization Office for Pacific Island Countries, 2016)

Response of the Government and Strategic Coordination

Before Tropical Cyclone (TC) Winston hit, the Government initiated disaster management, emergency preparedness and early warning mechanisms, including the activation of national and divisional Emergency Operations Centres and the establishment of evacuation centres in all divisions (Northern, Eastern, Central and Western). On 21 February 2016, the Government declared a country-wide state of natural disaster and a 30-day state of emergency, subsequently extended to two months, and called for international assistance. The emergency response was led by the Government through the National Disaster Management Office (NDMO) at the capital level, and management committees at the provincial and district levels. Relief efforts were coordinated through the National Cluster System, consisting of nine humanitarian sectors led by Government ministries with international agencies as co-leads. Emergency response efforts were supported by United Nations agencies, national and international non-governmental organisations (NGOs), foreign governments, civil society and faith-based organisations. The Government rapidly began assessments and deliveries of key relief supplies including emergency food rations to the most affected areas with the support of foreign military assets (Australia, France, India, Indonesia and New Zealand). It also disbursed additional funds through national social safety net programmes and introduced the Help for Homes initiative to provide affected households with resources to purchase materials to rebuild their homes.

Prior to the launch of the TC Winston emergency response operation, WFP had established a technical presence in Fiji in late 2015 as part of a four-year Asia-Pacific Emergency Preparedness and Response (EPR) strategy (2016-2019) to develop national and regional capacities to respond to large-scale humanitarian emergencies. Under this programme, WFP had initiated regular strategic consultations with the Fiji NDMO, the Fiji Procurement Office, the Ministry of Agriculture, the United Nations Food and Agriculture Organization (FAO), the Pacific Humanitarian Team (PHT), the Office for the Coordination of Humanitarian Affairs (OCHA) for the Pacific, the Red Cross, non-governmental organisations and private sector stakeholders, to identify gaps in national response capacities

and strengthen the Government of Fiji's emergency preparedness and response mechanisms to mitigate the effects of disasters on vulnerable populations. During the TC Winston operation, these partnerships were expanded and built on to support the government-led multi-sector response addressing the needs of cyclone-affected communities.

As lead and co-lead agency of the Logistics, Emergency Telecommunications, and Food Security Clusters, WFP worked with government counterparts to provide technical assistance, advisory services and facilitate humanitarian response coordination. WFP engaged with ministries, sub-regional entities and other stakeholders before and during the TC Winston response, in order to strengthen the programmatic skills and technical competencies of the Government's personnel and cooperating partners. WFP regularly contributed to inter-cluster meetings, providing strategic guidance to partners in all sectors.

Summary of WFP Operational Objectives

Initial estimates of the humanitarian impact of Tropical Cyclone Winston indicated significant devastation over 12 geographical areas, and 40,000 people requiring immediate assistance with food, shelter, water supply and sanitation, and health services. WFP support was initially provided by logistics and information and communications technology (ICT) teams already on the ground, engaged in capacity development activities as part of the WFP Asia-Pacific emergency preparedness and response (EPR) strategy designed to strengthen the capacity of national institutions to better coordinate, prepare and respond to emergencies. Following an official request for support from the Government, WFP launched two emergency operations to provide life-saving assistance to meet the food and nutrition needs of populations most severely affected by the cyclone.

Immediate Response Emergency Operation (IR-EMOP) 200952, approved budget USD 714,300, was launched from 1 March to 30 May 2016 to: 1) deploy a versatile response team to reinforce the coordination mechanisms of the Food Security and Livelihoods, Logistics and Emergency Telecommunications Clusters; 2) provide programmatic and technical advisory services and information management support; 3) undertake rapid market and telecommunications assessments; and 4) initiate a joint food assistance programme through cash-based transfers (CBT) with the Government to meet the food needs of an initial 7,000 critically affected people for two months.

Emergency Operation (EMOP) 200957, approved budget USD 3.3 million, which ran from 21 March to 31 October 2016, aimed to complement the Government's response efforts and provide emergency food assistance through CBT to 72,000 vulnerable people living in the areas worst affected by the cyclone. The EMOP also aimed to strengthen the capacity of the Government and humanitarian partners to sort, pack and store relief items, and enhance the Government's disaster management and communications capacities.

Country Resources and Results

Resources for Results

WFP received sufficient funding to implement a robust response to Tropical Cyclone (TC) Winston. A USD 38.6 million United Nations Flash Appeal was launched on 4 March 2016 by the United Nations Resident Coordinator and the Prime Minister of Fiji to support the first three months of the TC Winston response. Based on the Flash Appeal, a proposal to the UN Central Emergency Response Fund (CERF) was approved to support WFP's multi-sector response. The CERF allocation included funding to support the delivery of emergency food assistance; the deployment of mobile storage units (MSUs), coordinated through the Logistics Cluster; and funding for activities under the emergency telecommunications (ETC) sector. Additional funding in support of the emergency response was also received from the Governments of the United States (US) and Australia, in addition to in-kind services from RedR secondees.

In total, USD 4 million was allocated for WFP's emergency operations; of this amount, 90 percent was allocated for the food assistance operation through cash-based transfers (CBT); 4 percent for ETC activities including the upgrade of the Fijian National Disaster Management Office's radio network and headquarters communications room; and 6 percent for the Logistics Cluster.

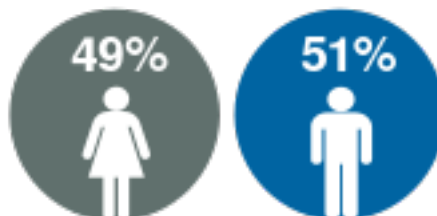
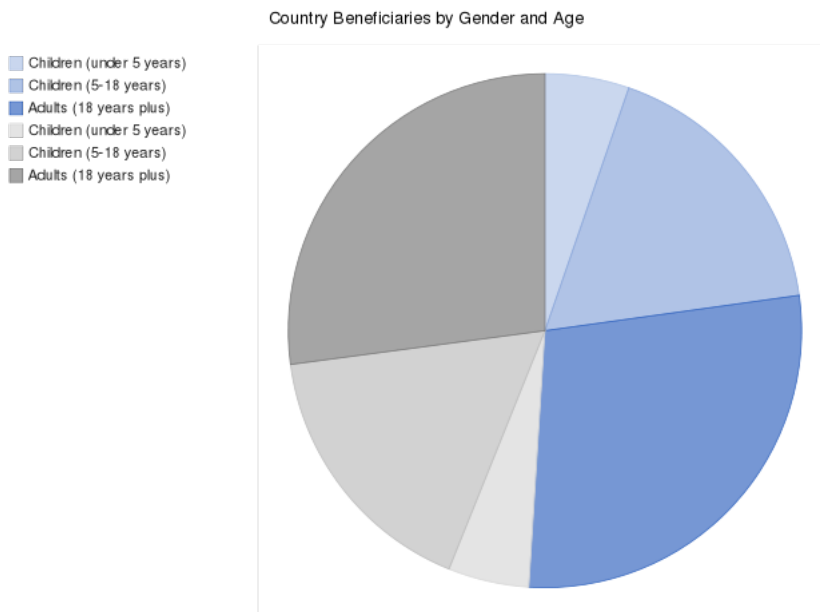
Achievements at Country Level

WFP's food assistance intervention through cash-based transfers (CBT) not only effectively complemented the government-led multi-sector response by supporting the food security of thousands of cyclone-affected people, but also demonstrated the viability of linking Fijian national social protection programmes with humanitarian assistance. Following the examination of key achievements, challenges and good practices, WFP is working with the Government to build on its existing social safety net systems to be able to swiftly scale-up emergency response programmes to rapidly provide critical assistance to affected people in the event of future disasters. Capacity development activities in the areas of shock-responsive social safety nets have been incorporated into WFP's ongoing Pacific emergency preparedness and response (EPR) activities. These activities are being developed and implemented under the Regional Pacific Food Security Cluster portfolio of activities, co-led by WFP and the United Nations Food and Agriculture Organization (FAO), in concert with national and regional authorities, food security partners, private sector stakeholders, the recently established Pacific Regional Cash and Voucher Working Group co-chaired by WFP and Oxfam, and other technical clusters.

Best practices and recommendations drawn from the activities coordinated through the Logistics and Emergency Telecommunications Clusters have been integrated into WFP's Pacific EPR programme and submitted to the Government ahead of the planned legislative revision of national disaster management policies. Under the EPR strategy, WFP is delivering a range of operational and technical services designed to improve national logistical and emergency telecommunications capacities and infrastructure to allow faster, better and more cost-effective responses to future emergencies. After a WFP assessment of the Government's emergency communications systems carried out in the period after Tropical Cyclone Winston, WFP worked with the National Disaster Management Office (NDMO) to upgrade its emergency capability and to provide onsite training to district and provincial office staff on the use of the upgraded high frequency (HF) radio system. This is expected to strengthen the NDMO and key counterparts' early warning and crisis management communication, and build the capacity of emergency responders to provide an effective and coordinated response in the event of future disasters.

Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	3,776	3,634	7,410
Children (5-18 years)	12,469	11,970	24,439
Adults (18 years plus)	20,092	19,309	39,401
Total number of beneficiaries in 2016	36,337	34,913	71,250



Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Single Country EMOP	2,024,059	-	-
Single Country IR-EMOP	226,293	-	-
Total Distributed in 2016	2,250,352	-	-

Supply Chain

At the Government's request, WFP, as the global lead agency of the Logistics Cluster, addressed the initial challenges of the response by reinforcing national coordination mechanisms and supporting the integration of the humanitarian community's logistics capacity in the government-led response. Improvements made included: 1) the timely establishment of regular Logistics Cluster coordination meetings to facilitate information exchange and minimise duplication of logistics activities during the response; 2) the sharing of operational information on sea, road and air transportation, storage and fuel when required; and 3) the establishment of Request for Assistance forms and procedures for the use of military assets. These activities were designed to maximise the efficiency of the emergency operation and ensure an uninterrupted flow of life-saving relief items.

As local markets reopened after the cyclone, and in light of the availability of a strong commercial sector and military assets, there were no identified gaps requiring WFP to act as provider-of-last-resort and establish common logistics services on behalf of the humanitarian community. However, to meet the Government's demands for increased temporary storage capacity, WFP donated four mobile storage units (MSUs) deployed from emergency stocks at the United Nations Humanitarian Response Depot (UNHRD) in Subang, Malaysia and handed over their management to the National Disaster Management Office (NDMO). WFP also facilitated the training of specialised emergency units on setting up and maintaining the storage facilities, in order to strengthen the capacity of future emergency responders. Additional activities and services provided by WFP through the Logistics Cluster included the streamlining of information and guidelines on import procedures for humanitarian relief items; the establishment of a back-up system to track incoming cargo; and the sharing of national logistics capacity information and a service provider database, through the Fiji Logistics Capacity Assessment.

During this emergency response, the WFP Regional Bureau for Asia procurement unit took on an operational role, assuming responsibility for procuring goods and services.

Implementation of Evaluation Recommendations and Lessons Learned

During the implementation of the joint food assistance emergency operation, WFP and the Ministry of Women, Children and Poverty Alleviation observed that national social safety nets, despite being well established in Fiji, could be expanded to respond more comprehensively to assist populations affected by rapid-onset disasters. In some instances, access to affected populations, targeting and the provision of assistance were hampered by operational constraints because of; the remoteness of some of the affected islands; beneficiaries' reduced mobility after the cyclone; the damage sustained by the country's logistical infrastructure and communications networks; and the lack of an updated and centralised social protection recipients' database. These constraints were exacerbated by the reduced availability of staff support from the Ministry of Women, Children and Poverty Alleviation, as it was simultaneously running several post-Winston rehabilitation programmes, which stretched its capacity.

The World Bank and the Australian Department of Foreign Affairs and Trade assessed the impact of funds distributed by the Government to beneficiaries of social protection schemes, including the complementary support provided by WFP. This impact assessment yielded valuable recommendations to further strengthen the Government's social protection programmes to make them more shock responsive. Recommendations included the development of an institutionalised Social Protection Policy Framework with an embedded disaster responsive component; the consolidation and centralisation of the Poverty Benefit Scheme registry for future disasters; and strengthened options for disaster risk financing for Fiji.

Drawing from this experience in Fiji, WFP is working in collaboration with the Government to develop capacity and preparedness measures to strengthen national social protection programmes to be more responsive to shocks, and potentially create a blueprint for the roll-out of similar systems in other Pacific Island Countries. Contingency agreements are being developed with relevant ministries and with providers of financial, logistical and emergency telecommunications services to enhance the Government's ability to incorporate cash-based assistance in its emergency response plans. Guidelines and standard operating procedures (SOPs) are being developed for multiple stakeholders to define areas and ways of intervention during emergencies, and boost the administration of food assistance through social safety nets at the district and divisional level.

In line with its work at the global level on shock-responsive social safety nets, WFP is collaborating with the Fijian Department of Social Welfare and the World Bank to conduct a series of participatory learning exercises, trainings and workshops to strengthen social protection emergency response capacities in light of the high probability of future shocks that disproportionately impact the country's poorest. Areas of proposed development identified during a joint lessons learned exercise conducted in September 2016 with Government ministries, UN agencies, cooperating partners and donors, are: (1) food security and vulnerability profiling and mapping, including identification of target groups with special needs; (2) development of shock-responsive intervention policy, standby agreements and SOPs; (3) information and database management and the establishment of feedback mechanisms and Government call centres; (4) programme cycle design; (5) internal and external communication to augment beneficiary outreach capacity, and the development of networks prepared for surge staff support to the Department of Social Welfare.

Areas for improvement in national coordination mechanisms activated at the onset of the Tropical Cyclone (TC) Winston disaster response were also observed during the response. The Fijian cluster system was only introduced in 2012, and utilized once to coordinate the multi-agency emergency response to TC Evans (December 2012). In its capacity as global lead agency of the Logistics and Emergency Telecommunications Clusters, WFP supported the Ministry of Economy and the Ministry of Communications respectively in coordinating the TC Winston humanitarian response. However, confusion over roles and responsibilities; the lack of a centralised reporting system and information sharing; and gaps in the streamlining of processes and procedures at the national and sub-national level, decreased the efficiency of the Clusters in meeting some operational requirements.

WFP and the clusters' line ministries conducted a series of consultations with key partners and stakeholders to develop recommendations to improve the efficiency of future response operations in emergency logistics and telecommunications. Below are the areas identified for further improvement, which have now been integrated in WFP's ongoing Pacific emergency preparedness and response (EPR) strategy in Fiji.

Logistics:

(1) Strengthen the role of the National Logistics Cluster to assume greater humanitarian coordination responsibilities by shifting its designated line ministry from the Ministry of Economy/Fiji Procurement Office to the National Disaster Management Office (NDMO); (2) expand private sector engagement in emergency response procedures and requirements; (3) enhance coordination and information flow of logistics procedures at the national and sub-national level; (4) ensure early dissemination of SOPs, requirements and frameworks for receiving international relief items (related to customs, sea freight, biosecurity, warehousing, goods handling, inventory management); and (5) increase information sharing on logistics constraints, transport and storage availability, and tracking tools to enhance pipeline visibility to support decision-making and minimise duplication.

Emergency Telecommunications:

(1) Strengthen the emergency communication infrastructure available to the Fiji NDMO to communicate in times of disaster; (2) strengthen the national Communications Cluster in Fiji as a central coordinating mechanism for emergency response relating to telecommunications; and (3) improve coordination between actors to ease the deployment of technical specialists to affected areas.

In line with these recommendations, capacity development services are being developed in collaboration with key regional, national and local actors including Government ministries, United Nations agencies, non-governmental organisations (NGOs), the Red Cross and Red Crescent Movement, private sector and academic institutions, to continue to strengthen the Government's capacity to respond to future disasters and reduce their impact on vulnerable populations.

Stories from the Field

In 2010, Senimini, a farmer from Koro Island in Fiji's Eastern Division, had a stroke which permanently affected his ability to walk. Senimini's family relied on intensive subsistence farming to survive. After the incident, his wife Sera started working the land, leaving the care of her husband to her 9- and 12- year-old grandchildren. Meanwhile Senimini was registered in the national cash and food voucher programme administered under the Poverty Benefit Scheme, one of the social protection programmes introduced by the Government of Fiji to combat poverty in the country.

When Tropical Cyclone Winston hit Koro, Sera held Senimini for hours: "If we die, we die together," she told him as he pleaded for her to leave him behind and seek shelter somewhere safe. Their house turned into rubble but they survived, pinned against debris that protected them from the full force of the cyclone. Senimini and Sera said the Government response and the additional food assistance provided by WFP were a "blessing". The complementary support they received from WFP to purchase essential food supplies locally has helped give them peace of mind as they slowly recover from the disaster and rebuild their lives.

Project Objectives and Results

Project Objectives

In line with the WFP Strategic Plan (2014-2017) the overall goal of this EMOP was to save lives and protect livelihoods in emergencies (Strategic Objective 1) and, more specifically, (i) to meet the urgent food needs of people who have very few other viable means of subsistence left, and (ii) to protect livelihoods, limit negative coping strategies and contribute to an accelerated return to normalcy. WFP's Tropical Cyclone Winston response included the provision of food assistance through cash-based transfers (CBT) to vulnerable people registered in national social protection programmes, who had been identified by the Government as being in need of additional food assistance.

In view of Fiji's dynamic markets, their quick resumption, and the existence of effective nationwide social protection programmes, WFP recommended a food assistance intervention delivered through CBT as the most appropriate approach to: address the immediate food needs of some of the poorest and most vulnerable members of society; limit their reliance on distributed food, as well as prevent the selling of assets and borrowing; and enable them to purchase locally the food of their choice, and in so doing, help strengthen markets.



Approved Budget for Project Duration (USD)

Cost Category	
Capacity Dev.t and Augmentation	625,220
Direct Support Costs	507,395
Indirect Support Costs	218,241
Cash & Voucher and Related Costs	1,985,112
Total	3,335,968

Project Activities

Strategic Objective: Save lives and protect livelihoods in emergencies (SO1)

Outcome: 1.2 Stabilised or improved food consumption over assistance period for targeted households and/or individuals

Activity: Food assistance intervention through cash-based transfers

WFP studies on the feasibility of using cash-based transfers (CBT) to provide food assistance in Fiji, conducted before Tropical Cyclone (TC) Winston as part of its emergency preparedness and response (EPR) activities in the Asia Pacific region, had shown that the Government, through the Ministry of Women, Children and Poverty Alleviation, had strengthened nationwide public social protection transfer programmes using CBT mechanisms (electronic cards, food vouchers and cash grants) to cater for the needs of the poorest and most vulnerable members of society.

A 2011 World Bank evaluation report on social protection schemes in Fiji noted the high level of targeting accuracy of the existing systems, including the Poverty Benefit Scheme (PBS), Care and Protection Allowance (CPA) and Social Protection Scheme (SPS). The results of the Government's own post-cyclone top-up transfer programme using its social protection systems, which launched in March 2016 to support all registered beneficiaries irrespective of whether or not they resided in the cyclone-affected areas, also demonstrated positive outcomes. A rapid market assessment conducted by WFP's Vulnerability Analysis and Mapping (VAM) unit in the wake of TC Winston revealed that despite the cyclone's devastating effects on people's livelihoods and assets, access to food markets was rapidly re-established, and supermarkets and wholesalers had resumed operations. These were all key factors considered in order to determine the appropriateness of using CBT to minimise the adoption of negative coping

strategies, and align the food assistance response with Government priorities.

WFP worked directly with the Ministry of Women, Children and Poverty Alleviation, to use existing government social safety nets as a targeting mechanism for assistance. The Ministry provided initial planning figures totaling 60,000 beneficiaries, with beneficiaries identified on the basis of their registration under the PBS and CPA and residential address in one of the 12 areas most affected by the cyclone, as prioritised by the Government. Shortly before the planned roll-out of CBT, the Government revised the operation's planning figures to include an additional 4,000 beneficiaries, and requested WFP to support an additional 8,000 elderly beneficiaries over the age of 68 who were registered in the SPS. The total number of beneficiaries was thus increased to 72,000 people. Targeted recipients included the elderly, disabled and chronically ill, as well as needy families with children living in the areas worst affected by the cyclone: Vanuabalavu, Koro, Lomaiviti Group, Taveuni, Savusavu, Bua, Nabouwalu, Tailevu, Ra, Rakiraki, Tavua, Ba, Lautoka and the Yasawas.

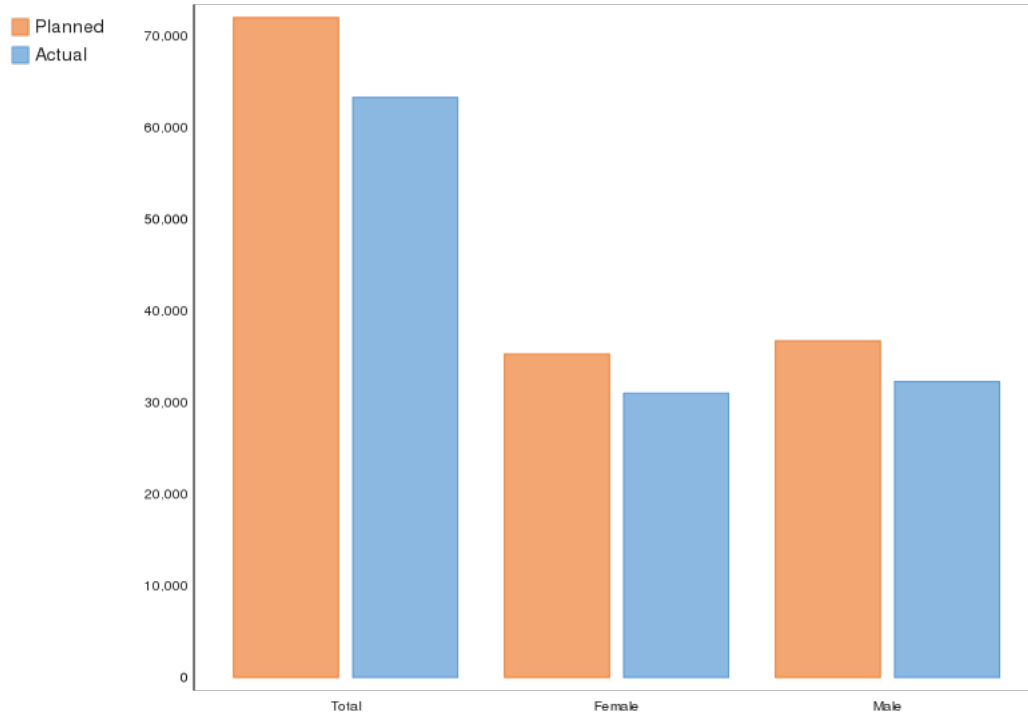
WFP funds supported the Ministry of Women, Children and Poverty Alleviation to top-up recipients' regular monthly allowances with additional entitlements. In May and June, households registered in the PBS and CPA received complementary entitlements valued at FJD 150 (USD 71) per month, in addition to their regular monthly allowances of FJD 150. Individuals registered in the SPS received a food voucher valued at FJD 50 (USD 24) per month, in addition to their monthly FJD 50 cash grants. The transfer value was based on a nutritious food basket providing 2,100 calories per person per day. The top-up was channeled through existing transfer mechanisms, primarily electronic cards. Paper vouchers, available for collection at Post Offices and offices of the Department of Social Welfare, were issued for pensioners. For beneficiaries in remote areas where access to supermarkets was limited, bank transfers from Fiji's main financial service providers were used, and, in a few cases, direct cash distributions. The transfers were redeemable at selected retailers across the country or, in the case of cash benefits, at open markets in locations with limited availability of government-contracted outlets. At selected stores, recipients were given a predefined list of 130 nutritious food items to choose from in order to improve the nutritional value of the intervention.

In light of the extension of the State of Natural Disaster from an initial period of 30 days to 60 days; ongoing emergency food distributions led by the Government; the resumption of subsistence agriculture activities made possible by the provision of seeds and tools through the Food Security Cluster; and revisions to the targeting of the beneficiaries, the CBT distributions for this EMOP took place in May and June 2016 rather than April and May as initially planned.

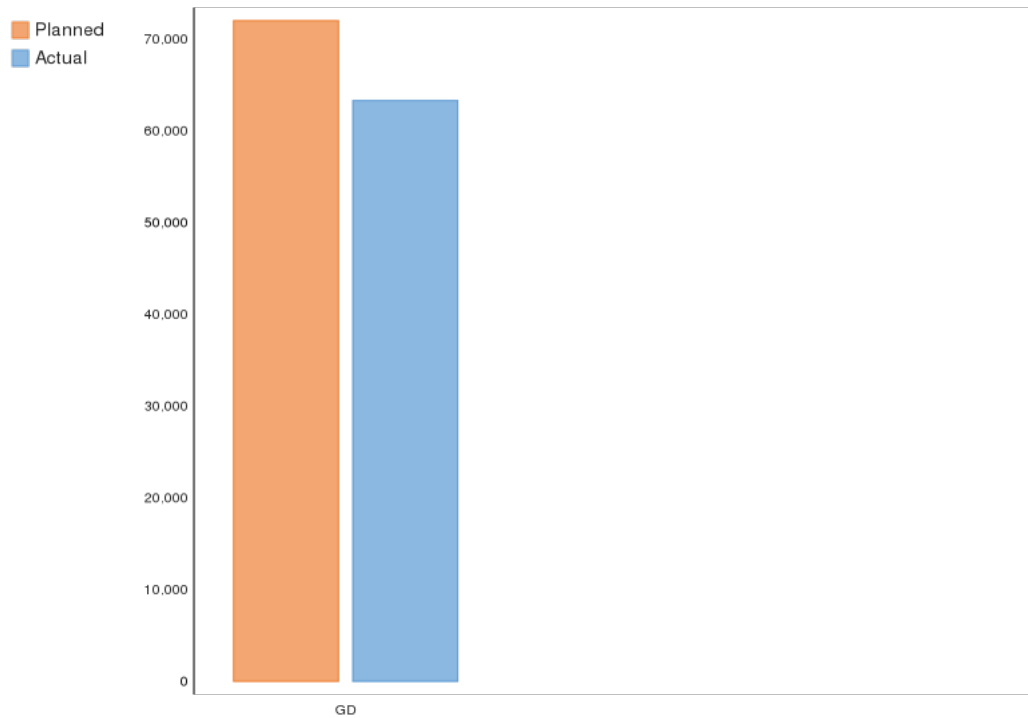
As a result of these programme amendments, a budget revision and time frame extension from 30 June to 31 October were undertaken for this EMOP. The amendments to the EMOP also ensured the continuation of financial commitments related to capacity development activities, including the upgrade of the NDMO radio networks, communications room and the training of information and communications technology (ICT) staff in using new high frequency (HF) radio equipment.

To ensure the response did not exclude vulnerable households and individuals severely affected by the cyclone but who were not registered under the Government's social protection programmes, WFP worked in coordination with the Adventist Development and Relief Agency (ADRA), which monitored the implementation of the food assistance operation, and addressed identified exclusion errors under a separate food voucher response programme.

Annual Project Beneficiaries

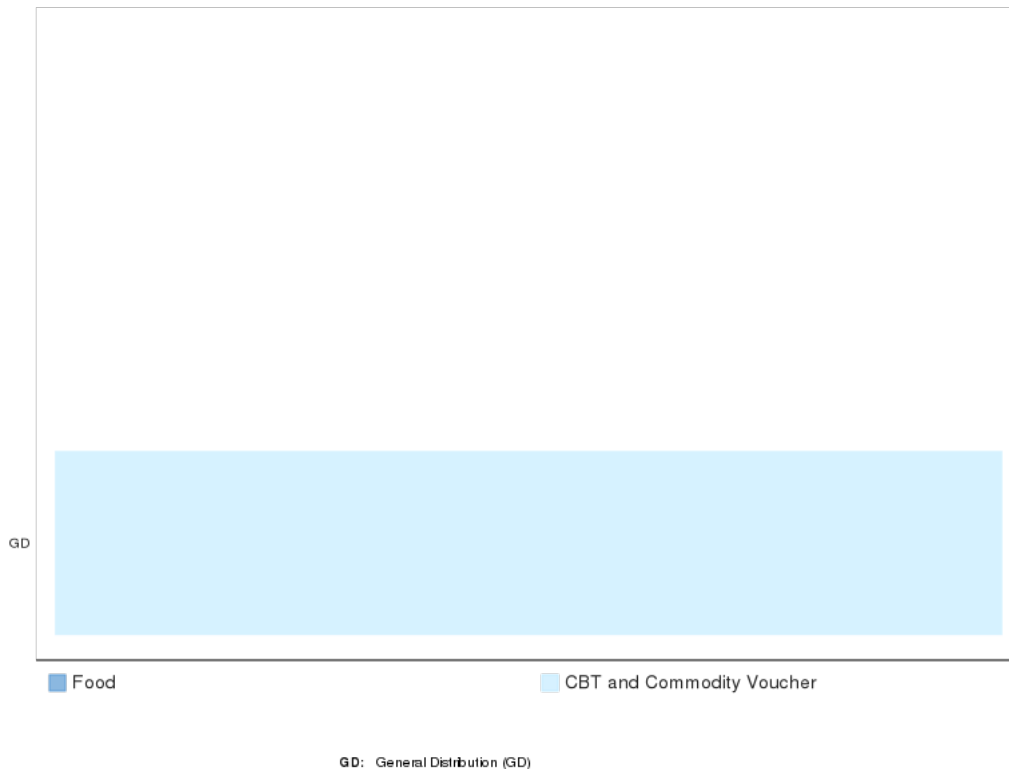


Annual Project Beneficiaries by Activity



GD: General Distribution (GD)

Modality of Transfer by Activity



Cash Based Transfer and Commodity Voucher Distribution for the Project (USD)

Modality	Planned (USD)	Actual (USD)	% Actual v. Planned
Cash	1,985,112	2,024,059	102.0%
Total	1,985,112	2,024,059	102.0%

Operational Partnerships

A tripartite agreement between WFP, the Ministry of Agriculture, Rural and Maritime Development, and National Disaster Management, and the Ministry of Women, Children and Poverty Alleviation, in close cooperation with the Ministry of Economy and the Department of Social welfare, paved the way for a well-coordinated food assistance operation. Through its partnership with the Ministry of Women, Children and Poverty Alleviation and the Department of Social Welfare, WFP was able to leverage existing national social protection programmes to effectively target and reach vulnerable individuals with cash-based food assistance. Regular implementation meetings with the Ministry of Women, Children and Poverty Alleviation, Department of Social Welfare, government-contracted suppliers, and service providers also enabled effective coordination of the operation.

WFP partnered with the Adventist Development and Relief Agency (ADRA) to train volunteer field monitors to conduct post-distribution monitoring (PDM) of the cash-based transfer (CBT) programme in all 12 targeted areas. In close coordination with WFP, ADRA addressed exclusion errors identified during the monitoring process under a separate food voucher programme. ADRA's monitoring also identified areas for improvement in the Government's social protection schemes, including registration procedures and updating the beneficiary database. With continuous capacity development and support provided by WFP to support ADRA, this partnership proved critical to ensure assistance was effectively provided to cyclone-affected communities.

WFP regularly contributed to inter-cluster and Pacific Humanitarian Team (PHT) meetings, providing strategic guidance to partners in all sectors. Prior emergency preparedness engagements with national stakeholders enabled WFP to effectively fulfill its Cluster lead and co-lead obligations. Information on food assistance activities, gaps and

sensitisation campaigns was shared at Food Security Cluster coordination meetings co-hosted with the Ministry of Agriculture and the United Nations Food and Agriculture Organization (FAO).

WFP was an active member of the Communicating with Communities Working Group and the informal Cash and Voucher Working Group, both led by the Office for the Coordination of Humanitarian Affairs (OCHA), which met throughout the cyclone-response to develop standards, identify gaps, and ensure active coordination among humanitarian partners implementing cash and voucher emergency operations.

Performance Monitoring

WFP worked in close collaboration with the Government and its cooperating partner, the Adventist Development and Relief Agency (ADRA), to design and conduct monitoring of the food assistance operation. ADRA has been operational in Fiji since the beginning of 2006, and has excellent in-country linkages as well as experience in emergency response, including cash-based transfer (CBT) interventions and development projects.

The post-distribution monitoring (PDM) was carried out from 20 April to 20 July 2016. ADRA conducted a quantitative and qualitative analysis of the programme. The quantitative survey was created by WFP, and made available to ADRA via Kobo Toolbox, the open-source tool to collect data in the field using mobile devices. Twenty field monitors were trained by WFP and ADRA to use the tool, and were subsequently deployed to the 12 priority areas to collect data. A total of 3,121 households (approximately 4 percent of targeted beneficiaries) and eight retailers were surveyed, and 55 life stories were collected. The main challenges reported by ADRA during the monitoring process were the short time frame to collect data; outdated beneficiary information; lack of power and connectivity to operate mobile phones in some of the most remote areas; and responding to questions from individuals not included in the food assistance programme.

The PDM provided valuable information on beneficiary satisfaction, helped service providers to improve delivery, and monitored the timely disbursement of funds. ADRA's monitoring functioned as a feedback and complaints mechanism for programme recipients, and enabled timely programme adjustments to be made during the implementation of the operation. WFP teams joined monitoring missions in some of the areas worst affected by the cyclone in the Northern, Central and Eastern Divisions to ensure the effective monitoring, evaluation and coordination with stakeholders on the ground, and to assess efficiency in addressing gaps identified. Additional food and non-food gaps noted during PDM were communicated by members of the Food Security; Shelter; Water, Sanitation and Hygiene (WASH); and Protection Clusters.

Results/Outcomes

Strategic Objective: Save lives and protect livelihoods in emergencies (SO1)

Outcome: 1.2 Stabilised or improved food consumption over assistance period for targeted households and/or individuals

Activity: Food assistance intervention through cash-based transfers

By leveraging the Government's existing social protection programmes, WFP was able to rapidly channel assistance to meet the immediate food needs of people most affected by Tropical Cyclone (TC) Winston for two months, without the need to develop a parallel food-based intervention. Following the signing of a tripartite Letter of Understanding with the Government in April, WFP funds allocated for the roll-out of the cash-based transfer (CBT) intervention were swiftly transferred to the Ministry of Economy and subsequently to the Ministry of Women, Children and Poverty Alleviation, which topped-up the first round of entitlements in May to meet the immediate food needs of vulnerable recipients. WFP was therefore able to increase the purchasing power of beneficiaries' regular allowances to access additional food items using existing transfer mechanisms with which beneficiaries were already familiar.

In May and June 2016, WFP provided 63,285 vulnerable people, (or 88 percent of people targeted under the EMOP), with additional cash entitlements to purchase nutritious foods. Those reached were vulnerable people registered in the Poverty Benefit Scheme (PBS), Care and Protection Allowance (CPA) and Social Protection Scheme (SPS) national social protection programmes, living in the 12 priority areas most affected by the cyclone. According to post-distribution monitoring, 99 percent of interviewed beneficiaries said they had full decision-making power on how to use the food assistance entitlements. In addition, none of the beneficiaries reported having sold or exchanged their entitlements for other items or services, suggesting the cash-based assistance was widely used by beneficiaries as intended to support their household food needs.

The complementary cash-based allowances provided by WFP were exchangeable for a variety of food items set by the Government. Upon WFP's recommendation, the list of items for purchase was expanded from 90 to 130 food items in order to include fresh fruit and vegetables to compensate for the scarcity of subsistence farming crops, garden vegetables and fruit-bearing trees destroyed by the cyclone. The post-distribution monitoring (PDM) findings showed that 68 percent of assisted households had an acceptable Food Consumption Score (FCS) and that households consumed on average more than six different food groups per day, indicating that the majority of beneficiary households had adequate food intake and a highly diversified diet.

WFP also successfully supported the government-led response by providing technical advisory services, cluster coordination and information management support in the areas of food security, logistics and emergency telecommunications. WFP provided four mobile storage units (MSUs) to augment the capacity of the Government and humanitarian partners to sort, pack and store relief items. Following an assessment of the Government's emergency communications systems carried out after TC Winston, WFP worked with the National Disaster Management Office (NDMO) to upgrade existing telecommunications facilities and strengthen the Government's disaster response capacities. WFP upgraded the NDMO high frequency (HF) radio network, consisting of 10 sites across Fiji's largest island of Vita Levu, and provided onsite training to district and provincial office staff on the use of the upgraded system. WFP also provided two portable HF emergency radio communication packs, and refurbished the communications room at the NDMO headquarters in the capital, Suva. It is expected that with these upgrades the NDMO will enhance its robust early warning and crisis management communication with key counterparts, and that trained district and provincial staff will provide coordinated responses during any crisis.

Progress Towards Gender Equality

This EMOP was developed with the recognition that gender equality and women's empowerment present significant challenges in Fiji, and that the impact of Tropical Cyclone (TC) Winston had further exacerbated women's vulnerabilities. Damage to homestead gardens and the loss of small livestock, normally both under the control of women, made women more vulnerable to economic hardships. A government-led, multi-agency Post-Disaster Needs Assessment was conducted between April and June 2016 with the support of the World Bank, United Nations agencies and the Secretariat for the Pacific Community. The assessment concluded that the effects of TC Winston increased women's dependency on subsistence economic activity, leaving them with no income security and adversely impacting their ability, as primary caregivers, to meet their households' food, nutrition and familial basic needs.

Contributing to greater gender equality and reducing women's poverty, were at the core of WFP's emergency response. The food assistance provided under the EMOP was implemented in coordination with the Ministry of Women, Children and Poverty Alleviation, which is the primary government adviser on women's empowerment and gender issues in Fiji, and is an active partner of agencies working on gender-sensitive programming such as UN Women and the United Nations Children's Fund (UNICEF). By using existing government social safety net platforms to provide cash-based transfers, WFP was able to leverage and scale up gender-sensitive targeting mechanisms already in place and improve vulnerable women's immediate access to food. Under the existing social protection schemes, the Poverty Benefit Scheme (PBS), Care and Protection Allowance (CPA) and Social Protection Scheme (SPS), households headed by single women and widows represented over 30 percent of beneficiaries; and 59 percent of beneficiaries registered with the PBS were women.

Protection and Accountability to Affected Populations

Throughout all phases of the emergency operation, WFP worked closely with cooperating partners, the Ministry of Women, Children and Poverty Alleviation, the Department of Social Welfare and district-level social welfare offices, post offices and retailers to ensure that all five commitments to accountability to affected populations developed by the Inter-Agency Standing Committee (IASC) were implemented. According to the post-distribution monitoring (PDM), 92 percent of beneficiaries reported feeling safe at the distribution sites. The 8 percent of beneficiaries who reported not feeling secure said that they were concerned that their benefits would be stolen or they would have to pay a bribe on the way home. While no actual incidents were reported, it is important for future interventions to increase mitigation measures such as decreasing the distance beneficiaries must travel to retailers by increasing the number of shops in the local area, and working closely with security staff in the design of the intervention.

Findings from the PDM indicate that 60 percent of interviewees had knowledge of the programme and their corresponding entitlements, redemption cycle and modalities. Beneficiaries received advance notice of their additional entitlements, value and conditions of use through a government-led sensitisation campaign which included radio talk shows, public service announcements in English, Fijian and Hindi, and newspaper

advertisements. These campaign messages were designed to ensure that communities were adequately informed about the cash-based transfer (CBT) programme. In some of the most severely affected remote areas, however, the sensitisation campaign did not reach recipients to the extent desired because of limited or non-existent radio connectivity. This lack of communication resulted in beneficiaries reporting limited knowledge and understanding of the additional entitlements provided under the joint Government and WFP food assistance programme. In discussion with the Government and partners on alternative communication strategies, it was decided to scale up direct outreach to communities and strengthen communication between social welfare district offices, distribution points and beneficiaries, which resulted in greater awareness of the programme amongst the community.

Overall, beneficiaries reported a high level of satisfaction with the food assistance received from the Government and WFP. Of the beneficiaries interviewed, 84 percent did not make any complaints, while 16 percent lodged complaints with retailers and social welfare offices on issues of overcrowding and long wait times at the retailer, cards not functioning and transportation costs and long travel distances to and from the distribution points. Despite the short time frame of the intervention, regular monitoring enabled WFP, the Adventist Development and Relief Agency (ADRA) and the Government of Fiji to make timely adjustments to the programme design to improve the beneficiary experience; for example, by publicly displaying shopping list items to facilitate planning and providing support for rapid card replacement when issues arose. Programme monitoring served as a feedback and complaints mechanism for beneficiaries and provided recommendations for improvement such as to diversify the number of supermarkets and strengthen the programme communication strategy with beneficiaries.

Figures and Indicators

Data Notes

Cover page photo © WFP/Francesca Ciardi. Beneficiaries of WFP's Tropical Cyclone Winston food assistance operation through cash-based transfers select commodities from a pre-determined list of 130 nutritious food items while shopping at one of the government-contracted retailers in Savusavu, on Fiji's second largest island of Vanua Levu.

Overview of Project Beneficiary Information

Table 1: Overview of Project Beneficiary Information

Beneficiary Category	Planned (male)	Planned (female)	Planned (total)	Actual (male)	Actual (female)	Actual (total)	% Actual v. Planned (male)	% Actual v. Planned (female)	% Actual v. Planned (total)
Total Beneficiaries	36,720	35,280	72,000	32,275	31,010	63,285	87.9%	87.9%	87.9%
By Age-group:									
Children (under 5 years)	3,816	3,672	7,488	3,354	3,228	6,582	87.9%	87.9%	87.9%
Children (5-18 years)	12,600	12,096	24,696	11,075	10,632	21,707	87.9%	87.9%	87.9%
Adults (18 years plus)	20,304	19,512	39,816	17,846	17,150	34,996	87.9%	87.9%	87.9%
By Residence status:									
Residents	36,720	35,280	72,000	32,275	31,010	63,285	87.9%	87.9%	87.9%

Participants and Beneficiaries by Activity and Modality

Table 2: Beneficiaries by Activity and Modality

Activity	Planned (food)	Planned (CBT)	Planned (total)	Actual (food)	Actual (CBT)	Actual (total)	% Actual v. Planned (food)	% Actual v. Planned (CBT)	% Actual v. Planned (total)
General Distribution (GD)	-	72,000	72,000	-	63,285	63,285	-	87.9%	87.9%

Annex: Participants by Activity and Modality

Activity	Planned (food)	Planned (CBT)	Planned (total)	Actual (food)	Actual (CBT)	Actual (total)	% Actual v. Planned (food)	% Actual v. Planned (CBT)	% Actual v. Planned (total)
General Distribution (GD)	-	20,800	20,800	-	19,513	19,513	-	93.8%	93.8%

Participants and Beneficiaries by Activity (excluding nutrition)

Table 3: Participants and Beneficiaries by Activity (excluding nutrition)

Beneficiary Category	Planned (male)	Planned (female)	Planned (total)	Actual (male)	Actual (female)	Actual (total)	% Actual v. Planned (male)	% Actual v. Planned (female)	% Actual v. Planned (total)
General Distribution (GD)									
People participating in general distributions	10,608	10,192	20,800	9,952	9,561	19,513	93.8%	93.8%	93.8%
Total participants	10,608	10,192	20,800	9,952	9,561	19,513	93.8%	93.8%	93.8%
Total beneficiaries	36,720	35,280	72,000	32,275	31,010	63,285	87.9%	87.9%	87.9%

Project Indicators

Outcome Indicators

Outcome	Project End Target	Base Value	Previous Follow-up	Latest Follow-up
SO1 Save lives and protect livelihoods in emergencies				
Stabilized or improved food consumption over assistance period for targeted households and/or individuals				
FCS: percentage of households with poor Food Consumption Score				
<i>FIJI, Project End Target: 2016.06, Latest Follow-up: 2016.05, WFP programme monitoring</i>	<30.00	-	-	8.00
FCS: percentage of households with acceptable Food Consumption Score				
<i>FIJI, Project End Target: 2016.06, Latest Follow-up: 2016.05, WFP programme monitoring</i>	>30.00	-	-	68.90
FCS: percentage of households with poor Food Consumption Score (female-headed)				
<i>FIJI, Project End Target: 2016.06, Latest Follow-up: 2016.05, WFP programme monitoring</i>	<30.00	-	-	10.90
FCS: percentage of households with poor Food Consumption Score (male-headed)				
<i>FIJI, Project End Target: 2016.06, Latest Follow-up: 2016.05, WFP programme monitoring</i>	<30.00	-	-	6.90

Outcome	Project End Target	Base Value	Previous Follow-up	Latest Follow-up
FCS: percentage of households with acceptable Food Consumption Score (female-headed)				
<i>FIJI, Project End Target: 2016.06, Latest Follow-up: 2016.05, WFP programme monitoring</i>	>30.00	-	-	65.50
FCS: percentage of households with acceptable Food Consumption Score (male-headed)				
<i>FIJI, Project End Target: 2016.06, Latest Follow-up: 2016.05, WFP programme monitoring</i>	>30.00	-	-	70.30
Diet Diversity Score				
<i>FIJI, Project End Target: 2016.06, Latest Follow-up: 2016.05, WFP programme monitoring</i>	>7.00	-	-	6.25
Diet Diversity Score (female-headed households)				
<i>FIJI, Project End Target: 2016.06, Latest Follow-up: 2016.05, WFP programme monitoring</i>	>7.00	-	-	6.26
Diet Diversity Score (male-headed households)				
<i>FIJI, Project End Target: 2016.06, Latest Follow-up: 2016.05, WFP programme monitoring</i>	>7.00	-	-	6.25

Gender Indicators

Cross-cutting Indicators	Project End Target	Base Value	Previous Follow-up	Latest Follow-up
Proportion of households where females and males together make decisions over the use of cash, voucher or food				
<i>FIJI, General Distribution (GD), Project End Target: 2016.06, Base value: 2016.06</i>	=40.00	36.00	-	-
Proportion of households where females make decisions over the use of cash, voucher or food				
<i>FIJI, General Distribution (GD), Project End Target: 2016.06, Base value: 2016.06</i>	=40.00	44.00	-	-
Proportion of households where males make decisions over the use of cash, voucher or food				
<i>FIJI, General Distribution (GD), Project End Target: 2016.06, Base value: 2016.06</i>	=20.00	20.00	-	-

Protection and Accountability to Affected Populations Indicators

Cross-cutting Indicators	Project End Target	Base Value	Previous Follow-up	Latest Follow-up
Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)				
<i>FIJI, General Distribution (GD), Project End Target: 2016.06, Base value: 2016.06</i>	>70.00	60.00	-	-
Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site				
<i>FIJI, General Distribution (GD), Project End Target: 2016.06, Base value: 2016.06</i>	>80.00	92.00	-	-

Partnership Indicators

Cross-cutting Indicators	Project End Target	Latest Follow-up
Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks)		
<i>FIJI, General Distribution (GD), Project End Target: 2016.06, Latest Follow-up: 2016.06</i>	=48,342.00	48,342.00
Number of partner organizations that provide complementary inputs and services		
<i>FIJI, General Distribution (GD), Project End Target: 2016.06, Latest Follow-up: 2016.06</i>	=1.00	1.00
Proportion of project activities implemented with the engagement of complementary partners		
<i>FIJI, General Distribution (GD), Project End Target: 2016.06, Latest Follow-up: 2016.06</i>	=100.00	100.00