

LIMITED EMERGENCY OPERATION
- [PAPUA NEW GUINEA]
Version 1.0 (20 March 2018)

Limited Emergency Operation Papua New Guinea	
Number of beneficiaries	153,000
Duration (starting date – end date)	29 March 2018 – 28 July 2018
Cost to WFP	USD \$21,592,495
Gender and Age marker code	1

EXECUTIVE SUMMARY

On 26 February 2018, a magnitude 7.5 earthquake hit Papua New Guinea at a depth of 35 km, with its epicentre in Enga Province (Central Highlands). A series of heavy aftershocks followed, up until 6 March. Severe damage is reported in 59 Local-Level Government areas (LLGs), affecting 23 districts in 9 provinces.

The earthquake destroyed access roads and water reservoirs. It disrupted river flows and caused many landslides which destroyed root crops and vegetable gardens – the primary food source in that area. Coping mechanisms are very limited. With a lack of clean water, food and shelter, populations are moving towards areas where they expect to find assistance. Others may be too isolated to move. The immediate need is for clean water, food, shelter and protection.

Seven LLGs were hardest-hit, by intensity 8 and 9 (on a 10-point grading scale). Part of the population in this area already experienced a high level of food insecurity prior to the earthquake.

On 1 March 2018, the Prime Minister of Papua New Guinea declared an immediate state of emergency for the earthquake-affected areas in Hela, Southern and Western Highlands and Enga Provinces. A day later, during the first meeting of the Disaster Management Team, which was chaired by the Director of the National Disaster Center and the UN Resident Coordinator, the immediate need for humanitarian food assistance was stressed, and assistance from international agencies was very much welcomed. The subsequent Disaster Management Team meeting on 11 March then identified a top-priority group of 38,000 people as the worst affected and in immediate need of life-saving support, based on proximity to the epicentre and the intensity of the quake.

These 38,000 people are located within the seven most affected LLGs. However, due to potential movement of the people and given the inaccessibility of the terrain, further on-the-ground data collection will inform the exact location, numbers and relative isolation of this group.

WFP aims to provide as soon as possible a one-week ration of high-energy biscuits (HEBs), to be followed by two rounds of monthly rice rations, supplemented in the first round with HEBs, and in the second round with canned fish.

In its 72-hour assessment, version 1 of 6 March 2018, WFP estimates that the total population of these seven LLGs, estimated at 153,000 people, is likely in need of humanitarian assistance. Once the top-priority group of 38,000 persons have been reached, WFP will therefore aim to expand its response to the remaining 115,000 people with two rounds of food distributions, using the same food basket as for the top-priority group.

At this point, targeting is not feasible for multiple reasons. Thus, WFP plans to organize blanket food distributions in the affected area, accepting potential inclusion (and exclusion) errors as a residual risk. As WFP prepares its ground operation, information updates remain limited. WFP may therefore adjust its planning through budget revisions to this Limited Emergency Operation, as and when more updated information becomes available.

WFP is also responding to a request from the Government for logistics coordination support and assessments through deployment of logistics coordinators and information management staff. WFP will complement its 72-hour assessment with a more in-depth mobile VAM (mVAM) assessment. The Food Security Cluster will also be strengthened through deployment of additional capacity.

Given that WFP has no permanent representation in Papua New Guinea, this operation will insert an emergency response team, with the objective to close the operation four months after the start of the implementation, by when most access roads and local agricultural production are expected to be back to pre-earthquake status.

The operation is time-critical and the operation area is complex from a geographic, cultural, partnerships, logistical and security perspective. Therefore, the immediate objective of this LEO is to enable WFP to start the operation; subsequent adjustments will be made as more information emerges from the operation area.

1. HUMANITARIAN SITUATION

1.1. EMERGENCY CONTEXT

On 26 February 2018, a magnitude-7.5 earthquake hit Papua New Guinea at a depth of 35 km, with the epicentre about 89 kilometres southwest of Porgera in Enga Province. A series of aftershocks, most at magnitude-6 level, have occurred until 6 March. Severe damage has been caused in 59 LLGs, affecting 23 districts in 9 provinces. Over half a million people are estimated to have been exposed to strong violent shaking.

Out of the 59 affected LLGs, seven were those hardest-hit, by intensity 8 and 9 (on a 10-point grading scale), and with a high level of food insecurity (> 40 percent). Approximately 153,000 people reside in these areas and need urgent humanitarian assistance. WFP's latest mVAM food security assessment of December 2017 estimated that 37 percent of the population (approximately 58,000 people) in the seven worst-affected LLGs were severely food-insecure according to the Food Insecurity Experience Scale (FIES) – an official indicator for the Sustainable Development Goal (SDG) 2. Four LLGs were deemed as ‘food insecurity hotspots’ (with a 40-percent or higher prevalence of households considered to be severely food-insecure): Komo Rural, Nembi Plateau Rural, South Koroba Rural, and Upper Wage LLGs. Households from Nembi Plateau Rural, North Koroba Rural, and Upper Wage LLGs reported facing extreme shortage of food supply.

The Prime Minister of Papua New Guinea declared an immediate state of emergency for the earthquake-affected areas in Hela, Southern and Western Highlands and Enga Provinces on 1 March 2018. While no explicit request for international assistance was made, the immediate need for humanitarian food assistance was stressed, and assistance from international agencies was very much welcomed on 2 March 2018 during the first meeting of the Disaster Management Team, which was chaired by the Director of the National Disaster Center and the UN Resident Coordinator. During its meeting on 11 March, the Disaster Management Team categorized 38,000 people as the worst affected within the seven LLGs. WFP will focus its immediate first phase of the response on this group. The second phase will include the remaining (153,000 – 38,000 =) 115,000 people living in the seven most affected LLGs.

The recent assessment of the Food Insecurity Experience Scale (FIES) – an official indicator for Sustainable Development Goal (SDG) 2, found that approximately 37 percent of the population (58,000 people) of the seven worst-affected LLGs were estimated to be severely food insecure, before the earthquake hit. Four LLGs were deemed as “**food insecurity hotspots**” (with a 40-percent or higher prevalence of households considered to be severely food insecure): **Komo Rural, Nembi Plateau Rural, South Koroba Rural, and Upper Wage**

LLGs. Households from **Nembi Plateau Rural, North Koroba Rural, and Upper Wage LLGs** reported facing extreme shortage of food supply.

The first situation report of the National Disaster Centre indicates high damage in all sectors. Landslides have buried or dammed traditional water sources. Existing rainwater storage facilities have been damaged. Clean water is a high priority. Two provincial hospitals and many local rural health facilities were damaged or destroyed. Disruptions in water and power supply further aggravated the problems in this sector. Over 50,000 households are believed to be in need of shelter due to damage and destruction of homes.

There are indications that people have started moving towards more populated areas where they expect to be more easily reached by any assistance. Given the very limited range of coping options available, this seems a likely development. Further assessments will be needed to ensure the current location of the most vulnerable people in the worst-affected areas. Given the context of local traditions and inter-tribal relations, these population movements and the lack of facilities such as latrines, raise serious protection concerns for women and girls.

In the medium term, roads will need to be re-opened and repaired, allowing for a return to the pre-earthquake situation in terms of infrastructure and market access. These pre-earthquake conditions were not ideal, for example the road from Mandi to Moro was accessible only with small off-road vehicles. Now the road is completely cut off due to the landslides. The presence of commercial mining activities is expected to speed up at least part of the repair work. People will need to start re-planting vegetable garden, root and tuber crops (the traditional staple), which would allow for a return to the pre-earthquake food security situation within a timeframe of 4 to 6 months, provided that support is given to facilitate the rehabilitation process. For the immediate terms, life-saving food assistance is needed.

The affected areas were relatively isolated already before the earthquake, with limited government presence and services, and road access. The main supply routes have relied on air transport, reason why the area has a developed network of airstrips and runways, some of which are still operational. The extent to which the earthquake has damaged the existing communications infrastructure (which was already fragile) has not yet been determined, but indications are that at least part of the mobile phone network is down. Communication with affected communities, while problematic and limited, is possible to a certain extent, primarily through faith-based organizations operating in the area.

There are several operational challenges:

1. the overall lack of physical access to the area. It is mountainous terrain with very few roads and limited existing warehouse facilities and logistics services.
2. the lack of WFP in-country presence. There is no existing WFP infrastructure to build a response on.
3. a lack of humanitarian partners operating in the country. For various reasons there are few partners that WFP can work with for the distribution of food. Therefore, similar to the last intervention, WFP will likely need to do direct distribution.
4. Security risks. There are security risks due to the isolated nature of the area and the high levels of violence. There is an increased risk of incidents around distribution, and this risk will only increase with time.

1.2. FOOD SECURITY AND NUTRITION NEEDS

Access to food

Food insecurity among the earthquake-affected population is a major concern, in view of the already severe food insecurity and malnutrition levels in some areas before the earthquake hit. According to the latest WFP mVAM assessment of December 2017, within the seven prioritized LLGs approximately 58,000 people were already identified as extremely food insecure. The affected areas already faced some shortage in food supply and staple crops. The recent earthquake and subsequent landslides have further compromised food security in these areas.

According to the 72-hour assessment report (version 1, 6 March 2018), approximately 153,000 people reside in the seven priority LLGs and need urgent humanitarian assistance. Among those, about 38,000 people are considered to be the worst affected, living closest to the epicenter where intensity of the earthquake has been greater than 7.5.

mVAM historical analysis shows that people dependent on garden crop production and livestock keeping – the two dominant income-generating activities within the earthquake-affected area, are more vulnerable to severe food insecurity than their peers. With the loss of their main sources for income and food due to the earthquake, these households will likely be in need of longer-term support, while they recover their livelihoods.

Many people from affected communities were displaced by the earthquake and have reportedly been unable to reach remaining food gardens or gather bush food due to persistent aftershocks. While several affected areas have received some food assistance, many remain unreached. There is an urgent need to provide life-saving food assistance to those who have exhausted other viable means of subsistence to prevent a further escalation of the situation and to limit incidences of negative coping strategies.

While the full extent of the earthquake's impact has not yet been assessed, it is expected that affected households are facing extreme food shortages and employing negative food-related coping strategies. More information on the impact of the earthquake on the food security status of affected communities will be generated through the mVAM emergency assessment and ground validation and verification, which will also inform final geographic targeting for the emergency food assistance.

Nutrition

The nutrition situation in Papua New Guinea before the crisis was already serious based on the recorded 48 percent stunting rates and about 14 percent wasting rates. The estimated 153,000 affected people (of whom 38,000 are severely affected) are likely to experience challenges to access quality food, health, sanitation and nutritional services necessary for optimal nutrition. Children, adolescent girls and pregnant and lactating women located in the earthquake-affected locations are at greater risk of further deterioration of nutritional wellbeing.

Some of the factors associated with poor nutrition in Papua New Guinea include suboptimal infant and young child feeding with low national exclusive breastfeeding rates of 17 percent and discarding of colostrum milk meant for infants due to cultural beliefs, limited dietary

diversity at household level due to dependence of few locally available foods, cultural reasons restricting consumption of certain foods to the pregnant and lactating women, low parental socioeconomic status, infections among others.

Smallholder farmers, livelihoods and food systems

The impact of the earthquake on smallholder farmers and their livelihoods requires further assessment that, for the moment, goes beyond the immediate objective of WFP's response. The challenges to food systems are linked to the logistical challenges. The highland area is traditionally home to a self-supportive, subsistence farming and hunter/gatherer-type society with small tribes living in relative isolation. Storage of large quantities of food poses security concerns and risks causing inter- and intra-tribal confrontations. In-depth analysis of the impact on food systems goes beyond the scope of WFP's currently planned intervention.

1.3. HUMANITARIAN NEEDS, PLANS, AND COORDINATION MECHANISMS

The initial focus of the Government and its partners has been on logistics coordination. Early on, WFP was requested in writing for logistics coordination support. In response, WFP deployed two logistics and information management specialists, who are now imbedded in the Government and UNCT response structures. WFP furthermore supported the initial assessment work, and produced a 72-hour assessment, which was updated on 6 March.

The 72-hour assessment and the Disaster Management Team identified that, together with WASH, shelter, health and protection, food is a top priority need. Many food sources were destroyed, and access to markets is severely reduced. The immediate need is for life-saving in-kind food, to bridge the period until vegetable gardens and root crops have been re-established.

The Government is taking the lead in the response. An Emergency Controller has been appointed, to whom the Disaster management Team reports. To date, some 53 million Papua New Guinea Kina (about USD 16 million) have been made available for the response. It is not likely that a formal appeal to the international community will be forthcoming. However, the Government welcomes and facilitate international coordination through the IASC cluster system, and works closely with the UNCT.

While the cluster system has not formally been activated, there is a de facto functioning of the main clusters. WFP is currently leading the Logistics Cluster. FAO is currently chairing the Food Security Cluster. WFP has contacted the Global Food Security Cluster at WFP Headquarters to discuss possible secondment of further support staff. Daily coordination is through the Papua New Guinea Disaster Management Team meetings. OCHA has deployed a 5-person UNDAC team.

In a letter to the Resident Coordinator dated 2 March, the Director of the national Disaster Management Office requested support, through provision of additional capacity, in 'co-ordination, detailed assessment and information management', which the Resident Coordinator conveyed to the WFP Regional Bureau.

2. WFP EMERGENCY RESPONSE

2.1. DIRECTION, FOCUS AND INTENDED IMPACTS

WFP does not have a formal presence in Papua New Guinea, nor does it have permanent assets in place in-country. In 2017 WFP responded to an El Niño related drought and frost episode, through a food-based intervention (EMOP 200966). After conclusion of that response, WFP kept one staff member in place in Papua New Guinea to support coordination of various El Niño-related assessments.

The recent earthquake has destroyed a lot of productive assets and in many cases has left already vulnerable people even more vulnerable. There is a humanitarian imperative to again provide a life-saving response to those in need.

WFP's objective is two-fold: first, to provide the requested coordination and assessment support, in line with WFP's mandate and capacity. Second, to provide food assistance to save lives. WFP is planning a 4-month food-based response focused on saving lives, stabilizing the communities and bridging the period until vegetable gardens with roots and tubers are rehabilitated. The response will consist of a seven-day ration of HEBs for 38,000 people in most acute need of food, followed by two rounds of food distributions for the entire population in the seven most affected LLGs. These would consist of a 30-day rice ration supplemented by HEBs in the first round and a second 30-day ration supplemented by canned fish in the second round.

HEBs are suitable for immediate consumption and do not require any cooking or preparation. However, as soon as possible they should be augmented with rice and fish which is the more acceptable staple alternative in Papua New Guinea. The traditional diet in Papua New Guinea is highly starch- and carbohydrate-rich; pulses are not a well-known food in the affected area. Most protein traditionally comes from hunting and fishing.

It is worth noting specialized nutritious foods (SNFs) have not been considered in this initial response, given a lack of information about its acceptability, limited dialogue with the Government on using such products for a nutrition response, expected long lead times to procure SNFs, and UNICEF's intentions to provide micronutrient powders to the same age group.

2.2. STRATEGIC OUTCOMES, FOCUS AREAS, EXPECTED OUTPUTS AND KEY ACTIVITIES

2.2.1. STRATEGIC OUTCOME 1: "COMMUNITIES AND INDIVIDUALS AFFECTED BY THE EARTHQUAKE IN PAPUA NEW GUINEA HAVE ACCESS TO ADEQUATE FOOD THROUGHOUT THE CRISIS."

Outcome description

This strategic outcome contributes to SDG 2, 'Support Countries to Achieve Zero Hunger', and to WFP's Strategic result 1, 'Access to Food'. It will achieve this through the blanket distribution to 153,000 people of two month's ration of food items such as rice, HEBs and canned fish, in addition to the blanket distribution of one week HEB ration to the 38,000 persons most in need.

Focus Areas

This is an emergency response to the humanitarian crisis in Papua New Guinea caused by the earthquake of February 26 2018. The focus area is crisis response.

Expected output:

Affected populations receive nutritious food in order to meet their basic food needs (SR 1) following the earthquake.

Key activity:

Activity 1: “Provide general food assistance through food transfers to vulnerable populations affected by crisis”.

The key activity is the importation, local sourcing, transportation and distribution of food commodities in the affected areas. WFP will do a quick partner assessment on the ground to identify presence, capacity and suitability (due diligence for commercial partners, see relevant section) and will then design its distribution plan accordingly. This will be set into motion as soon as the initial team is deployed; therefore, revisions to this document may be made once the best operational modality has been identified.

2.2.2. STRATEGIC OUTCOME 2: “Humanitarian and development partners in Papua New Guinea have access to reliable common services including expertise, services and coordination in the areas of supply chain and food security throughout the crisis.”

2.2.3. Outcome description:

This strategic outcome contributes to SDG 17: Partner to support implementation of the SDGs. WFP, as the global Logistics Cluster lead, will be a key change agent in developing and implementing an effective, collaborative and cost-contained emergency response for participating humanitarian partners. This outcome will be achieved by setting up a coordination network covering the theater of operation and Port Moresby, meeting the objective that humanitarian partners in Papua New Guinea have access to reliable logistics information and coordination, and other expertise in the area of SC. Furthermore, the Food Security Cluster, currently chaired locally by FAO, will be strengthened.

Focus area

This is a support to the partners responding to the emergency and humanitarian crisis in Papua New Guinea caused by the earthquake of February 26 2018. The focus area is crisis response.

Expected Outputs

A coordinated and timely humanitarian logistics response in Papua New Guinea, avoiding duplication of efforts and coordinating access to military and civilian defence assets (SR 8)

Affected populations benefit from enhanced coordination of Food Security stakeholder activities and information management in order to receive timely humanitarian assistance (SR 8)

Key activities

Activity 2: Provide expertise, services and coordination in the areas of supply chain and food security to all partners throughout the crisis

This activity will include:

- Information Management related to humanitarian logistics and supply on behalf of the humanitarian community
- Information sharing related to the physical access, and partners’ supply chain related activities, within the operational area
- Coordination with all humanitarian actors related to storage, transportation of humanitarian assistance
- Coordination with the national and international militaries related to the use of logistics assets

- Further strengthen the existing Food Security Cluster through deployment of an emergency food security coordination standby partner with a specific focus on humanitarian food assistance activities.

2.3. Transition and exit strategies:

This is an emergency operation limited in time, where WFP augments existing national capacities until such time that the Government is able to continue with recovery activities.

The general agreement among government and key responders in Papua New Guinea is that the response should be limited to a four-month period, after which it is expected that productive assets and road networks will be back to pre-earthquake status. WFP aims to bring in a temporary response team for the period of the operation.

3. IMPLEMENTATION ARRANGEMENTS

Given the lack of more detailed assessment information, and given potential difficulties in individual targeting due to local circumstances and lack of access, the intervention is designed for a blanket distribution based on geographical location. The communities closest to the epicentre are hardest hit and require the most urgent attention. Forward operating bases close to the epicentre are being set up by the Government in conjunction with humanitarian and other actors. WFP will plan its distributions through these existing bases.

The duration of the intervention is four months. The expectation is that after this period, local food production and the access network will be functional again. With no permanent presence in country, WFP plans to close-up its activity after four months. It is not foreseen that any further targeting will take place during this limited duration intervention.

Strategic Outcome	Activities	Male	Female	Total
Strategic Outcome 1	Food assistance delivery in two rounds of one-month commodity ration.	79,560	73,440	153,000
Strategic Outcome 2				
TOTAL		79,560	73,440	153,000

Right assistance at the right time

Providing a fast, time-bound response in a country with no existing WFP presence requires some minimum conditions in terms of team structure, security arrangements and distribution modality. WFP does not plan to start implementing the second phase of the operation (provision of food rations to 153,000 persons) without having a funding assurance of at least 80 percent.

Current levels of food assistance by other actors are not yet clear though; there is some anecdotal evidence of food packages being distributed. The Food Security Cluster has produced a recommended food basket containing of fortified rice, canned fish and vegetable oil. WFP will take this basket into consideration and weigh it against other operational considerations such as commodity delivery lead-time, local product availability, distribution complexities, distribution consistency and donor markings.

Rations

The response will consist of fortified high energy biscuits for seven days for the most needy people, followed by a ration of fortified rice (fortified with iron, thiamine and niacin) for two months combined with high energy biscuits for the first month and with canned fish for the second month. This ration covers close to 65 percent of the basic caloric needs and almost the recommended percentage of energy provided by protein. HEB provide a range of micronutrients for the affected people. Two rounds of distributions consisting of these food items will be carried out preceded by the delivery of the high energy biscuits which will be fast tracked to reach the severely affected 38,000 people first.

The distribution will be used to raise awareness of the affected people to prioritize nutrition needs of pregnant women, adolescent girls, and children. In a complementary manner, UNICEF will carry out through partners Infant and Young Child Feeding promotion to mothers of children 6-23 months, and will provide Multiple Micronutrient Powders to children 6-59 months.

TABLE 2: FOOD RATION (g/person/day) or CASH-BASED TRANSFER VALUE (US\$/person/day) BY STRATEGIC OUTCOME AND ACTIVITY									
Strategic Outcome	Strategic Outcome 1						Strategic Outcome 2		
Activity	<i>Activity 1</i>			<i>Activity 2 etc.</i>			<i>Logistics coordination</i>		
Beneficiary type	153,000	38,000 (high priority)							
Modality (indicate food or cash)	Food	Food							
Cereals (rice)	350								
Tuna, canned in oil	50								
HEB	20	300							
total kcal/day (to be completed for food and cash modalities)	1,360	1,350							

% kcal from protein ¹	9,5 %	11%							
Number of feeding days per year	60 days for rice; HEB and tuna each for 30 days	7							

Modalities

Traditionally most of the communities in the affected areas are subsistence farmers and hunters. Cash flow is limited and financial facilities and services mostly absent outside the cities. The earthquake further reduced market movements, and food stocks were destroyed. The immediate need is for in-kind food. This will be distributed to the entire population (estimated 153,000 people) in the most affected communities. Given local culture and habits, as well as experience from the earlier intervention, this method of distributing contains the least risk of irregularities and negative reactions towards distribution.

Supply chain

The food supply is based on a combination of international deliveries (HEB) and local procurement (canned fish and fortified rice). The international arrival of the initial consignment of HEB will be by air from UNHRD/Dubai, to POM international airport (transport cost gratuity), where it will be transhipped and further airlifted to Moro. Depending on the source of the balance of the HEB basket, the consignments could be delivered to the Port of Lae (from Indonesia, by vessel) or POM/LAE airports in case of further air deliveries – for further on-forwarding to the operational area.

Local purchases will be made with parity delivered at place (DAP) Lae, Mt Hagen or Port Moresby. Choice of delivery destination will be based on the lowest cost of the distribution chain, which depends on the speed of rehabilitation of the secondary roads in the theatre of operations.

To ensure due diligence during the handover of food products from national suppliers, full Q+Q services will be established first at the loading points (supplier's premises) and at final destination (certification of quantity delivered). Sufficient money has been reserved in SC matrix to cover these additional costs of Q+Q.

Current road accessibility is the key factor for determining locations of operational hubs and choosing the mode of transport. It is expected that, over time, up to 2/3 of the beneficiary caseloads will be accessible by road transport means – security permitting.

Initially, the secondary (to hubs) and tertiary (from hubs to FDPs) delivery will be made by air assets. This is necessary because of the location of the priority-group-I beneficiaries (located in areas around the epicentre and around Moro - with no road access). For these people urgent food assistance is needed. Moreover, other humanitarian cargo will be delivered through coordination mechanisms that WFP will establish. WFP and other partners will initially lean

¹ A GFD ration should provide a basket of food commodities that covers the 'recommended mean daily per capita nutrient intake' (WHO, 1995). The GFD ration should therefore provide 10 to 12 percent of its Kcal (energy) from protein and at least 17 percent from fat (Food and Nutrition Handbook. Page 65, table 8.1).

on the air assets provided by the Australian and Papua New Guinea militaries, as well as private sector assets. These are C130 (for transports between POM and Moro); fixed wing aircrafts Twin Otter, Dash 8 and Cessna Caravans; and range of rotary wings aircrafts (CH47 ‘Chinook’; Bell 212; and some smaller assets) owned by the mining and other private companies operating in the highlands.

Free transportation and other services will be vetted through the due diligence process in case there are requests to be considered donation to WFP. There are some commercial entities that hold air-transport assets which are already approved WFP vendors/partners, such as MAF and HeviLift, which could be contracted; and/or until WFP’s aviation unit does not mount external resources in support to the operations – should that become necessary.

Moro is the location, closest to the most-affected areas, with the best infrastructure (airfield, fuel supply, secure warehouses, and accommodation offered through the private company that operates from that hub). Moro is otherwise inaccessible by road that goes from Mt Hagen and Mendi. SC is currently exploring an option to deliver to Moro using multimodal transport from POM (maritime vessel from Pt Moresby through the Gulf of Papua and then river barge upstream to Moro), which would greatly reduce the transportation cost of bulk food (rice and canned fish). All tertiary transport from Moro will be done by rotary wings aircrafts (as much as possible using sling operations).

Mendi and Tari will be the hubs to which bulk of the locally procured food will be delivered by road. SC expects to obtain sufficiently secure warehouses in Mendi and Tari. DAP deliveries (most probably in Mt Hagen) will be managed to keep the steady pipeline without overflowing these hubs.

Tertiary transport from Mendi and Tari will be done mostly by road (security permitting); and the rest by air (using rotary and fix wing aircrafts). SC costing is based on a combination of the air and road transports; funds have been allocated for police escort and additional base security personnel in order to safeguard food products in these remote locations with prevailing insecurity.

WFP will further support these three hubs (Moro, Mendi and Tari) with one MSU each, and set of pallets/tarps, to manage increased volume of WFP and partners’ products that are destined for distribution.

At first, the air transport will be done through free-of-charge services provided by Australian and Papua New Guinea military, as well as private (mining) companies operating in the area. To improve the turnaround time, sling operations are envisaged for all rotary assets. Use of Australian C130 will be possible only if the ADF remains in Papua New Guinea, which depends on the availability of cargo to move by air – so urgent delivery of HEB from UNHRD/Dubai is a priority to take opportunity for free-of-charge transport to Moro.

WFP expects that other gratuity services (i.e. Papua New Guinea defence forces, private sector) will be extended up to 4 weeks, after which full commercial contracting would apply.

The road transport will be organized on commercial terms from the onset of WFP operations. HQ / Aviation and RBB staff will be involved in contracting of the (air/land/multimodal) transportation. Sufficient number of personnel is envisaged to be deployed to cover field operations, bearing in mind that WFP will perform direct distribution, and thus require presence

not only at the hubs but at FDPs – both for hand-over of food as well as managing safety and security during airlifts.

WFP will use, in as much possible, secure compounds of commercial entities operating in the areas, free of charge. Some cost recovery may be introduced at certain stage of the hub operations.

SC will attempt to set up the commodity tracking through LESS, entering data directly at each of the three hubs. The data entry, however, may not be in real time – depending on the workload.

The costs would be monitored, bearing inevitable large air delivery operation. Steps will be thus be taken to reduce the overall SC costs that are inevitably high due to the access, availability of operating infrastructure, and security constraints.

WFP in-country capacity

WFP does not have a permanent presence in Papua New Guinea. To implement the response, WFP will need to fly in the entire response team including a team to make administrative arrangements. It will then identify local staff and do short-term recruitment. This was done successfully last year in the drought response. The Regional Bureau in Bangkok functions as the de facto country office with RBB senior manager having the status of Country Director for Papua New Guinea. WFP will create a team consisting of experienced professional WFP staff, complemented by experienced consultants, of whom some will be locally recruited and others internationally, and Standby Partners such as RedR who can provide expertise in areas such as protection but also Information Management. WFP will deploy staff to (further) strengthen logistics and food security coordination in coordination with HQ-based global cluster cells.

Partnerships and coordination

Partnership is a potential challenge for WFP in Papua New Guinea. There are very few international NGOs active and present in the affected area. Government capacity is weak. Similar to the previous response, WFP will make maximum use of civil society notably church networks which, in the Highlands, play a key leadership role within communities. However, these church networks themselves were affected by the earthquake and are potentially overstretched. It remains to be seen to what extent these networks can support WFP in implementation beyond mere coordination and information provision.

Some of the commercial oil and mining companies are very well positioned to support the response. They have deep field presence, are at scale in terms of storage facilities and logistics assets including for instance air assets. Furthermore, they have a strong interest in bringing stability (and production) back to pre-quake levels. WFP will explore the possibility of using these companies to support the humanitarian response. While any direct partnership (financial or in-kind) would follow standard due diligence processes.

WFP continues to work through the UN Country Team and the clusters and is well-embedded in the central Emergency response authorities; currently the WFP logistics coordinator is located in the office of the Emergency Controller, who is the Government key response leader.

TABLE 3: TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS & VALUE		
Food type / cash-based transfer	Budget	
	Total (mt)	Total (US\$)
High Energy Biscuits	171.60	\$199,056
Fortified rice	3,213.00	\$2,859,570
Canned fish	229.50	\$918,000
TOTAL (food)	3,614.10	\$3,976,626
Cash-Based Transfers (US\$)		NA
TOTAL (US\$)	\$3,976,626	

Humanitarian principles

WFP's assistance will be provided in line with humanitarian principles of humanity, impartiality, neutrality and operational independence. Earthquake affected areas are known for ongoing inter-clan conflicts. Therefore to avoid exacerbating tension and violence, all affected areas, including nearby communities will also receive assistance. Air assets provided by the Australian and New Zealand governments may be used as a last resort and in line with the Guidelines on the Use of Military and Civilian Defence Assets in Disaster Relief ("Oslo Guidelines") to overcome the significant logistical and security access challenges. Use of military assets will be used as a last resort and respecting humanitarian principles, including the need to maintain WFP's actual and perceived operational independence. Due to security concerns, private security including armed escorts may be required for travel and at distribution sites. Food assistance will be provided with an inclusive conflict-sensitive lens, recognising the significant potential to exacerbate local tensions and inter-clan conflict. Rapid sensitisation training will be provided to field staff on humanitarian principles, conflict-sensitivity, protection and gender.

Accountability to affected populations

WFP operationalises AAP through information provision, consultation and complaints and feedback mechanisms (CFM). For the affected areas safety, security, logistical and do no harm considerations require significant contextualisation and limits range of methods. Partnerships and consultations with local civil society actors, including gender and disability representatives will be sought. Mobile technology will be used as one method to receive feedback and share information including details about who is entitled to receive food assistance, their entitlement and where they can provide feedback. Additional measures will be explored on the ground, including radio and other social media tools where appropriate/ feasible. Standard Operating Procedures will guide the centralised review and dissemination of messages through the various tools to ensure coherence.

Protection

For the Papua New Guinea context protection, access, gender, AAP and conflict-sensitivity analysis are inextricably linked. Ongoing contextual analysis and integration of these elements in the design and delivery of assistance will be essential for the safety and security of beneficiaries including women and girls in particular, staff and partners. WFP will mitigate the

protection risks associated with the delivery of assistance through clear Standard Operating Procedures on safe distributions, consultations with affected communities and key stakeholders—including local authorities, health centres (and their gender focal points), faith-based organizations and other community leaders), information provision to affected populations and referrals where possible. Local civil society group inputs, including gender and disability representation will be regularly sought. Local referral pathways for protection concerns identified during the response, including local health centres and civil society organisations supporting responses to sexual and gender based violence, child protection and persons with disabilities, will be mapped and shared with key staff.

Gender

Papua New Guinea ranks 143th in the Gender Inequality Index (GII),² (out of 159 countries) and while the constitution of Papua New Guinea provides for gender equity and equality, customary law, recognized by the constitution, discriminates against women in relation to both rights and property³. Most communities are patriarchal and gender-based violence is pervasive, affecting approximately two thirds of women. Such violence occurs in both public and private spheres, is widely accepted and culturally condoned.⁴

In many rural community's women face serious challenges such as polygamy, child marriage, and witch-hunts⁵. They generally suffer from excessive workloads, malnutrition, poor access to safe water and healthcare service, excessively repeated pregnancies. Additionally, women in general are considered responsible for food preparation, housekeeping and childcare, water collection, cultivating subsistence crops, gathering food and fishing, and caring for domestic animals.

Papua New Guinea is the only country in the Pacific region where women's life expectancy is lower than that of men. There are very high maternal mortality ratios and STI rates are among the highest in the world. Women generally receive less education and medical care than men, are three times more likely to work in the informal sector and have lower access to cash income sources and work opportunities. Female literacy and school enrollment rates lag well behind those of males, and male children are allocated a far greater share of household resources. Women's representation in politics and public service management are negligible⁶.

WFP will remain cognizant of the pervasive gender inequalities and will ensure that the different food security and nutrition needs of women, men boys and girls are met while ensuring that food assistance does no harm to the safely dignity and integrity and the women, men girls and boys receiving it. Sex-disaggregated data will be collected through the MVAM approach, and WFP will be using local networks to ensure that WFP rations are equally distributed throughout the community and in ways that meets the different needs and limitations of all members.

² UNDP 2015. [Human Development Report 2015. Work for Human Development](#), New York, United Nations Development Programme.

³ World Bank 2012, PAPUA NEW GUINEA Country Gender Assessment, Washington D.C, World Bank.

⁴ National Department of Community Development. 2011. National Policy on Women and Gender Equality. Port Moresby: Government of Papua New Guinea.

⁵ Human Rights Report 2017: PAPUA NEW GUINEA <https://www.hrw.org/world-report/2017/country-chapters/papua-new-guinea>

⁶ ADB (Asian Development Bank): <http://www.adb.org/sites/default/files/linked-documents/CAPE-PAPUA-NEW-GUINEA-10-Gender-Equality.pdf>

Assistance will be provided to all families in each targeted community, regardless of the gender of the head of households. Local networks and private security will be involved during distributions to minimize security risks, which could disproportionately affect women and vulnerable groups.

Conflict-sensitivity and peacebuilding

The regions affected have long-standing tensions and conflict dynamics including regular inter-clan conflict, food security challenges, resource extraction and internal migration, high rates of sexual and gender based violence, very low levels of participation of female in formal and informal leadership structures, increasing availability of small arms as well as widespread criminality. Any assistance provided in this complex operating environment requires local expertise, robust community-level consultations to extent security enables and understanding of local connectors and dividers. WFP will explore partnerships with local civil society organizations and/or consultant to support ongoing risk analysis, including gender and protection-related, and conflict-sensitive programming. Conflict-sensitive assistance will require provision of support to surrounding areas and clans to prevent escalations of tensions between groups.

4. PERFORMANCE MANAGEMENT AND EVALUATION

Monitoring and evaluation

The WFP team will oversee and manage the overall emergency operation, as well as carry out monitoring activities. Distribution process monitoring will be conducted at onsite locations to the extent possible considering the challenging operational context and security situation. The primary purpose of onsite distribution monitoring will be to ensure implementation adheres to established SOPs for safe and conflict-sensitive distribution and that food assistance is received by the intended beneficiaries. For this purpose, verified beneficiary household lists may be used to register entitlements received by beneficiaries and reduce the risk of double counting.

To ensure timely feedback to programme operations, WFP intends to pilot the use of mobile data collection for distribution monitoring which will include questions on disability. Monitoring findings will be shared and reviewed with partners and the Food Security Cluster to adjust programming as required.

WFP will coordinate and liaise with local leaders to plan, implement, and review distributions. Age- and gender-sensitive community feedback will be sought and triangulated using information gathered through post-distribution monitoring.

Due to the security situation and limited access to areas, WFP envisages reduced scope for carrying out post-distribution monitoring activities in the field. It is intended that post-distribution monitoring will be conducted through the mVAM methodology (with the caveat that there may be limited access to beneficiary mobile numbers, uneven network coverage and not all households have access to a mobile). WFP will leverage the existing partnership with telecommunications company, Digicel, in order to contact and survey beneficiaries in the targeted areas. Post-distribution monitoring will include qualitative information on assistance received, provision for feedback and referral information for complaints and protection concerns.

WFP will use the mVAM assessment conducted with the National Disaster Centre prior to WFP intervention as a pre-assistance baseline. This will determine the community situation, including issues such as access to water, food, sanitation, and ability to cope with food shortages. A food security assessment will likely be launched towards the end of the intervention period. A lessons learnt review will be planned following the intervention.

Risk Management

Contextual risks and security considerations: due to the high levels of violence in Papua New Guinea, and particularly in the highlands region, security risk management will play an important role in this EMOP. All WFP personnel will be instructed to strictly observe safety and security procedures. All WFP offices will comply with the Minimum Operating Security Standards.

While humanitarian agencies are not normally targeted per se, the transport and storage of large quantities of food are likely to attract attention, particularly from communities that are not part of the distribution plans. Adequate security measures will have to be put in place. Road travel will take place in convoys and with security escorts.

The possibility of inter-ethnic tensions between different communities, especially if not all of them are targeted by assistance, is also to be taken into consideration. WFP will work with local leaders and local authorities to minimize these risks. Regardless of the mitigation measures, some food losses are to be expected.

Programmatic risks: Papua New Guinea is a difficult operating environment. With no assets and networks in place, and with time being a key factor, WFP needs to seek a compromise between programmatic perfection and operational reality. We will be distributing food in a relatively unknown and potentially stressful and aggressive environment, yet we need to move very fast if the intervention is to be meaningful in its life-saving objective. The key mitigation action is to remain flexible and agile, and to provide the ground teams with every possible corporate support.

Institutional risks: There is a risk that sufficient funding will be received too late for WFP to enable timely/secure delivery of food to the most remote/most affected people. WFP may be perceived, both locally and internationally as having initiated a response late. However, it should be taken into account that WFP has no official presence in the country. Furthermore, WFP did immediately provide support in the form of assessment coordination and the deployment of two logistics officers for logs coordination. A WFP-direct implemented food response is much more costly and complex than the technical coordination and assessment support and especially in such a complicated operational terrain, may take more time than ideally the situation would demand.

5. RESOURCES FOR RESULTS

Country Portfolio Budget

Strategic Outcome 1 (SR 1) Unconditional resource transfers to support access to food	\$16,960,927
Strategic Outcome 2 (SR8) Service provision and platforms activities	\$1,544,045
Total Direct Operational Costs	\$18,504,971
Adjusted DSC	\$1,769,672
ISC (6.5%)	\$1,317,852
Total cost to WFP	\$21,592,495

Resourcing outlook and prioritisation

WFP has actively provided information to all potential donors and key partners. Assessment information and other joint UN material has been shared. While UNCT in Papua New Guinea has made a request for UN CERF for some 8 million USD (of which 3.6 million for WFP), contact has also been made with USAID FFP, and WFP has liaised with Australia and New Zealand, who both have capacity on the ground. In addition, WFP will target another five potential donors namely ROK, Japan, Canada, Germany and EU ECHO, to start with.

To operate in Papua New Guinea requires a certain minimum presence. Partial funding would not necessarily enable WFP to do ‘partial intervention’. In terms of prioritization, WFP will maintain a set of minimum resourcing thresholds which would determine the implementation steps to be taken:

Step 1: Minimal funding (3.5 to 5 million USD): once the minimum core team can be established, WFP will purchase HEBs and rice with the remaining funds and distribute a one-week HEB ration to those in immediate need, complemented where feasible with a one-month rice ration. Priority distribution plans will need to be made on the ground, using the most up to date information given that the situation will have evolved since the initial assessment.

Step 2: Medium funding (CERF plus two or more significant contributions): WFP would purchase only rice and HEBs, no other commodities, and distribute one round of rice + HEB only to all affected persons up to 153,000, funding allowing.

Step 3: High funding: WFP would implement the entire operation as per LEO.

RECOMMENDATION

The Executive Director is requested to approve the proposed Emergency Response in Papua New Guinea.

APPROVAL

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David M. Beasley

Date:

ANNEX I: SUMMARY OF LOGICAL FRAMEWORK FOR THE LIMITED EMERGENCY OPERATION

The logical framework should be inserted in COMET: <https://comet.wfp.org/systeme/login/login>. Include here the CSP/ICSP Summary Logframe generated by COMET.

Papua New Guinea - PG01 Logframe

Period: Mar 2018 Jul 2018

STRATEGIC GOAL 1: Support countries to achieve zero hunger

STRATEGIC OBJECTIVE 1: End hunger by protecting access to food

STRATEGIC RESULT 1: Everyone has access to food

STRATEGIC OUTCOME 01: Communities and individuals affected by the earthquake in Papua New Guinea have access to adequate food throughout the crisis

Outcome Category: Maintained/enhanced individual and household access to adequate food

Focus Area: Crisis Response

Assumptions:

WFP has access to affected population and adequate resources

OUTCOME INDICATORS

Food Consumption Score

ACTIVITIES and OUTPUTS

Provide general food assistance through food transfers to vulnerable populations affected by crisis (URT: Unconditional resource transfers to support access to food)

Affected populations receive nutritious food in order to meet their basic food needs following the earthquake (A: Resources transferred)

Affected populations receive nutritious food in order to meet their basic food needs following the earthquake (B: Nutritious foods provided)

STRATEGIC GOAL 2: Partner to support implementation of the SDGs

STRATEGIC OBJECTIVE 5: Partner for SDG results

STRATEGIC RESULT 8: Sharing of knowledge, expertise and technology strengthen global partnership su

STRATEGIC OUTCOME 02: Humanitarian and development partners in Papua New Guinea have access to reliable common services including expertise, services and coordination in the areas of supply chain and food security throughout the crisis

Outcome Category: Enhanced common coordination platforms

Focus Area: Crisis Response

Assumptions:

Required resources are available; Strong partnership with national institutions and humanitarian and development community.

OUTCOME INDICATORS

Effectiveness, coherence and results of partnerships (as per qualitative review)

ACTIVITIES and OUTPUTS

Provide expertise, services and coordination in the areas of supply chain and food security to all partners throughout the crisis (CPA: Service provision and platforms activities)

Affected populations benefit from enhanced coordination of Food Security stakeholder activities and information management in order to receive timely humanitarian assistance (H: Shared services and platforms provided)

Coordinated and timely humanitarian logistics response in PNG, avoiding duplication of efforts and coordinating access to military and civilian defence assets (H: Shared services and platforms provided)

Coordinated and timely humanitarian logistics response in PNG, avoiding duplication of efforts and coordinating access to military and civilian defence assets (K: Partnerships supported)

ANNEX II: INDICATIVE COST BREAKDOWN FOR EMERGENCY RESPONSE

INDICATIVE COST BREAKDOWN ALONG STRATEGIC OUTCOMES (US\$)			
WFP Strategic Results / SDG Targets	SR 1 – Everyone has access to food (SDG Target 2.1)	SR 8 – Sharing of knowledge, expertise and technology, strengthen global partnership support to country efforts to achieve the SDGs (SDG Target 17.16)	Total
WFP Strategic Outcomes	Strategic Outcome 1	Strategic Outcome 2	
Focus Area	Crisis Response	Crisis Response	
Transfer	\$15,740,141	\$1,225,917	\$16,966,058
Implementation	\$1,220,785	\$318,128	\$1,538,913
Adjusted DSC (%)			\$1,769,672
Sub-total			\$20,274,643
ISC (6.5%)			\$1,317,852
TOTAL			\$21,592,495

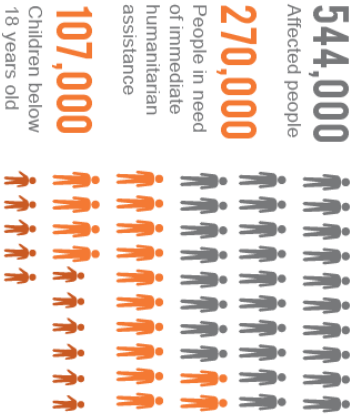


ANNEX III: MAP(S)

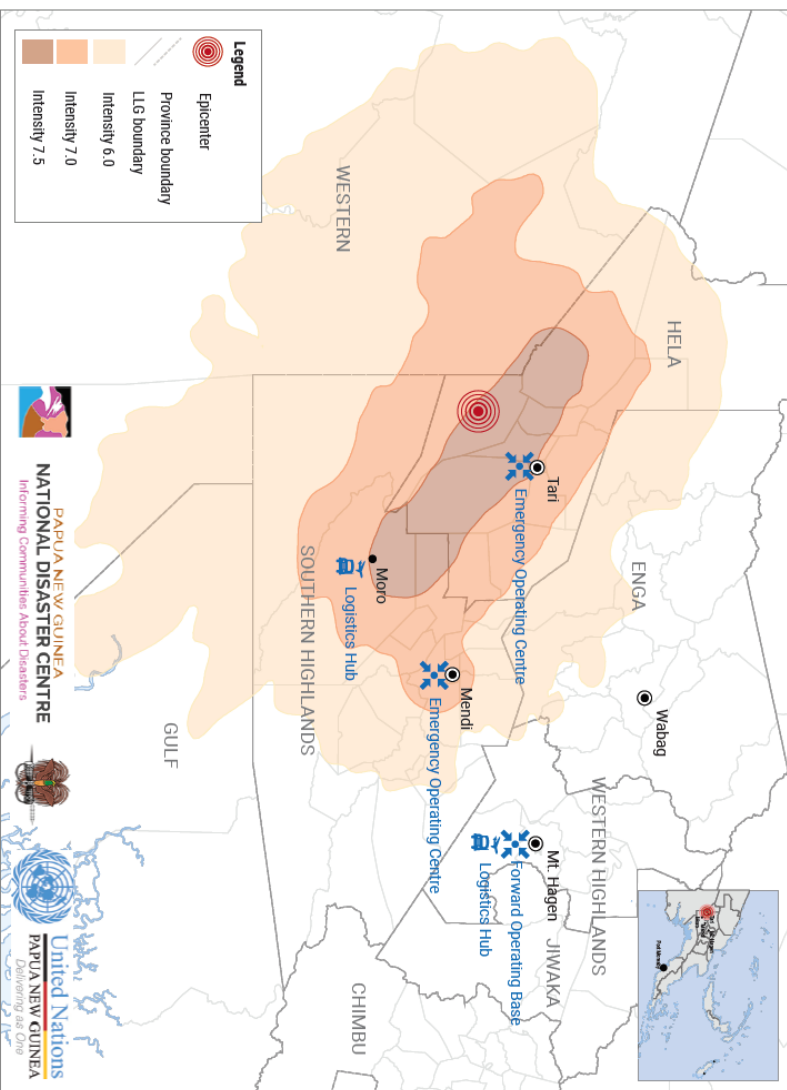
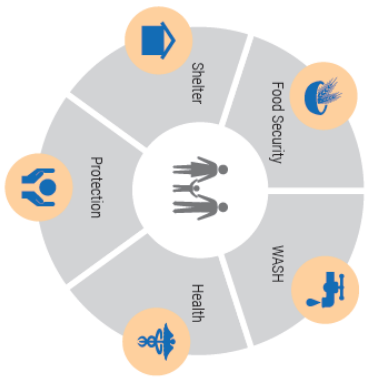
Papua New Guinea: 7.5 Earthquake Humanitarian Snapshot (as of 13 March 2018)



An earthquake measuring M7.5 occurred on 26 February 2018 at 3:44 am local time with the epicentre located in the Southern Highlands. A series of strong aftershocks, including a M6.7 quake on 8 March in the same area and a M6.8 quake off the coast of New Ireland. The Government of Papua New Guinea has declared a state of emergency on 2 March for Hela, Southern Highlands, Western and Enga provinces. The Government has established Forward Operating Bases in Mt. Hagen and Moro, as well as Emergency Operations Centres in Mendi and Tari. The Government, private companies, bilateral and humanitarian partners have focused initial relief efforts on communities in the worst-hit seven Local Level Governments in Hela and Southern Highlands provinces.



PRIORITY SECTORS



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.
 Creation date: 13 March 2018 Gite number: EQ-2018-000020-PNG Sources: PNG Census 2011, DMT, USGS Feedback: UNDACpng2018@undac.org https://www.humanitarianresponse.info/en/operations/papua-new-guinea



ANNEX IV: ACRONYMS

AAP	Accountability to Affected populations
ADF	Australian Defense Forces
CBT	Cash-Based Transfers
CERF	Central Emergency Response Fund
DAP	Delivered At Place
DSC	Direct Support Costs
ECHO	European Commission Humanitarian Office
EMOP	Emergency Operation
EU	European Union
FAO	Food and Agriculture Organization
FFP	Food for Peace
GII	Gender Inequality Index
HEB	High Energy Biscuits
HQ	Headquarters
ISC	Indirect Support Costs
LEO	Limited duration Emergency Operation
LP	Local Purchase
MSU	Mobile Storage Unit
MVAM	Mobile Vulnerability Assessment Mapping
ROK	Republic of Korea
SC	Supply Chain
SR	Strategic Result
STI	Sexually Transmitted Infections
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNHRD	United Nations Humanitarian Relief Depot
USAID	United States Agency for International Development
WFP	World Food Programme