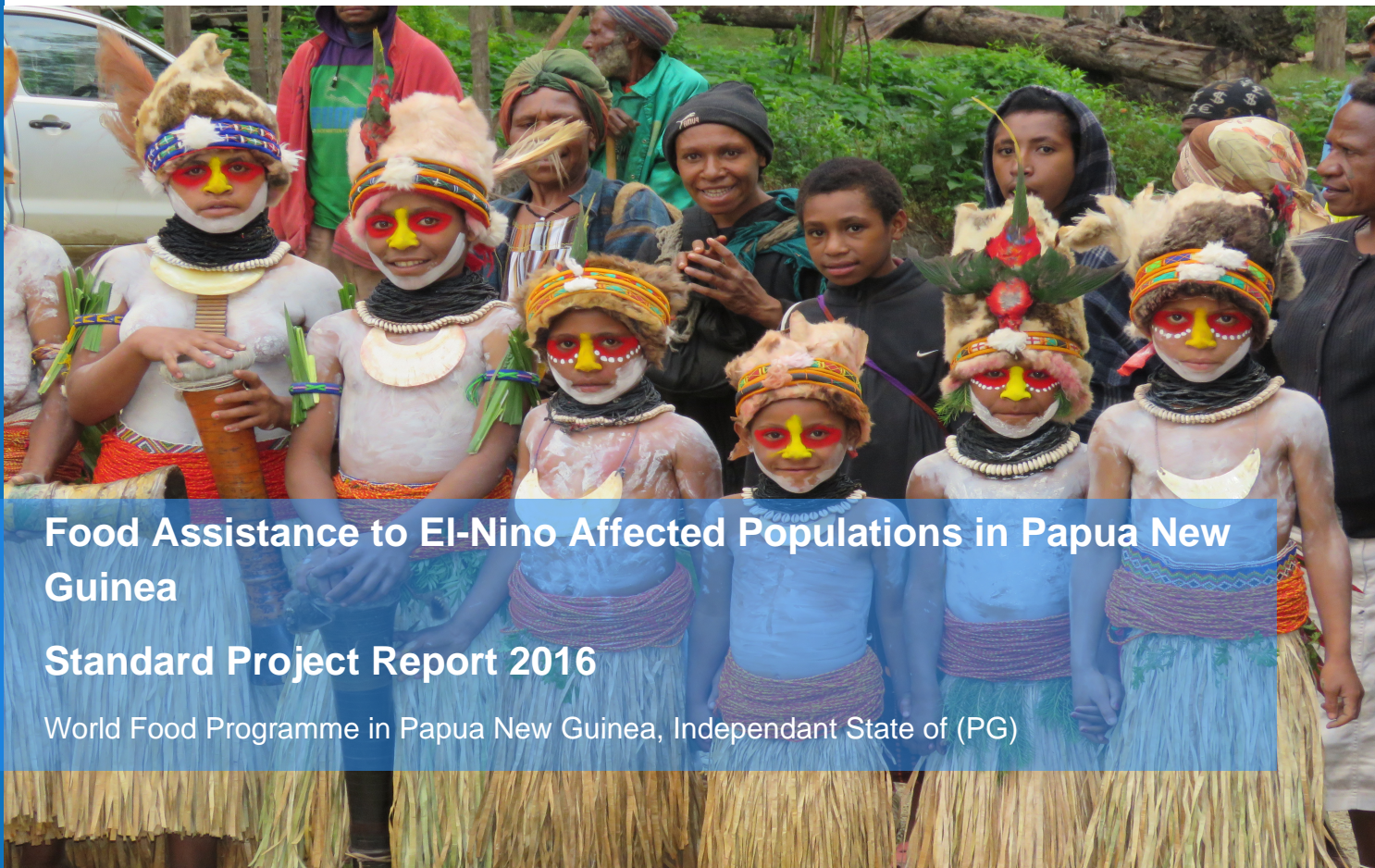


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**SPR Reading Guidance**



**Food Assistance to El-Nino Affected Populations in Papua New Guinea**  
**Standard Project Report 2016**

World Food Programme in Papua New Guinea, Independent State of (PG)



**World Food Programme**

# Table Of Contents

## **Country Context and WFP Objectives**

Country Context

Response of the Government and Strategic Coordination

Summary of WFP Operational Objectives

## **Country Resources and Results**

Resources for Results

Achievements at Country Level

Supply Chain

Implementation of Evaluation Recommendations and Lessons Learned

## **Project Objectives and Results**

Project Objectives

Project Activities

Operational Partnerships

Performance Monitoring

Results/Outcomes

Progress Towards Gender Equality

Protection and Accountability to Affected Populations

Story Worth Telling

## **Figures and Indicators**

Data Notes

Overview of Project Beneficiary Information

Participants and Beneficiaries by Activity and Modality

Participants and Beneficiaries by Activity (excluding nutrition)

Project Indicators

Resource Inputs from Donors

# Country Context and WFP Objectives



## Country Context

In Papua New Guinea (PNG) the vast majority of the 7.7 million people live in rural villages and rely on subsistence farming to meet their economic and nutritional needs [1,2]. Any surplus crops and livestock that subsistence farmers do not consume are sold, accounting for the bulk of personal income [2].

PNG faces high risk of natural hazards such as earthquakes, flooding, landslides and droughts. From April 2015 to January 2016, a stronger-than-average El Niño Southern Oscillation resulted in an intensification of drought, which severely limited the production of staple crops. WFP, in cooperation with the Government of PNG and humanitarian partners, determined that 1.47 million people in PNG were highly affected by the 2015-2016 El Niño, with the most severe cases involving homestead gardens that were completely destroyed and villages reporting deaths related to hunger [3]. Although drought conditions had mostly subsided by February 2016, homestead gardens did not recover in some parts of the country until as late as August 2016, when the El Niño was officially declared as over. Looking to 2017 and beyond, climate change is expected to intensify droughts in the country [2].

In 2016, two trends in agriculture limited the population's access to sufficient, affordable and nutritious food. Firstly, as in previous years, there was a dearth of technical knowledge in pest control and crop management, resulting in low yields of staple crops such as *kaukau* (sweet potato) [4]. Secondly, the prices of food staples mostly doubled between August 2015 and February 2016 following the El Niño drought [3]. Imported foods such as rice, flour, milk and vegetable oil continued to be expensive because of high costs and did little to alleviate urban dependence on food imports [2].



In terms of nutrition, PNG ranks among the countries with the highest prevalence of stunting in the world, with approximately 50 percent or more of children aged 24-59 months suffering from stunting. Predictably, the prevalence of stunting is higher in rural areas (50 percent) than in urban centres (35 percent). Overall, 16 percent of the population suffers from moderate or acute malnutrition, with children aged 24-59 months more likely than other age groups to be malnourished [5].

PNG ranks very low on all indicators of social and economic development and missed the targets for all Millennium Development Goals. According to the latest Human Development Report, PNG ranked 158 out of 188 countries and territories in terms of Human Development Index (HDI). Gender inequality and gender-based violence remain significant challenges—PNG ranked 140 in the Gender Inequality Index (GII) out of 155 countries and territories for which the index has been calculated\*. Despite years of rapid economic growth fueled by extractive industries, poverty remains a major issue with 40 percent of the population living on less than USD 1.25 per day [6].

[1] World Bank. Papua New Guinea, Overview, Context. Washington, D.C. 28 September 2016. <<http://www.worldbank.org/en/country/png/overview>>. 25 November 2016.

[2] Templeton and Omot 2012. 'Food security in East Timor, Papua New Guinea and Pacific island countries and territories. Australian Government. Australian Centre for International Agricultural Research'. pp.28-39. <[http://aciarc.gov.au/files/node/14932/tr080\\_food\\_security\\_in\\_east\\_timor\\_papua\\_new\\_guin\\_11355.pdf](http://aciarc.gov.au/files/node/14932/tr080_food_security_in_east_timor_papua_new_guin_11355.pdf)>. 25 November 2016.

[3] WFP. 'El Niño food security impact in Papua New Guinea'. March 2016. <[http://vam.wfp.org/sites/mvam\\_monitoring/papua\\_new\\_guinea.html](http://vam.wfp.org/sites/mvam_monitoring/papua_new_guinea.html)>. 25 November 2016.

[4] Gurr, Geoff M. et al. 'Pests, Diseases and Crop Protection Practices in the Smallholder Sweetpotato (sic) Production System of the Highlands of Papua New Guinea.' Ed. Giovanni Benelli. *PeerJ* 4 (2016): e2703. *PMC*. Web. 14 Feb. 2017.

[5] Hou 2015. 'Stagnant stunting rate despite economic growth in Papua New Guinea'. *World Bank*, Washington, D.C. <<http://documents.worldbank.org/curated/en/496871468179050001/>>.

[6] UNDP 2015. 'Human Development Report 2015'. *Work for Human Development*, New York. About Papua New Guinea. <[http://www.pg.undp.org/content/papua\\_new\\_guinea/en/home/countryinfo.html](http://www.pg.undp.org/content/papua_new_guinea/en/home/countryinfo.html)>.

*\*Both the HDI and GI rankings for PNG have not been updated by UNDP since 2014, and the Government and partners are taking actions to improve these rankings.*

## Response of the Government and Strategic Coordination

In 2016, the Government of Papua New Guinea worked with the United Nations (UN) on developing Sustainable Development Goal (SDG) targets including for SDG 2: End hunger, achieve food security and improved nutrition, and promote sustainable agriculture and was mainstreaming SDGs into national strategic policies and plans. The Government developed a roadmap for SDG implementation that included strengthening the network of humanitarian partners, improving the quality and availability of reliable statistical data, and reducing its rate of disaster risk through investment in emergency preparedness [1].

The capacity of the Government and partners to respond to disaster risks was tested during the El Niño drought. The Government relied on a decentralised response and allocated PGK 200 million (USD 65 million) to response efforts, with most of the funding being made available before the drought. The Government allocated USD 1.6 million in relief funds to the National Disaster Centre (NDC), the main government body responsible for managing disaster relief. In addition, the Government formally authorised each of the country's 89 districts to spend up to PGK 2 million (USD 0.6 million) of District Services Improvement Programme (DSIP) allocations for drought relief. The Government capped all relief expenses from DSIP at PGK 2 million, despite varying needs across regions. It is estimated that PGK 50 million (about USD 17 million) was budgeted for disaster response.

WFP did not have an established country agreement with the Government and therefore did not have a dedicated country office for its projects. The emergency operation was a unique situation—the Government, upon the findings of the mobile Vulnerability Analysis and Mapping assessment, issued a formal letter through the NDC allowing for a WFP operation to be implemented. However, no formal national disaster was declared as a result of the El Niño drought. WFP worked through the UN Resident Coordinator's Office, interagency partners who are members of the Disaster Management Team (DMT, co-chaired by the NDC director and UN Resident Coordinator) and the NDC to implement drought relief.

With regards to capacity strengthening, WFP coordinated with the relevant humanitarian actors present in the country and provided logistical and food security technical guidance to partners, including the Government, DMT,

the Food Security Cluster, church-based organizations (with capillary presence across the country), international organizations, district and ward level authorities, and private sector actors.

[1] UNDP 2015. 'Human Development Report 2015'. *Work for Human Development*, New York. About Papua New Guinea. <[http://www.pg.undp.org/content/papua\\_new\\_guinea/en/home/countryinfo.html](http://www.pg.undp.org/content/papua_new_guinea/en/home/countryinfo.html)>.

## Summary of WFP Operational Objectives

WFP conducted emergency preparedness activities and an emergency operation for the first time in Papua New Guinea (PNG) in response to the 2015-2016 El Niño. Although WFP had no presence in PNG prior to 2016, WFP had been engaged with other Pacific Island countries, including through a three-month Immediate Response Emergency Preparedness Operation (IR-PREP) and the WFP Vanuatu cyclone response. Lessons learned from these activities indicated that proactive engagement was required to develop productive in-country relationships to facilitate coordination and technical support to an ongoing emergency response. Given these findings, WFP's goal in PNG was to enact preparedness activities in the context of the national response and provide life-saving food assistance to the populations most severely affected by the El Niño phenomenon, in line with WFP Strategic Objective 1: Save lives and protect livelihoods in emergencies, and with Sustainable Development Goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture.

WFP carried out its objectives through two projects:

**IR-PREP 200930** lasted from 29 December 2015 to 29 February 2016 with a budget of USD 250,395 to support WFP Asia and the Pacific's special preparedness activities in PNG and to: 1) establish sectorial coordination mechanisms, 2) support national assessment and analysis, 3) provide operational guidance and planning for scaled-up food operations, and 4) provide specialised support to the National Disaster Centre and Provincial Disaster Committees, relevant government departments, NGOs and private sector actors.

**Emergency Operation: EMOP 200966** lasted from 15 April to 30 November 2016 with a budget of USD 12.6 million and objectives to: 1) meet the urgent food needs of people who had exhausted other viable means of subsistence, and 2) protect livelihoods and limit the incidence of negative coping strategies.

# Country Resources and Results

## Resources for Results

Overall funding levels for WFP's Papua New Guinea (PNG) projects were sufficient to meet emergency preparedness and general distribution needs.

In December 2015, WFP secured full funding for the IR-PREP from the Immediate Response Account, a multilateral WFP account for disaster preparedness. All of WFP's proposed emergency preparedness activities for PNG were funded in 2016.

In April 2016, WFP launched an appeal for resources to support an EMOP. Despite having no previous experience in the country, WFP received significant interest in the operation characterised by a robust level of funding (73 percent) at the height of the operation. WFP received funding from the United Nations Central Emergency Response Fund Rapid Response Window as well as donor governments including the European Union, Japan, and the United States of America.

The EMOP's resourcing success can be attributed to several factors. First, WFP's emergency preparedness initiatives in the country allowed partners to be identified early. Second, WFP provided mobile Vulnerability Analysis and Mapping (mVAM) support to further evaluate the food security situation in the country, and the results of the mVAM assessment were made readily available and helped to justify an emergency operation. Third, WFP designed the EMOP to have strong interagency components to accommodate donors' interests and proposed to build capacity of existing stakeholders. Fourth, many donors expressed appreciation of WFP's operational follow-up, which included reports, briefs and updates to donor embassies in Port Moresby.

WFP revised the EMOP four times to adjust for changes in the operation such as an extension of the project timeline and adjustments in beneficiary targets and logistics rates. Only the first revision modified the project's overall budget—WFP determined that EMOP requirements could be decreased by seven percent as a result of reduced security costs.

## Achievements at Country Level

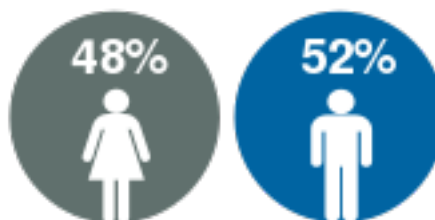
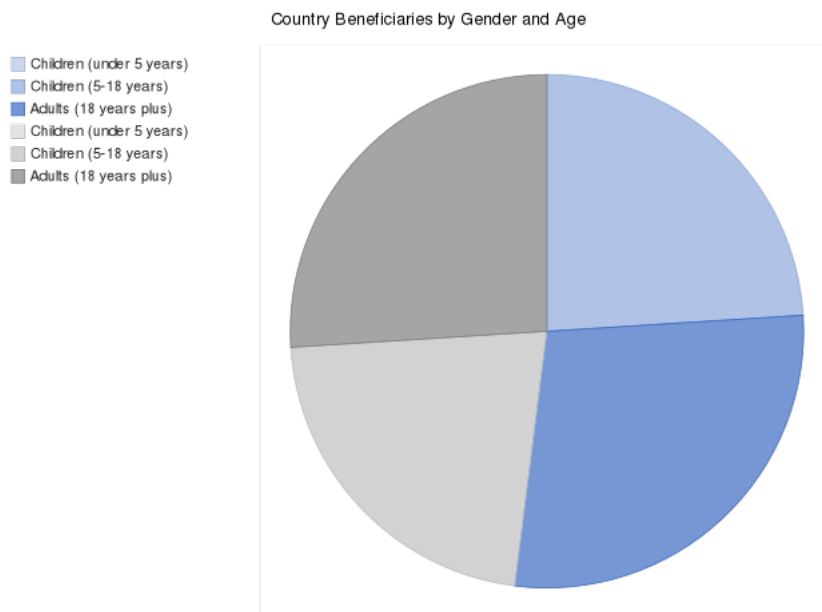
The majority of people in Papua New Guinea (PNG) rely on nourishment from food that they grow themselves. When a stronger-than-average El Niño arrived in the country from 2014–2016, the subsequent drought gravely impacted the resilience of the population to meet their basic food needs.

Despite having never worked in the country previously, WFP successfully provided comprehensive emergency preparedness support to the Government of PNG and humanitarian community. The mobile vulnerability analysis and mapping assessment allowed the Government of PNG and partners to identify the populations facing difficulties in meeting their basic food needs after the drought, while WFP's analysis of logistics corridors, aviation assessment, identification of rice suppliers, and information sharing with partners helped lay the groundwork for the general distribution.

From June to October 2016, WFP reached 268,107 of the most vulnerable people facing extreme food shortages. By December, these communities showed substantial improvements in their access to food staples and reported fewer food shortages. Despite WFP's efforts, there are pockets of people who continue to experience food shortages. In 2017, WFP plans to continually monitor the most vulnerable populations to ensure their resilience to future climatic shocks.

## Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (5-18 years)	64,346	58,984	123,330
Adults (18 years plus)	75,069	69,708	144,777
<b>Total number of beneficiaries in 2016</b>	<b>139,415</b>	<b>128,692</b>	<b>268,107</b>





## Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country EMOP	4,707	-	-	-	-	4,707
<b>Total Food Distributed in 2016</b>	<b>4,707</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>4,707</b>

## Supply Chain

During the IR-PREP period, WFP worked with logistics sector partners to evaluate the scope of Papua New Guinea (PNG)'s logistics capacities and identify gaps in logistics coordination. Firstly, WFP and partners prioritised the completion of a logistics overview of transportation corridors for use by the Government of PNG and the humanitarian community. Secondly, consultations were held at the provincial level to identify bottlenecks in the supply chain used for the existing distribution of food commodities and to develop solutions for delivery to final distribution points; in some areas, for example, logistics sector partners facilitated the distribution of food that had been procured and paid for but had remained in storage due to a lack of logistics coordination and resourcing. Thirdly, WFP conducted an aviation assessment that identified commercial air-service providers, capacity and areas of operation. Lastly, WFP surveyed the market of vendors and suppliers of rice in the country in preparation for a possible emergency response.

Once the EMOP was underway, WFP utilised its supply chain preparations to conduct its rice distributions, all of which took place in remote areas where road transportation infrastructure was limited or nonexistent. Such conditions necessitated a diverse logistics operation relying on airlifts, transportation on the sea, and, where possible, ground transportation.

WFP delivered fortified rice as the sole commodity. WFP procured fortified rice from local as opposed to international suppliers as a matter of urgency since procuring from international suppliers would have required additional time-consuming clearances. Local suppliers imported the rice from Thailand and Vietnam to the main port of entry of Lae. WFP then relied on local contractors to transport rice from these ports to their final destinations. Any spoiled rice, irrespective of when it was spoiled, was recovered by the supplier. WFP maintained records of spoiled rice to ensure that all of it was recovered and not distributed.

WFP logistics and security officers provided oversight and guidance to reduce the risk of post-delivery loss of rice. Despite these measures, WFP reported a loss of 0.06 percent—3 mt of the overall 4,710 mt of rice received in the country in 2016 under the EMOP. Much of the incurred loss was caused by looting during distributions to insecure areas of the highlands. Improved security measures of distribution sites in the cultural context of highlands communities could minimise losses in the future.

A recurring challenge for WFP was the poor capacity of service providers to guarantee timely transport between locations and accurately tally their stocks of rice. As a consequence, WFP spent more time than expected on managing service providers and was faced with occasional operational delays. An additional challenge was financing—WFP relied on existing partner capacity to process payments for service providers, and these payments were sometimes delayed. Volatile weather conditions also proved to be challenging, with some weather-related incidents causing delays that disrupted the supply chain.

WFP sought a cooperating partner with a more established presence in PNG to conduct the actual distribution of rice in the highlands, where the bulk of the drought-affected populations were located. WFP selected CARE International as its cooperating partner, but in August 2016 CARE withdrew early from the partnership agreement based on security concerns. Despite being without a cooperating partner in August, WFP was determined to reach the highlands populations that still required assistance and decided to directly conduct all aspects of the distribution. As a matter of preparation, WFP studied and implemented lessons learned from the distribution with CARE and updated logistics and operational plans in an effort to increase efficiency for the direct distribution. WFP completed the direct distribution more quickly than planned and under budget.

WFP sought to incorporate local and national government actors at all levels of the supply chain and logistics operation. WFP relied on in-country insight from local Provincial Disaster Committee networks, the National



Maritime Safety Authority, local church networks, the National Disaster Centre and logistics sector partners to conduct its distributions and ensure that the operational situation on the ground was as efficient as possible.



## Annual Food Purchases for the Country (mt)

Commodity	Local	Regional/International	Total
Rice	-	4,713	4,713
<b>Total</b>	-	<b>4,713</b>	<b>4,713</b>
<b>Percentage</b>	-	<b>100.0%</b>	

## Implementation of Evaluation Recommendations and Lessons Learned

During the Immediate Response Emergency Preparedness Operation (IR-PREP) period, WFP evaluated the food security situation by relying on information obtained from the Church Partnership Programme, agricultural research affiliated with the Australian National University, and consultations with government and humanitarian partners. In light of accruing evidence that the food security situation was deteriorating, the United Nations Resident Coordinator's Office, National Disaster Centre (NDC) and WFP worked together to launch the mobile Vulnerability Analysis and Mapping assessment (mVAM), which included Papua New Guinea (PNG)'s first systematic and country-wide data collection of El Niño effects on food security.

The main lesson learned from the IR-PREP was to ensure that the food security situation is monitored, well-documented with observations from multiple sources—in this case from academia, humanitarian partners, and government actors—and analysed and shared with decision-makers. An additional lesson learned was that logistics and food security coordination mechanisms enhance the flow of information and help to address operational bottlenecks.

Following the IR-PREP and release of mVAM findings, an appeal for international assistance was never officially issued. Despite the efforts of WFP and the greater humanitarian community, WFP rice did not reach drought-affected areas until June 2016, almost a full year after the first food shortages were reported. The Government of PNG provided food assistance to those most affected starting September 2015, but food security conditions continued to deteriorate well into 2016. WFP operated in the country through a specific invitation by the NDC to assist in the Government's national drought response efforts. Given this limited scope, WFP was unable to respond earlier but successfully reached the populations that remained most vulnerable in 2016.

WFP recommends that the Government's work with humanitarian partners to re-evaluate its threshold for declaring that international assistance is needed so as not to delay the deployment of life-saving assistance. WFP recommends that the Government share best practices in emergency response at the national and local administrative levels. WFP found that some local actors (e.g. Provincial Disaster Committees) were fully engaged with humanitarian partners, while others were much less active or non-existent.

Many humanitarian agencies on the ground had significant operational capacity but acknowledged that much of their scope was limited to Port Moresby, the capital city. The One UN system has highlighted that a strengthened field presence for resident agencies could enhance monitoring and response capacity in case of an emergency. Interagency collaboration could also be strengthened as there were gaps in information sharing among humanitarian organizations and partners despite the UN-wide promotion of inter-agency fora.

WFP conducted an internal lessons learned on its emergency operation and identified ways to strengthen its information and communications technology, logistics, administrative services, security, and internal programme support for the next response. WFP also noted that the procurement costs for fortified rice from local suppliers were high; additional lead time is needed for government clearances for cheaper international suppliers. WFP believes that there is sufficient capacity of government agencies in-country to manage basic food security needs. Therefore, WFP did not and does not intend to establish a dedicated country office or maintain food distributions in PNG.

In 2017, WFP plans to work with the Government and partners on a continuous food security monitoring system to address the information and disaster management gaps. WFP also hopes to participate in a government-led lessons learned exercise to prepare for future humanitarian emergencies in the country.

# Project Objectives and Results

## Project Objectives

The overall goal of the EMOP was to provide life-saving food assistance to the populations most-severely affected by the El Niño phenomenon, in line with WFP Strategic Objective 1, Save lives and protect livelihoods in emergencies, and with Sustainable Development Goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture. The specific objectives of the project were to:

1. ensure that severely affected communities who lack food, access to food and have exhausted other viable means of subsistence are supplied with sufficient food to meet their urgent basic needs and;
2. protect livelihoods and limit the incidence of negative coping strategies of individuals and families who are faced with inadequate access to food.

The activities carried out under the EMOP involved distribution of fortified rice to communities identified as severely food insecure and in need of urgent assistance, while working in partnership with the National Disaster Centre and in line with the existing humanitarian response.



## Approved Budget for Project Duration (USD)

Cost Category	
Direct Support Costs	1,924,667
Food and Related Costs	9,823,671
Indirect Support Costs	822,384
<b>Total</b>	<b>12,570,721</b>

## Project Activities

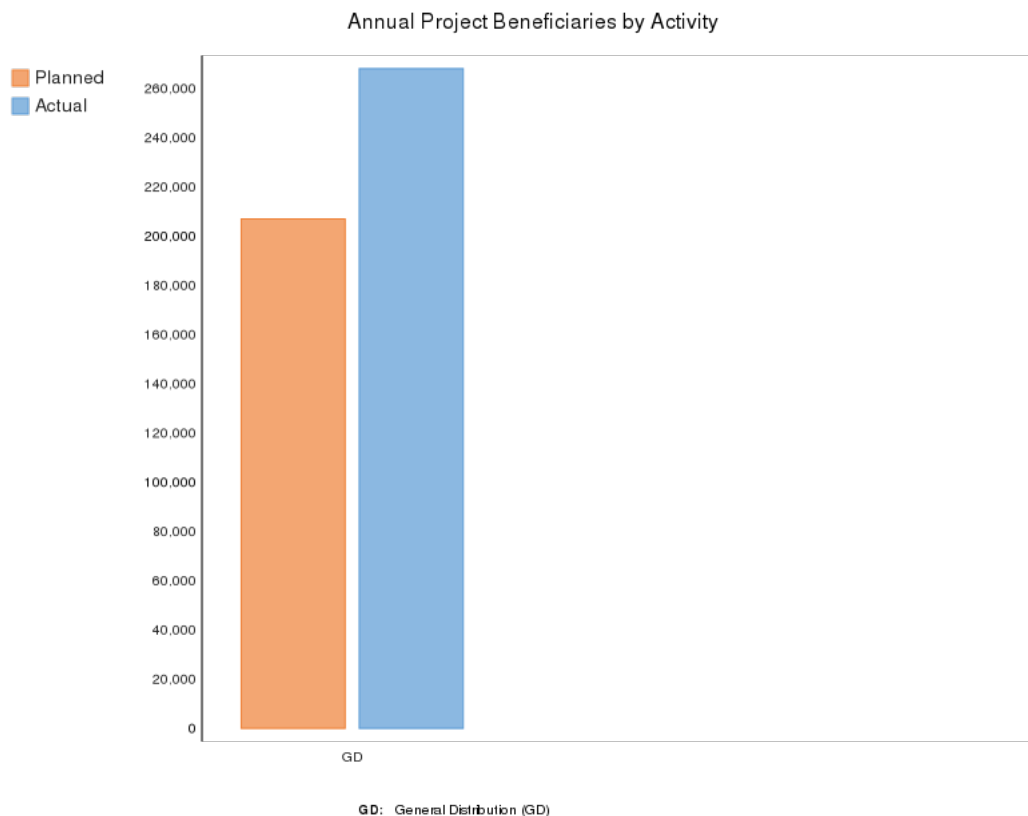
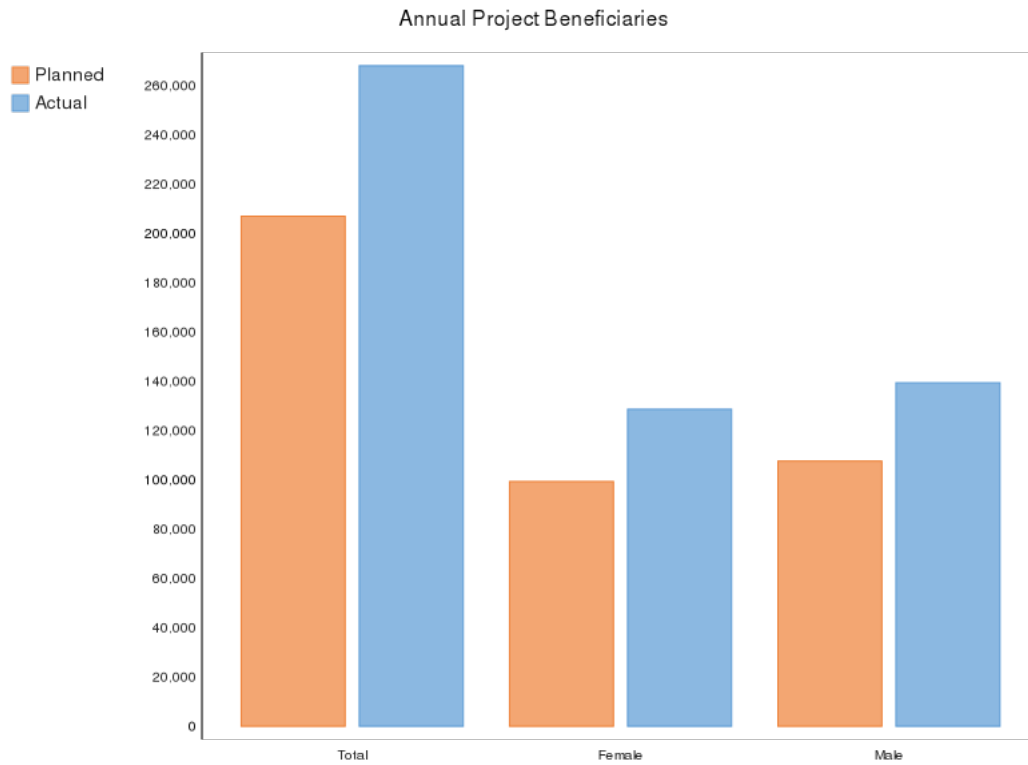
- **Strategic Objective**  
: Save lives and protect livelihoods in emergencies (Strategic Objective 1)
- **Outcome 1**  
: Stabilised or improved food consumption over assistance period for targeted households and/or individuals
- **Activity**  
: General distribution in Enga, Hela, Western, Milne Bay, and Southern Highlands Provinces

In March 2016, WFP provided mobile vulnerability analysis and mapping (mVAM) support to a nationwide assessment to identify the populations that were unable to meet their food needs following the drought. WFP's assessment supported the overall government assessment implemented through the National Disaster Centre and in consultation with the Disaster Management Team and humanitarian partners. WFP worked with partners to develop a food security questionnaire for the assessment and a training for the local mobile phone service provider.

The mVAM assessment identified that 180,000 people were 'severely food insecure' across six Local Level Governments in Western, Chimbu, Enga and Hela Provinces and required emergency food assistance. It became evident after further assessment that the targeted areas required further refining—while the food security status of the population in Chimbu was initially considered 'severe', there were signs that crops were ready earlier than in other prioritised areas where crops would not be ready for an additional six to eight months. Upon further monitoring and assessment, WFP determined that some additional communities bordering Western Province and Milne Bay Province were not meeting their basic food needs, and they also required assistance. The adjustment brought the total number of beneficiaries targeted to 207,000.

WFP directly distributed fortified rice in five rounds of distribution covering populations in Enga, Hela, Western, Southern Highlands and Milne Bay Provinces. The targeted beneficiaries received an 8–11 week ration of fortified

rice, depending on need, in order to help improve and stabilise their food consumption. Prior to each distribution, WFP carried out community meetings during which WFP disseminated information regarding distribution procedure, beneficiary eligibility at the village level, and distribution dates and locations. WFP identified community volunteers on distribution day to assist with crowd control, beneficiary verification, and distributions.



Modality of Transfer by Activity



GD: General Distribution (GD)



## Annual Project Food Distribution

Commodity	Planned Distribution (mt)	Actual Distribution (mt)	% Actual v. Planned
Rice	5,400	4,707	87.2%
<b>Total</b>	<b>5,400</b>	<b>4,707</b>	<b>87.2%</b>

## Operational Partnerships

When preparing for the EMOP, WFP recognised that most potential partners had limited experience outside of urban centres. Despite these limitations, WFP engaged widely with resident organizations, United Nations agencies and government actors.

A central forum for interagency cooperation was the Disaster Management Team (DMT), which was comprised of government agencies, international organizations, and private sector stakeholders. Another forum was the Food Security Cluster, co-led by WFP and the Food and Agriculture Organization of the United Nations, where partners mapped their presence in the country and contributed to a national agricultural sector recovery plan and post-drought rapid assessment. Through the logistics sector, WFP provided partners with information sharing services, logistics mapping, and technical guidance.

WFP coordinated with the Government at both the national and local levels. At the national level, WFP worked with the National Disaster Centre (NDC) to verify target locations and vulnerable populations in order to plan and distribute assistance. At the local level, Provincial Disaster Committees (PDCs) helped WFP contextualise the operations in each province while WFP provided technical assistance and supervision of activities. Provincial governments were key in alerting WFP of severe conditions of food scarcity in areas that were not fully covered under the initial food security assessment. In the case of Milne Bay Province, the PDC helped identify additional



populations that required assistance and signed a technical cooperation agreement with WFP to implement the actual distribution.

As WFP did not have a prior presence in PNG, WFP sought an experienced partner that could implement the food distributions. WFP entered into a partnership agreement with CARE International based on their extensive experience in the country and expression of interest to operate in the highlands, where the security situation was volatile. Although the agreement with CARE was for two distribution rounds, CARE withdrew from the operation in August after the first round because of security concerns.

Coordination with local churches was a vital component for carrying out operations in country, particularly in remote areas that lacked a strong government presence. WFP relied on church pastors, who were long-established community leaders, to engage community members and disseminate information regarding WFP distributions. Church pastors also arranged for porters to offload and store rice safely. Local churches and pastors played key roles in the operation because of their experience at the ground level. Given the short-term nature of the operation, WFP did not invest in developing the capacity of the churches in food distribution planning and implementation.

## Performance Monitoring

WFP conducted regular observational monitoring of drought-affected communities but had limited capacity to conduct active monitoring on the ground because of the high costs of operating in remote areas. Instead, WFP relied on remote monitoring of drought-affected communities through mobile Vulnerability, Analysis and Mapping (mVAM) methodology.

From January–February 2016, the National Disaster Centre conducted an mVAM assessment to determine the food security conditions across the country. The assessment included interviews of 3,708 people through a mobile operator. All Local Level Governments (LLG) experiencing severe or extreme drought conditions as per the 2015 government assessment were included.

Communities across Milne Bay Province were not fully represented in the mVAM survey because of a lack of mobile network coverage. Therefore, WFP and partners re-assessed these communities in a follow-up survey that utilised a combination of community discussion, observational monitoring and mVAM tools. Data were collected from 46 communities across eight LLGs by three deployment teams.

WFP food aid monitors were present at general distributions and were accompanied by a government official and team of volunteers or staff. Monitors confirmed household numbers and reconciled any discrepancies between individuals appearing on beneficiary lists and individuals receiving rations on distribution day. WFP recorded distribution locations (GPS coordinates) with tablets and documented the distribution with photos. WFP monitored distribution sites in remote areas more closely through observation and informal interviews.

WFP conducted a second-round, post-EMOP assessment from November to December 2016 to build upon the findings of the January–February 2016 survey and assess the recovery of food security and livelihoods following the El Niño. The sampling methodology prioritised households that were reached during the first assessment so that the first and second assessments could be compared.

There were some limitations in the selection of mVAM as a monitoring mechanism. Mobile surveys tend to skew results towards better-off households in urban areas, who own mobile phones. In Papua New Guinea (PNG), while 80 percent of the country has mobile coverage, 65-70 percent of the population do not own mobile phones. Given the inherent bias in mobile surveys, it is important to note that the results of this survey should not be seen as precise estimates of food insecurity, but rather as a way of capturing patterns and relative levels of food insecurity from one area to the other.

## Results/Outcomes

- **Strategic Objective**  
: Save lives and protect livelihoods in emergencies (Strategic Objective 1)
- **Outcome 1**  
: Stabilised or improved food consumption over assistance period for targeted households and/or individuals
- **Activity**  
: General distribution in Enga, Hela, Western, Milne Bay, and Southern Highlands Provinces

Despite WFP's limited experience in Papua New Guinea (PNG) and the logistics challenges of the remote operation, WFP successfully reached 268,107 people in urgent need of food assistance. WFP surpassed planned

beneficiary targets by 30 percent and did so substantially under budget, demonstrating good value for money while ensuring that the most food-insecure communities could meet their basic food needs.

WFP was able to reach more beneficiaries than planned by adjusting the ration size. Changes in the food distribution, number of months required for the operation, and number of target areas had already been anticipated when planning the EMOP, and therefore initial ration sizes were only general estimates. WFP revised the ration size based on the operational area, while taking into consideration the nutritional needs and recovery period of the target population and also accounting for distribution location and the logistics required to reach the areas.

During the general distribution, WFP planned to record the Coping Strategy Index (CSI), a measure for the frequency and severity of behaviours households engage in when faced with food shortages. Due to a number of issues including accessibility and security incidents that caused operational delays, there was added urgency to distribute food in a timely manner. Therefore, operational components were prioritised, and the CSI was not measured. However, WFP compared the results of the two mobile Vulnerability Analysis and Mapping (mVAM) assessments, conducted from January to February 2016 and November to December 2016 respectively, to observe any changes in the food security status and household food consumption of communities. WFP noted that the food security situation improved substantially throughout PNG from January to December 2016. This improvement is most likely due to the start of rains, which enabled families to replant food gardens and increase their food supply. The improvement can also be attributed, in part, to WFP's food assistance provided to the most vulnerable populations during the EMOP.

In particular, the comparison of mVAM assessments showed that the percentage of communities facing extreme shortages or having no food dropped from 26 percent to only one percent. Similarly, the 50 percent of households suffering from hunger dropped to two percent by the end of the project. WFP also noted overall improvements in the Perceived Food Insecurity Index (based on the Household Food Insecurity Access Scale—HFIAS), which measures households reporting various negative coping strategies resulting from food insecurity, such as eating famine foods (roots, leaves) or going for 24 hours without eating; there was a reduction in the number of households in the 'very poor' category and an increase in households in the 'fair' and 'acceptable' categories. The comparison between mVAM assessments also showed that markets for staple foods stabilised and access to staple foods had improved. The price of rice, however, increased slightly due in part to higher demand and the gradual devaluation of the *kina*. Among the livelihood groups found to be most affected by the El Niño drought in the January–February 2016 survey—i.e., those depending on cash crops, garden crops, and livestock—incomes were recovering, albeit slowly.

While there is overall improvement, there is also variation in the degree of the recovery and indication that some households still face food scarcity. The Government and stakeholders are encouraged to routinely monitor the situation in order to support policy design and response activities. WFP is looking to develop a monitoring system in 2017 to support the Government in monitoring and assessing the food needs in the country.

Because of the urgent nature of the operation and food needs of the targeted populations, compounded by undertaking direct distribution, operations were prioritised and the indicators on gender and protection were not measured. Despite this, gender and protection issues were given attention throughout all aspects of programming, from planning to distribution.

## Progress Towards Gender Equality

In Papua New Guinea (PNG), gender inequality remains a major development challenge. There is a high level of gender-based violence, and PNG's systems of family and community relationships often exclude women from leadership and decision-making roles. Women's life expectancy is lower than that of men; women generally receive less education and less medical care than men; and female literacy and school enrollment rates lag well behind those of males [1].

Women remained particularly vulnerable during the 2015-2016 food shortage—it is common during periods of food shortage that women, even when pregnant and/or lactating, eat less frequently and consume less nutritious foods than male household members [2]. WFP, therefore, included gender equality and empowerment as a cross-cutting strategic objective of the general distribution.

WFP took care to include women throughout all aspects of the general distribution. While fewer in number, households headed by women were given equal priority for assistance despite any cultural or traditional gender inequalities which may have favoured men. Before distribution day, WFP ensured that distribution lists covered the most vulnerable cohort of women—single, elderly, pregnant and/or disabled females. WFP also worked with church pastors on their announcements and made sure that they mentioned that households headed by women would receive rice and that women could utilise the complaint mechanism. On distribution day, WFP coordinated with local police to minimize security risks to women and ensured that community leaders and family members received and

carried rice on behalf of the most vulnerable people cohort of women.

WFP explicitly considered gender dynamics in its staff representation. National female staff were hired for the distribution and monitoring teams and were included in leadership positions, emphasising WFP's commitment to gender equality.

[1] UNDP Papua New Guinea 2016. 'Women's Empowerment'. *Our Work*, Papua New Guinea. 25 November 2016 <[http://www.pg.undp.org/content/papua\\_new\\_guinea/en/home/ourwork/womenempowerment/overview.html](http://www.pg.undp.org/content/papua_new_guinea/en/home/ourwork/womenempowerment/overview.html)>.

[2] CARE International, 15 October 2015. 'Initial Rapid Gender Assessment Report Papua New Guinea 2015 El Niño: Select Communities of Eastern Highlands, Morobe and Chimbu'. *Reliefweb*. <<http://reliefweb.int/report/papua-new-guin>>.

## Protection and Accountability to Affected Populations

WFP included protection and accountability to affected populations as a cross-cutting strategic objective of the general distribution. During operational planning, WFP consulted with United Nations (UN), interagency and government stakeholders to ensure common understanding on project areas (humanitarian principles and standards, registration and distribution processes, safety and security protocols, monitoring and accountability mechanisms, gender and child protection frameworks). WFP monitored the gender, age, and vulnerabilities of populations to ensure accountability to them.

WFP accounted for and prioritised single mothers, elderly, pregnant females, and disabled persons throughout the operation. During registration and distribution, beneficiary lists were disaggregated by gender, age, head of household and family members. A complaint mechanism was put in place to maintain transparency and ensure that vulnerable populations could voice their concerns. This turned out to be an effective mechanism—households headed by the elderly and single mothers often utilised the complaint mechanism.

To ensure the protection and safety of children and infants, there was a strict no children policy applied within the distribution sites in the highlands. This protection measure was essential since there were large crowds and fights between clans, sub-clans or families occasionally took place at the distribution site.

Given the volatile security situation in the highlands, measures were taken to reduce the proportion of people assisted who were experiencing safety issues during travel to, at, or from WFP distribution sites. WFP carefully planned the distributions taking into account potential conflicts between clans in order for beneficiaries to reach distribution points without having to cross unsafe territory or encounter hostility at distributions. If WFP and community leaders and mobilisers deemed the distribution sites to be unsafe, then community rice allocation was delivered directly to the communities using local vehicles.

Where possible, WFP utilised the churches' social networks, which provided the primary social framework of many communities, to establish its 'social license' to operate. This relationship allowed WFP and partners to move freely across impacted areas and provide beneficiaries with information on the general distributions before they took place. WFP worked with community leaders to ensure the accuracy of the registration process and inform beneficiaries of the complaint mechanism, their rights and entitlements, and WFP staff responsibilities and contact details. During the actual distribution, WFP provided community leaders with informal services such as security assistance, crowd control management and physical assistance.

WFP ensured accountability in relation to the security situation. As the highlands was an environment characterised by a volatile security situation, WFP maintained a strategy of ending distributions immediately if any security incidents occurred. This ensured that risk to staff and beneficiaries was kept at a minimum. The security situation would be re-evaluated so that distribution areas where security incidents took place could still be reached while the safety of WFP staff was also ensured.

WFP also ensured accountability through information sharing. WFP shared regular updates with donors, UN agencies, government stakeholders, non-governmental organizations, media and private partners through regular news releases, situation reports and presentations at Disaster Management Team meetings.

## Story Worth Telling

Day after day, Dalin Flax works hard in her vegetable garden on the border of the Highland Swamp. Her only daughter assists her in the garden, and although together they provide most of the food for their family, her sons occasionally help by spearing fish. By July 2016, feeding her large family of ten children had grown increasingly difficult after drought had dried up her home's water supply, parts of the lake, and her homestead garden.

Dalin came to a WFP rice distribution at Kambia in August. She left her large family safe at home and brought her elderly parents and sister to ensure that they would also receive WFP rice rations. She was relieved to know that her whole family would receive adequate rations and expressed her gratitude for WFP's assistance in these tough times. Although the drought had mostly receded, her homestead garden had not yet recovered. Dalin worried that the drought would return, but she remained hopeful that the rains would come soon and with them, a better harvest.

# Figures and Indicators

## Data Notes

Photo credit: © WFP/Shane Yates

Caption: *Engan children in traditional dress prepare a welcome dance prior to WFP distribution day. WFP reached over 123,000 children with fortified rice. For protection purposes, WFP encouraged Engan families to arrive at distribution sites without their children but ensured that they receive enough rice to feed their entire families.*

## 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	107,640	99,360	207,000	139,415	128,692	268,107	129.5%	129.5%	129.5%
<b>By Age-group:</b>									
Children (5-18 years)	49,680	45,540	95,220	64,346	58,984	123,330	129.5%	129.5%	129.5%
Adults (18 years plus)	57,960	53,820	111,780	75,069	69,708	144,777	129.5%	129.5%	129.5%
<b>By Residence status:</b>									
Residents	107,640	99,360	207,000	139,416	128,691	268,107	129.5%	129.5%	129.5%

## 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)	207,000	-	207,000	268,107	-	268,107	129.5%	-	129.5%

## 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)	207,000	-	207,000	268,107	-	268,107	129.5%	-	129.5%

## 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)
<b>General Distribution (GD)</b>									
People participating in general distributions	107,640	99,360	207,000	139,415	128,692	268,107	129.5%	129.5%	129.5%
Total participants	107,640	99,360	207,000	139,415	128,692	268,107	129.5%	129.5%	129.5%
Total beneficiaries	107,640	99,360	207,000	139,415	128,692	268,107	129.5%	129.5%	129.5%

## Project Indicators

### Outcome Indicators

Outcome	Project End Target	Base Value	Previous Follow-up	Latest Follow-up
<b>SO1 Save lives and protect livelihoods in emergencies</b>				
<b>Stabilized or improved food consumption over assistance period for targeted households and/or individuals</b>				
<b>CSI (Food): Percentage of households with reduced/stabilized Coping Strategy Index</b>				
<i>PAPUA NEW GUINEA, Project End Target: 2016.07</i>	=80.00	-	-	-
<b>CSI (Food): Percentage of female-headed households with reduced/stabilized Coping Strategy Index</b>				
<i>PAPUA NEW GUINEA, Project End Target: 2016.07</i>	=80.00	-	-	-
<b>CSI (Food): Percentage of male-headed households with reduced/stabilized Coping Strategy Index</b>				
<i>PAPUA NEW GUINEA, Project End Target: 2016.07</i>	=80.00	-	-	-

### Gender Indicators

Cross-cutting Indicators	Project End Target	Base Value	Previous Follow-up	Latest Follow-up
<b>Proportion of households where females and males together make decisions over the use of cash, voucher or food</b>	=20.00	-	-	-
<i>PAPUA NEW GUINEA, General Distribution (GD), Project End Target: 2016.07</i>				
<b>Proportion of households where females make decisions over the use of cash, voucher or food</b>	=50.00	-	-	-
<i>PAPUA NEW GUINEA, General Distribution (GD), Project End Target: 2016.07</i>				
<b>Proportion of households where males make decisions over the use of cash, voucher or food</b>	=30.00	-	-	-
<i>PAPUA NEW GUINEA, General Distribution (GD), Project End Target: 2016.07</i>				

## Protection and Accountability to Affected Populations Indicators

Cross-cutting Indicators	Project End Target	Base Value	Previous Follow-up	Latest Follow-up
<b>Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)</b>	>70.00	-	-	-
<i>PAPUA NEW GUINEA, General Distribution (GD), Project End Target: 2016.07</i>				
<b>Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme site</b>	>80.00	-	-	-
<i>PAPUA NEW GUINEA, General Distribution (GD), Project End Target: 2016.07</i>				

## Partnership Indicators

Cross-cutting Indicators	Project End Target	Latest Follow-up
<b>Number of partner organizations that provide complementary inputs and services</b>	>1.00	13.00
<i>PAPUA NEW GUINEA, General Distribution (GD), Project End Target: 2016.10, Latest Follow-up: 2016.10</i>		

## Resource Inputs from Donors

### Resource Inputs from Donors

Donor	Cont. Ref. No.	Commodity	Purchased in 2016 (mt)	
			In-Kind	Cash
European Commission	EEC-C-00596-01	Rice	-	1,479
Japan	JPN-C-00496-01	Rice	-	644
UN CERF	001-C-01434-01	Rice	-	1,526
USA	USA-C-01233-01	Rice	-	1,064
<b>Total</b>			-	<b>4,713</b>