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Draft Pacific interim multi-country strategic plan (2019–2022)

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Gender and age marker*	3

* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

Executive Summary

"We are not just trying to save our islands, we are trying to save the entire world. If the Pacific islands disappear, then it will already be too late for everyone else."

Tony A. de Brum, Minister of Foreign Affairs of the Republic of the Marshall Islands

The Pacific region consists of a rich and diverse group of countries and territories, each with its own unique challenges, requiring a flexible multi-country strategy that can adapt to the needs of individual countries and their diverse populations. The region experiences an average of three major disasters a year, ranging from floods, droughts and cyclones to earthquakes, tsunamis and volcanic eruptions. Of the 20 countries where disasters cause the highest average annual losses in gross domestic product, eight are Pacific island countries and territories.¹ In the medium to long term, climate-related disasters are expected to increase in number and scale. In addition, it appears that especially in relation to El Niño and La Niña cycles occur more frequently.²

¹ The Pacific island countries and territories include the Cook Islands, Fiji, the Federated States of Micronesia, Kiribati, Nauru, Niue, Palau, Papua New Guinea, the Marshall Islands, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu.

² In most of the Pacific island countries and territories, El Niño is linked to greater drought risk caused by higher temperatures and below-average rainfall between December and February. In Kiribati, Tuvalu and Nauru, El Niño events are usually associated with higher rainfall and potential coastal flooding.

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As coastal dwellers,³ Pacific islanders are highly susceptible to rising sea levels,⁴ which threaten the existence of the atoll nations of Kiribati, the Marshall Islands, Tokelau and Tuvalu. While all Pacific islanders are affected by such climate-related phenomena, factors such as wealth, gender, inequalities, age and mobility determine each individual's susceptibility and resilience to disasters.

The remote and fragile ecologies of the Pacific island countries and territories as well as their small size (except for Papua New Guinea) make them exceptionally vulnerable and create significant challenges in managing the resulting risks. National disaster risk reduction and management capacities are therefore crucial for mitigating the negative impacts on local, national and regional development.

Following Tropical Cyclone Pam, which devastated Vanuatu in 2015, WFP and its partners agreed to strengthen the national disaster management offices in the Pacific island countries and territories using a cluster approach and, with the encouragement of the governments of Fiji, Australia and New Zealand, WFP opened an office in Suva, Fiji. In 2016 Fiji was hit by Tropical Cyclone Winston, the largest cyclone ever to make landfall in the southern hemisphere.

In the same year, because of the increasing impact of an El Niño induced drought, the United Nations Resident Coordinator and the national disaster centre in Papua New Guinea requested WFP's assistance. WFP responded with a short emergency operation. WFP has continued to provide support in Papua New Guinea for the enhancement of food and nutrition security analysis with a view to facilitating decision making. In 2018, WFP responded to a magnitude 7.5 earthquake with a limited emergency operation.

WFP's effective responses in Vanuatu, Fiji and Papua New Guinea generated valuable lessons on the importance of maintaining a presence in the Pacific to facilitate greater understanding of the complex social, cultural and political issues that have implications for the success of any form of assistance intended to enhance national capacities in the region.

Over the last three years, WFP in the Pacific has led the logistics and emergency telecommunications clusters and co-led the food security cluster with the Food and Agriculture Organization of the United Nations. It has also co-led the Pacific regional cash working group with Oxfam and provided Papua New Guinea with assistance in the collection and analysis of data for monitoring food security and vulnerability across the country in partnership with the national disaster centre and the United Nations system.

Building on this experience and as requested by some members of the Executive Board, this interim multi-country strategic plan articulates WFP's strategy for improving the capacity of the Pacific island countries and territories to reduce the risk of, prepare for and respond to disasters. WFP's strategy focuses on partnerships and innovation, making use of the cluster approach to lead on national capacity strengthening in logistics, emergency telecommunications and food security. The clusters are permanently activated in the Pacific as one of the mechanisms supporting national disaster management offices, which makes them the appropriate mechanism for delivering on this interim multi-country strategic plan in collaboration with our partners. Gender equality, disability inclusion and protection principles are central to the strategy, in recognition of and response to the needs of men, women, boys and girls of all ages and abilities and ensuring their participation.

This interim multi-country strategic plan will be delivered solely under Sustainable Development Goal 17, aiming to ensure that disasters that affect Pacific island countries and territories are addressed through appropriate, coordinated, timely and effective regional and national response

³ With the exception of populations living in the highlands of Papua New Guinea, Fiji, Solomon Islands and Vanuatu.

⁴ Analyses of sea level measurements indicate that sea levels in the Pacific Ocean have risen at a rate of at least 3-5 mm/year or faster, compared with a global average of 3 mm/year over the past two decades. Rising sea levels can significantly damage critical coastal infrastructure such as ports, harbours and other marine facilities. Higher sea levels are associated with salt intrusion, which affects the productivity of the limited agricultural land in the region, and with higher storm surges that result in greater cyclone damage.

mechanisms. Links to Sustainable Development Goal 2 priorities of food security and nutrition will be addressed through the establishment of effective partnerships, especially with the Rome-based agencies.

All transfers provided through this interim multi-country strategic plan will take the form of capacity strengthening; no direct food assistance in the form of food or cash is envisioned. WFP recognizes the opportunity for the Pacific to function as an incubator of ideas and seeks to develop partnerships, especially with the private sector, to find innovative solutions to addressing data gaps and to explore alternative emergency response options.

The interim multi-country strategic plan is aligned with the United Nations Pacific Strategy (2018–2022) and the 2018–2022 United Nations development assistance framework for Papua New Guinea. It contributes to outcome 1, on climate change, disaster resilience and environmental protection,⁵ and outcome 2, on gender equality, of the United Nations Pacific Strategy, and outcome 3 of the United Nations development assistance framework, on the sustainable management of natural resources, biodiversity conservation and strengthened resilience to climate change impacts and disasters.⁶

Draft decision*

The Board:

- i) approves the Pacific interim multi-country strategic plan (2019–2022) (WFP/EB.A/2019/8-B/3) at a total cost to WFP of USD 12,925,215; and
- ii) taking note of the prefatory note in WFP/EB.A/2019/8-B/3, decides that in the application of the General Rules and Financial Regulations of WFP for the purposes of the implementation of the Pacific interim multi-country strategic plan (2019–2022), the phrase “Interim Country Strategic Plan” shall be understood to refer to the Pacific interim multi-country strategic plan (2019–2022) and the word “country” shall be understood to refer to the several countries and territories covered by the Pacific interim multi-country strategic plan.

⁵ The United Nations Pacific Strategy (2018–2022) prioritizes the integration of climate change and disaster risk management into programming for promoting resilient and sustainable development in the Pacific. Outcome 1 is as follows: “By 2022, people and ecosystems in the Pacific are more resilient to the impacts of climate change, climate variability and disasters; and environmental protection is strengthened”. All United Nations agencies operating in the Pacific have signed up to the strategy and it has been signed by 14 representatives of Pacific island countries and territories.

⁶ “By 2022, Papua New Guinea demonstrates improved performance in managing environmental resources and risks emanating from climate change and disasters.”

* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

Prefatory note

As outlined in the 2018 “Update on the Integrated Roadmap”,⁷ multi-country strategic plans (MCSPs) are envisioned in situations where WFP is working on matters of common interest to several small countries without having individual CSPs or ICSPs in place in those countries. In such situations, an MCSP will cover several countries and will be treated and approved as a single plan for all the countries where WFP intends to implement it. One programme document (including one country portfolio budget) will be submitted to the Executive Board for approval, and the programme will subsequently be implemented in a manner consistent with other CSPs. Since the accountability for monitoring and reporting progress towards SDG targets at the national level remains with national governments, the strategic outcomes of an MCSP will be pursued in a way that takes into account the particular circumstances of each country covered by the MCSP, with the possibility that some strategic outcomes will apply only to a subset of the countries covered by the MCSP.

Given that the Integrated Road Map envisions country-specific CSPs and ICSPs, and that WFP’s General Rules and Financial Regulations (as modified by the Executive Board in November 2018)⁸ uses the terms “Country Strategic Plan” and “country” but does not refer to multi-country strategic plans or groups of countries, the implementation of this interim MCSP will require the Executive Board’s authorization to apply the WFP General Rules, the WFP Financial Regulations and the delegations of authority from the Board to the Executive Director analogously, such that the phrase “Country Strategic Plan” is understood to mean “Pacific interim multi-country strategic plan” and the word “country” is understood to refer to the several countries and territories covered by the Pacific interim MCSP.

1. Country analysis

1.1 Country context

1. The Pacific island countries and territories (PICTs) are home to 10 million people and comprise 530,000 km² of land spread over an area that is more than 15 percent of the earth’s surface. Papua New Guinea has the largest population, with 7.6 million people, while Tokelau has the smallest, with only 1,200 inhabitants.⁹ Population density varies considerably, with the highest in Nauru and Tuvalu and the lowest in Niue. Nauru’s population is entirely urban, while in Papua New Guinea only 13 percent of the population lives in urban areas.¹⁰
2. Socio-cultural beliefs and practices continue to perpetuate gender inequalities. Women and girls in particular face barriers to equal participation in education, paid work and public decision making and have limited rights over land, property and other resources. Large discrepancies exist in terms of life expectancy at birth: women live on average 12 years longer in Samoa than in Nauru; men in Samoa outlive their peers in Nauru by 17 years.
3. Domestic and international migration heavily affects the way of life, gender inequalities, population structure and gross domestic product in the PICTs. According to the United Nations Population Fund, approximately 16,000 Pacific islanders, typically men of working age, leave their homes each year. Consequently, some PICTs such as Tonga, Samoa, the Marshall Islands, Tuvalu and Kiribati have large numbers of households headed by women and rely heavily on remittances.¹¹
4. The great risk of climate-related hazards – ranging from tropical cyclones and storm surges to floods, droughts and sea level rise – is a common denominator of all PICTs. Small island

⁷ WFP/EB.2/2018/5-A/1, paragraphs 48–52.

⁸ WFP/EB.2/2018/5-A/1.

⁹ United Nations Population Fund. 2014. *Population and Development Profiles: Pacific Island Countries*.

¹⁰ Pacific Community. 2018. *2018 Pocket Statistical Summary*.

¹¹ World Bank. 2018. *Migration and Remittances Data*.

developing states are highly vulnerable to climate change and are disproportionately affected by its impacts, particularly rises in sea levels, tropical cyclones, rising temperatures and changing rainfall patterns. In the medium- to long-term, climate-related disasters are expected to increase in number and scale. In addition, it appears that El Niño and La Niña cycles effects include the loss of lives and livelihoods, coastal settlements and ecosystems, as well as large-scale economic losses.¹² In addition, the region faces geophysical hazards such as volcanic eruptions, earthquakes and tsunamis.

5. The increasing number and intensity of natural hazards threatens the safety and security of Pacific islanders, as well as national economies and natural habitats. It is the main driver of food insecurity in the region. Of the ten countries with the highest disaster risk worldwide, half are PICTs: Vanuatu, Tonga, Solomon Islands, Papua New Guinea and Fiji.¹³

1.2 Progress towards SDG 2

Targets

6. Under the leadership of their governments, the PICTs are making important gains towards the achievement of the Sustainable Development Goal (SDG) 2 targets, but progress is uneven and is threatened by the increased risk of natural disasters. Gender inequalities, chronic hunger and malnutrition persist, driven by challenging circumstances throughout the region. This section describes the context for addressing SDG 2 targets in partnership with governments, the private sector and national, regional and international organizations.
7. *Access to adequate food all year (SDG Target 2.1):* According to the 2018 regional overview of food security and nutrition for Asia and the Pacific,¹⁴ the prevalence of undernourishment in Oceania increased from 5.2 percent in 2010 to 7 percent in 2017. This trend is symptomatic of serious structural factors adversely affecting the agricultural sector, including the impact of extreme climate and weather-related events. In Papua New Guinea, WFP collects Food Insecurity Experience Scale data as part of its regular food security surveillance in support of the national disaster centre. Findings indicate that severe food insecurity increases rapidly after a natural disaster, with often more than 40 percent of the population affected. A recent study by the International Food Policy Research Institute shows that the average per capita energy consumption of poor people in Papua New Guinea is less than 1550 kcal per day in the areas surveyed.¹⁵
8. *End all forms of malnutrition (SDG Target 2.2):*¹⁶ An estimated 38 percent of children under 5 are chronically malnourished in the PICTs subregion, which results in the highest prevalence of stunting worldwide.¹⁷ Sadly, it is also the only subregion where stunting rates have increased since the year 2000, while stunting rates have dropped by 10 percent globally. At the same time, the PICTs have seen a steep increase in the prevalence of overweight: the proportion of overweight children under 5 rose from 4.7 percent in 2000 to 8.7 percent in

¹² Germanwatch. 2018. *Global Climate Risk Index 2018. Who suffers most from extreme weather events? Weather-related loss events in 2016 and 1997 to 2016.*

¹³ Bündnis Entwicklung Hilft. 2018. *World Risk Report 2018.*

¹⁴ Food and Agriculture Organization of the United Nations and others. 2018. *Asia and the Pacific Regional Overview of Food Security and Nutrition: Accelerating Progress towards the SDGs.* Available at https://docs.wfp.org/api/documents/WFP-0000100058/download/?_ga=2.192899114.1668895290.1549012592-298904814.1505738065.

¹⁵ International Food Policy Research Institute. 2019. *Papua New Guinea household survey on food systems (2018): Initial findings.* Available at <http://www.ifpri.org/publication/synopsis-papua-new-guinea-household-survey-food-systems-2018-initial-findings>. Sex-disaggregated data were not presented in this research note.

¹⁶ Unfortunately, sex-disaggregated data on malnutrition are not reported on in the available resources.

¹⁷ United Nations Children's Fund (UNICEF)/World Health Organization/World Bank Group. 2018. *Levels and Trends in Child Malnutrition: UNICEF/World Health Organization/World Bank Group Joint Child Malnutrition Estimates: Key findings of the 2018 edition.*

2017. The prevalence of wasting is highly variable in the PICTs, with very high rates in Papua New Guinea (14 percent) and Solomon Islands (8 percent), and comparatively low rates in the Marshall Islands, Tuvalu and Vanuatu.¹⁸ The prevalence of micronutrient deficiencies among pregnant women aged 15–49 years in the subregion is 29 percent. This high rate makes maternal anaemia a public health concern.¹⁹

9. *Double the agricultural productivity and incomes of small-scale food producers (SDG target 2.3):* For the many Pacific households with subsistence livelihoods, the failure of staple crops is catastrophic. Given that most staple crops are grown in gardens and harvested on a rotational basis and that food storage is not common,²⁰ disturbances caused by natural disasters have immediate effects on food production, potential earnings and access to food for vulnerable populations. Survey results from Papua New Guinea indicate that losses in subsistence income are significant and that recovery takes at least six months.²¹ Given the challenges in transport, local production losses and crop failures, these incidents quickly translate into transitory food insecurity. Addressing power and resource imbalances in households and communities and transforming gendered roles and responsibilities are critical to strengthening women's resilience in the Pacific and tackling the entrenched drivers of vulnerability.
10. *Ensure sustainable food production systems (SDG target 2.4):* The effects of extreme weather patterns, including cyclones, salination due to sea level rise and the increase in sea water temperature exacerbate the already fragile natural environments of the PICTs, making it increasingly difficult to produce enough food to meet their populations' needs.²²

Macroeconomic environment

11. Only eight of the PICTs are ranked in the Human Development Index: Palau (60th), Fiji (92nd) and Samoa (104th) rank in the high human development category; the Federated States of Micronesia (131st), Kiribati (134th) and Vanuatu (138th) rank in the medium category; and Solomon Islands (152nd) and Papua New Guinea (153rd) fall into the low human development category. Kiribati, Tuvalu, Solomon Islands and Vanuatu are classified as least developed countries.
12. While the PICTs have generally made progress in recent decades, with an increase in life expectancy and a decline in infant mortality rates, gross domestic product per capita ranks among the lowest in the world, ranging from USD 19,000 in the Cook Islands to USD 2,400 in Papua New Guinea and USD 1,500 in Kiribati.²³ Projected per capita gross domestic product growth ranges from 2.5 percent in Vanuatu to -1.2 percent in Niue. The expected average growth is insufficient to enable overall economic prosperity in the region.
13. Income inequality remains high. The Gini-coefficient in most PICTs ranges between 41.9 (2009) in Papua New Guinea to 36.7 (2013) in Fiji.²⁴

¹⁸ FAO/WFP/UNICEF/WHO. 2018. *Asia and the Pacific Regional Overview of Food Security and Nutrition 2018: Accelerating progress towards the SDGs*.

¹⁹ UNICEF. 2017. *Situation Analysis of Children and Women in Pacific Island Countries*, Coram International, UNICEF Pacific Office, May 2017.

²⁰ Unlike grains, the staple foods of many PICTs – roots and tubers – cannot be stored for long periods.

²¹ WFP food security surveillance using mobile vulnerability analysis and mapping in Papua New Guinea.

²² Global Action Programme on Food Security and Nutrition in Small Island Developing States, available at <http://www.fao.org/3/a-i7135e.pdf>.

²³ Pacific Community. 2018. *2018 Pocket Statistical Summary*.

²⁴ See <https://data.worldbank.org/indicator/SI.POV.GINI>. Data on economic inequality are most recent available. For other PICTs for which data is available, the Gini coefficients are Kiribati 37 (2006), Federated States of Micronesia 40.1 (2013), Samoa 42 (2008), Solomon Islands 37.1 (2013), Tonga 37.5 (2009), Tuvalu 39.1 (2010) and Vanuatu 37.6 (2010).

Key cross-sector linkages

14. Most PICTs remain heavily reliant on official development assistance, overseas remittances and imported goods; one in five Pacific islanders is living in poverty. The proportion of the population living below the national poverty line has been increasing in the Federated States of Micronesia, Samoa, Tonga and Tuvalu, with Fiji and Solomon Islands showing declining rates.²⁵ Women are more vulnerable to hardship and poverty because of persistent gender inequalities.
15. Discrimination against women and girls in the Pacific limits their options and opportunities and undermines the ability of each PICT to achieve sustainable development for all. The 2017 Gender Inequality Index ranks Fiji 79th, Samoa 82nd and Tonga 96th; the rest of the PICTs, including Papua New Guinea, do not have rankings. The Pacific has the world's lowest levels of women in parliament (8 percent).
16. In most PICTs, rural areas and outer islands have semi-subsistence economies, where women usually grow a greater share of food and perform inshore fishing activities as well as unpaid care and domestic work, which limits their availability to participate in formal employment.
17. All the PICTs except Palau and Tonga have ratified the Convention on the Elimination of All Forms of Discrimination against Women, but reporting on progress has been delayed by up to ten years. The prevalence of violence against women and girls is among the highest in the world. Formal research and anecdotal evidence indicate that violence against women at home and in the community is endemic and affects the lives of more than 68 percent of women in several of the PICTs.²⁶
18. It is estimated that 17 percent of people in the PICTs have disabilities, not taking into account Papua New Guinea, which does not have official statistics.

1.3 Hunger gaps and challenges

19. *Impacts of climate change (SDG 13)*. While hunger and malnutrition in the Pacific are driven by high population growth, rapid urbanization (including migration to other PICTs), socio-cultural and structural gender inequalities, limited sources of cash income and low awareness of nutrition requirements, the most severe challenges to maintaining development gains and making further progress towards the achievement of the SDGs are posed by the increase in frequency and impact of extreme weather events such as tropical cyclones and El Niño-related droughts, which reduce the amount of arable land suitable for farming, particularly as more than 60 percent of the region's people depend on agriculture and fisheries for their livelihoods and food security.²⁷ The PICTs are particularly vulnerable because fertile coastal plains are threatened by super storms, traditional crops are affected by changing rainfall patterns and saltwater intrudes into previously fertile land as sea levels rise.
20. *Food security (SDG 2)*. In addition to needing to produce more food with fewer resources, the PICTs are particularly vulnerable to distortions in global food markets and experience challenges in equitable distribution given their unique geography and geographical constraints to infrastructure development, as well as their dependence on global markets for certain imported food products such as grains, meats, dairy and vegetable oils, critical to maintaining healthy diets. Governments need better and more nuanced information on food

²⁵ See <https://data.worldbank.org/indicator/SI.POV.NAHC>

²⁶ United Nations Pacific Strategy (UNPS) 2018–2022, p. 14.

²⁷ Climate Change, Food Security, and Socioeconomic Livelihood in Pacific Island Nations, International Food Policy Research Institute. Available at <http://ebrary.ifpri.org/utils/getfile/collection/p15738coll2/id/129791/filename/130002.pdf>.

insecurity and population vulnerability so that they can devise strategies and policies tailored to the particular needs of specific vulnerable populations.

21. *Gender inequities and socio-economic inequalities (SDGs 5 and 10)*. Evidence shows that gender discrimination in decision making and in access to and control of resources and services impair the ability of women and vulnerable groups to respond and adapt to, prepare for and recover from disasters. In addition, growing inequalities between urban and rural communities and between main islands and remote outer islands make it challenging to provide equal access to good quality services such as education, health (including sexual and reproductive health services), telecommunications and disaster preparedness and response.
22. *Climate proofing or resilient infrastructure and innovation (SDG 9)*. Increasingly frequent and intense extreme weather events have highlighted gaps and vulnerabilities in the existing infrastructure and supply chains of the PICTs. These gaps and vulnerabilities, which are a result of remoteness, can hamper efforts to reach disaster-affected populations with relief assistance. Tropical cyclones Pam and Winston and the Southern Highland earthquake in Papua New Guinea revealed significant gaps in rapid-onset emergency response capacity in the Pacific, indicating that national and provincial disaster management offices are often short-staffed, with limited capacity to prepare for and respond to disasters effectively.

1.4 Key country priorities

Government

23. Enhancing national capacity in emergency preparedness and response is a priority for the PICTs, as outlined in their national development plans and strategies; ten individual national development plans and strategies include concrete goals, objectives or outcomes related to disaster and climate resilience and climate change adaptation and mitigation. Several countries have set ambitious targets such as increasing the percentage of provinces with sufficient capacity to manage and prepare for the impact of natural disasters from 10 to 60 percent within a five-year period.
24. Several PICTs have linked disaster and climate resilience to food and nutrition security, recognizing the strong interdependence of those issues. The PICTs that have declared food and nutrition security as a national priority often seek to promote local sustainable and resilient food systems to achieve healthy and balanced diets for their citizens.
25. Notwithstanding significant investments in disaster management mechanisms, structures, plans and policies, PICTs are unable to keep with the pace of transformation brought about by climate change. National governments are therefore seeking financial and technological support for their efforts to further build resilience and enhance national capacity.
26. The Pacific Platform for Action on Gender Equality and Women's Human Rights 2018–2030 takes into account existing regional and international instruments for promoting gender equality, such as the 2012 Pacific Leaders' Gender Equality Declaration and the commitments made by PICTs to make progress towards gender equality in a 2014 inter-ministerial declaration. WFP's commitment to gender equality and the empowerment of women aligns with the objective of the Pacific Platform in that it aims to accelerate the implementation of gender commitments at all levels to achieve gender equality and the promotion and protection of the human rights of all women and girls, in all their diversity.

United Nations and other partners

27. To complement their individual national strategic development plans, Pacific leaders have called on the United Nations to align its programmes and operations to facilitate the achievement in the Pacific of internationally agreed outcomes, including those called for in the Small Island Developing States (SIDS) Accelerated Modalities of Action (SAMOA) Pathway and the 2030 Agenda for Sustainable Development.

28. *SAMOA Pathway*.²⁸ The General Assembly adopted the SAMOA Pathway as an international framework, reaffirming that SIDS are a special case for sustainable development and underscoring priority areas for action by the international community to support them in realizing their sustainable development aspirations. The SAMOA Pathway accords distinct importance to SIDS' priorities relating to oceans, health and non-communicable diseases, poverty and social protection, gender equality, sustainable transportation, renewable energy, water, sanitation and hygiene, food security, peaceful societies and culture.²⁹
29. *2030 Agenda for Sustainable Development*. The Pacific Road Map for Sustainable Development, endorsed by Pacific leaders in September 2017, presents a collective approach to delivering on the 2030 Agenda and the SDGs within the context of national plans and priorities, the SAMOA Pathway and the Framework for Pacific Regionalism.³⁰ The adoption of the Framework for Resilient Development in the Pacific in 2016 and of several national integrated policy frameworks reflects the urgent need to address climate change and disaster risk reduction in a coherent manner. The Framework for Resilient Development in the Pacific is the regional framework for implementing the Paris Agreement on Climate Change,³¹ the Sendai Framework on Disaster Risk Reduction, the SAMOA Pathway priorities for resilient development and SDGs 11 (sustainable cities and communities), 12 (responsible consumption and production) and 13 (climate action).

2. Strategic implications for WFP

30. In Asia and the Pacific, more than in any other region, WFP has been gradually shifting from its traditional 'first responder' role in humanitarian emergencies towards enabling national governments to lead emergency response operations.
31. Effective emergency preparedness builds community and government resilience to crises and enables more rapid, gender-responsive and better targeted action in the immediate aftermath of a crisis, saving lives and minimising losses. As the world's largest humanitarian organization, WFP brings decades of experience in humanitarian relief operations, as well as a corporate culture of innovation and learning through partnerships and technology. WFP can use its extensive expertise, experience, networks and resources in targeted approaches to fill specific gaps and tailor support to the particular risks and needs of each PICT and their diverse populations. This ensures a more timely, effective, inclusive and efficient allocation of resources during crises and recovery without disrupting ongoing development and mitigation programmes.
32. WFP co-leads the Pacific food security cluster with the Food and Agriculture Organization of the United Nations (FAO) to build institutional capacity in emergency response planning, particularly looking at supporting the poorest and most vulnerable populations who are often most affected by shocks and who face the greatest challenges to recovery. The

²⁸ The SAMOA Pathway was adopted in 2014 at the Third International Conference on Small Island Developing States as the overarching framework for guiding global, regional and national development efforts in SIDS. It builds on the Programme of Action for the Sustainable Development of Small Island Developing States and the Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States.

²⁹ Draft Pacific Regional Report, Pacific Regional Preparatory Meeting on the Mid-Term Review of the Samoa Pathway, 19–21 June 2018.

³⁰ Member States have expressed the desire for more coherent United Nations support for their efforts to implement the 2030 Agenda. The four largest agencies in the Pacific – the United Nations Development Programme, UNICEF, the United Nations Population Fund and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) – have included a common chapter in their strategic plans calling for enhanced collaboration in areas including poverty eradication, addressing climate change, achieving gender equality and empowering women and girls and ensuring greater availability and use of sex- and age-disaggregated data that are relevant to this IMCSP.

³¹ To implement the Paris Agreement, the PICTs submitted intended nationally determined contributions, which include targets and implementation plans for achieving both mitigation and adaptation.

co-leadership structure leverages the institutional expertise of both organizations to provide a comprehensive range of resources and support that individual PICTs may draw from as needed. FAO leads on disaster risk reduction and resilience related to the agriculture sector, while WFP supports emergency preparedness and response with a focus on emergency food assistance and shock-responsive social safety nets. This includes supporting national governments in making safety nets more gender-responsive and adaptive to shocks to deliver immediate relief to groups most affected by crises and building adequate emergency food reserves and relief systems as a buffer to natural and human-made disasters. WFP may also look into long-term risk management schemes such as forecast-based financing and crop insurance.

2.1 WFP's experience and lessons learned

33. Following the Seventh Pacific Humanitarian Team Regional Meeting, and with the encouragement of the governments of Fiji, Australia and New Zealand, WFP opened a Pacific office in Suva in 2015. The Pacific Humanitarian Team recommended actions to address national shortfalls in disaster management, including the provision of technical assistance in logistics, telecommunications and food security – such as in vulnerability assessment mapping, shock-responsive social protection and cash-based transfers – through WFP-led and co-led clusters and working groups, and the provision of common services.
34. WFP signed a basic agreement with the Government of Fiji in August 2018 and is now shifting to long-term planning in the region. Several needs assessments, annual reports on emergency preparedness and response trust funds, regional conferences related to the three clusters and consultations with all levels of government, United Nations agencies, national emergency management entities and the private sector have identified lessons learned and results that inform WFP's future direction:
 - The regional preparedness approach with permanently activated clusters, unique to the Pacific, has improved coordination among national disaster management offices and partners at the national and regional levels. WFP should therefore continue to strengthen the partnerships and work of the three clusters and expand its assistance in the North Pacific.³²
 - In-country capacity assessments and needs identification workshops have revealed significant room for improvement in terms of capacity strengthening and support for PICTs in the review of existing disaster management policies, coordination mechanisms and processes in the areas of logistics, food security, emergency telecommunications, social safety nets and gender as well as with regard to real-time data, data disaggregation by age and sex, data preparedness³³ and analytics.
 - Through private sector partnerships and innovative surveying and assessment technology, WFP has demonstrated that it is possible to collect critical food security data in a timely, efficient, gender-responsive and effective manner in a region where data are scarce and collection efforts extremely costly. In Papua New Guinea, WFP supports the national disaster centre with mobile phone surveys to monitor food security in remote rural areas. WFP has played a lead role in collecting essential market data and making them available to partners and stakeholders. Assessments of national logistics capacity and information communication have been completed for almost all PICTs.

³² At the request of the United States of America, WFP began expanding its assistance to the North Pacific in 2017, commencing with logistics missions to the Marshall Islands and gradually expanding to the Federated States of Micronesia, Kiribati, Tuvalu, Palau and Nauru.

³³ Data preparedness is the ability to deploy and use data collection and analysis techniques and systems in the event of an emergency.

2.2 Opportunities for WFP

35. Governments and partners alike recognize that WFP is unique in its approach and the effectiveness of its interventions; this is illustrated by the many requests for assistance WFP has received in countries where it has no presence and the success of that assistance: Tropical Cyclone Pam in Vanuatu (2015); Tropical Cyclone Winston in Fiji (2016); El Niño-related drought and earthquake responses in Papua New Guinea (2017 and 2018); the Makira earthquake in Solomon Islands (2016) and Tropical Cyclone Donna and the Ambae volcano responses in Vanuatu (2017 and 2018). Continuous support for disaster preparedness through national agencies builds a direct link between key players in national disaster management infrastructure and WFP and its partners. In this way, governments are able to take the lead while benefitting from WFP's capacity and experience.
36. WFP's expertise and leadership in humanitarian response is particularly relevant for the PICTs. WFP is gradually strengthening the food security, logistics and emergency telecommunications clusters in the Pacific, prioritizing national and regional participation. The focus of these clusters on emergency preparedness is unique to the region, combining WFP's global experience with local needs, resources and priorities to adapt global best practices to the Pacific (and vice versa). WFP's expertise in data analytics and innovation is particularly appreciated, as there is a keen interest among national governments in the region in identifying and benefiting from opportunities presented by new technology and digital transformations in addressing food insecurity and disaster response challenges. WFP's focus and experience in targeting those most vulnerable to food insecurity and malnutrition is of particular interest to countries with significant gender and income inequalities.
37. WFP has been nurturing innovative partnerships with the private sector, research institutes and regional bodies in order to harness their potential to improve emergency coordination and response. WFP has been successful in partnering with institutions by operationalizing academic and scientific research. This has provided legitimacy and traction for research institutions while connecting data analysis to policy and decision-makers.
38. Based on these insights, WFP will pursue three broad strategic opportunities for supporting the individual PICTs:
 - *Leverage and consolidate investments made so far.* WFP has worked closely with the governments of Fiji, Vanuatu and Papua New Guinea, providing targeted food assistance as well as logistics and emergency telecommunications support in response to large-scale disasters. WFP will continue to support the national and provincial disaster management offices in transferring essential skills and operational knowledge and in establishing robust and gender-responsive disaster preparedness and response capacities at the national, provincial and regional levels.
 - *Focus on partnerships, innovation and resilience.* This interim multi-country strategic plan (IMCSP) relies entirely on partnerships for delivering SDG results. WFP will deepen its support for countries by strengthening its collaboration and partnerships with regional organizations; national and international non-governmental organizations; the International Committee of the Red Cross; faith-based organizations; groups committed to gender equality; civil, military and police agencies; civil society organizations; and private sector entities that already work closely at the national, provincial and community levels. Innovations in and the development of partnerships with the private sector are core to WFP's activities in the Pacific. Examples include the introduction of the 72-hour assessment tool in the Pacific, the development of the Pacific Logistics Mapping (PALM) platform for mapping pre-positioned emergency stocks and the creation of a demand-driven digital platform to reduce the flow of

unsolicited bilateral donations received during emergencies.³⁴ Other potential areas for innovation include the optimal use of private remittance flows, to be explored in collaboration with the World Bank and Developing Markets Associates consulting firm, the capacity of national social safety net systems to adapt to the impact of natural disasters and, with private mobile telephone operators, the use of mobile technology to track disaster-affected populations and ensure communication and the use of mobile wallets for remitting assistance.

- *Exploit new opportunities for filling data gaps.* Critical and timely information on the varying impact of disasters on livelihoods and food security in many remote areas of the PICTs is lacking. As a consequence, there is a risk that humanitarian assistance will go undelivered, be mistargeted or be distributed too late, especially given the lack of data and analyses disaggregated by sex, age and disability. WFP aims to contribute to data and evidence-based vulnerability analysis by establishing digital platforms for real-time analysis, such as PRISM/VAMPIRE,³⁵ mobile technology-based surveys, remote sensing analyses and other innovative means of surveying and assessing the vulnerability of the people of the PICTs.

2.3 Strategic changes

39. The IMCSP focuses entirely on partnerships and SDG 17 in order to deliver results under the other SDGs. It provides capacity strengthening support while maintaining WFP's ability to provide life-saving emergency response in case of a large-scale disaster in which WFP surge support is required as part of the humanitarian response plan of the United Nations Office for the Coordination of Humanitarian Affairs. Integral to the IMCSP is a gender-transformative approach with particular attention to gender equality and the inclusion of people with disabilities.
40. Responding to requests from the North Pacific PICTs to provide support in the key areas of emergency supply chains, telecommunications and food security coordination, similar to WFP's activities over the past years in the South Pacific, the IMCSP will double WFP's geographic reach to include five priority countries in the North Pacific: the Marshall Islands, Federated States of Micronesia, Palau, Nauru and Kiribati.³⁶
41. Papua New Guinea is included in the WFP Pacific strategy because the climate-change induced challenges are similar to those face by other PICTs, including the increased risk of flooding, drought, frost and cyclones. Earthquake and tsunami risks are also significant. As in the other PICTs, livelihoods in Papua New Guinea are affected by these natural disasters: staple foods are often root-based and grown in gardens, harvested throughout the year immediate consumption without any of the harvest being stored. Many areas are remote, with limited market penetration, and disasters can disrupt supply chains for many months. Papua New Guinea is politically and economically influential among the PICTs and is an active member of the regional organizations, including the Pacific Community, the Pacific Island Forum and the University of the South Pacific.
42. While the United Nations system is already familiar with the multi-country office format, this is the first time that WFP is carrying out strategic planning for a subregion. In line with United Nations development system reform, WFP will closely monitor and reconfigure

³⁴ Although well-intended, unsolicited bilateral donations can quickly block small air and sea ports and often run up large storage and transportation fees that remain uncovered.

³⁵ PRISM/VAMPIRE automates the process of gathering and processing large amounts of earth observation data, which it combines with data on socioeconomic vulnerability to identify the areas and people at highest risk in the event of a natural disaster.

³⁶ Where possible, support will also be extended to include the small island developing nations of Tuvalu and Tokelau.

implementation of the IMCSP based on findings from the regional and multi-country office review called for by the Secretary-General as part of the reform effort.³⁷

3. WFP strategic orientation

3.1 Direction, focus and intended impacts

43. In the unique and challenging environments of the Pacific, the overarching goal for the IMCSP will be to strengthen the capacity of the PICTs to reduce the risk of, prepare for and respond to disasters. WFP will focus on one strategic outcome (under SDG target 17.9). Links to SDG 2 priorities of food security and nutrition will be addressed through the establishment of effective partnerships, especially with the other Rome-based agencies. This strategic orientation demonstrates how WFP uses its “light” presence in the Pacific to leverage its core functions in new and effective ways. Recognizing that no single actor has the resources to address large issues alone, WFP seeks to leverage partnerships to facilitate transformative changes.
44. Working closely with the Pacific humanitarian and protection cluster and with specialists in gender and protection in its regional bureau and headquarters, WFP in the Pacific will aim to integrate consideration of gender equality issues throughout the development, implementation and monitoring of the IMCSP, promoting gender-transformative programmes and policies such as gender-responsive social protection and women’s access to financial services. WFP aims to ensure the sex-, age- and disability-disaggregation of all of its person-related data; the incorporation of gender and protection analyses into all assessments, research, technical assistance, knowledge, information management and related work; the mainstreaming of gender and protection issues into all programme, policy and capacity-strengthening initiatives; and the engagement of women, men, girls and boys and their organizations and institutions in a manner that empowers them, fosters equality of outcome, advances gender equality and promotes accountability to affected populations.
45. As all the countries covered by this IMCSP have similar needs and have requested WFP’s support for the same programmatic focus of disaster preparedness and response, WFP’s actions in all PICTs can be summarized in a single strategic outcome with four outputs and four activities. The strategic outcome, outputs and activities apply to each of the PICTs individually, but levels of engagement will vary depending on capacity gaps and needs.

3.2 Strategic outcomes, focus areas, expected outputs and key activities

Strategic outcome 1: Vulnerable people in the Pacific island countries and territories receive appropriate, coordinated, timely and uninterrupted assistance to address food security and nutrition challenges following disasters

46. The aim of WFP’s capacity-strengthening programme in the Pacific is to ensure that vulnerable populations are protected against food insecurity and malnutrition caused by disasters. This is addressed by making available timely, reliable, gender- and age-disaggregated and comparable data and analysis; providing support in developing feasible and coordinated food security response planning; providing technical assistance in overcoming supply chain challenges to ensure humanitarian aid reaches intended beneficiaries in a timely and uninterrupted manner; and augmenting the capacity of local partners to deliver timely and targeted assistance to people affected by disasters, including through functioning telecommunications. The assumption is that once regional and national emergency coordination and response mechanisms function, the assistance provided to affected populations will prevent food insecurity.

³⁷ See Secretary-General’s Implementation Plan for the Inception of the Reinvigorated Resident Coordinator System (Final Draft), 31 August 2018, p. 20 (available at [https://un.org/me/UNDS_repositioning/20180831%20-%20Implementation%20Plan%20-%20FinalDraft%20\(31%20August%202018\).pdf](https://un.org/me/UNDS_repositioning/20180831%20-%20Implementation%20Plan%20-%20FinalDraft%20(31%20August%202018).pdf)).

Focus area

47. The focus area is resilience building.

Expected outputs

48. Governments and humanitarian and development partners acquire wide-ranging capabilities to prepare for and respond to disasters through four outputs.³⁸

Output 1: Strengthened emergency logistics coordination and supply chain procedures

49. Through the logistics cluster, coordination and collaboration in the storage, handling and transportation of humanitarian supplies will be enhanced to address significant logistics challenges particular to the Pacific. Emergency supply chains will allow timely and uninterrupted delivery of assistance to target populations.

Output 2: Strengthened national emergency telecommunications infrastructure and coordination capacities

50. Communication during an emergency is essential and saves lives. However, in many remote parts of the Pacific, communication is difficult even under normal circumstances. The emergency telecommunications cluster focuses on facilitating the rapid restoration or initiation of communications in disaster-impacted areas, the identification of priority needs and the smooth delivery of emergency assistance.

Output 3: Strengthened design and coordination of food security and nutrition emergency response

51. Support in the design and coordination of food security and nutrition emergency response planning will be delivered through the food security cluster. It will include options such as responding through national safety nets and cash-based transfers. In addition, assessment tools and procedures need to be deployed to provide the right information at the right time, including to identify the particular needs of the PICTs' diverse populations (with systematic attention to gender and age). WFP will promote data preparedness to enable PICTs to generate reliable disaster impact assessments, integrating gender and age analyses to the extent possible, within the first 72 hours after a disaster. In addition, WFP will support the establishment of digital platforms for real-time analysis (such as PRISM/VAMPIRE), introduce mobile-technology-based surveys and capitalize on remote sensing opportunities.

Output 4: Strengthened and innovative climate-sensitive capabilities, tools, systems and procedures

52. Innovation, digital transformation and the use of new technologies are key to overcoming the challenges in disaster response in the Pacific. This output provides the impetus to re-think, be creative and develop out-of-the-box solutions that once proven successful can be scaled up for global application.

Key activities

53. The outputs will be achieved through the following activities:

Activity 1: Through the logistics cluster, provide national disaster management offices and other relevant national and regional institutions and partners with support for improving emergency logistics coordination and supply chain management

54. As the logistics cluster lead, WFP seeks to coordinate the development of sector response plans and readiness actions, including by providing common storage and handling facilities and pre-positioning essential relief items. Together with cluster partners, WFP aims to strengthen the capacities of national governments and other national and international actors by organizing disaster simulation exercises to test preparedness plans. In addition, WFP plans to roll out the Pacific Emergency and Response Logistics (PEARL) initiative. The certified PEARL training programme will address the core operational aspects of

³⁸ The integration of gender is detailed in the activity descriptions below.

procurement, transport, warehousing, inventory and distribution and will ensure that gender, protection and disability considerations inform these processes. WFP will also facilitate the continuous stockpile mapping of relief items through the PALM platform. The platform aims at increasing the capacity for data collection, analysis and information management for preparedness (through pre-positioning) and response (emergency stock availability). WFP also intends to increase the efficiency of logistics cluster operations by continuing to address the issue of unsolicited bilateral donations received during emergencies.

Activity 2: Through the emergency telecommunications cluster, provide national disaster management offices and other relevant national and regional institutions and partners with support for improving emergency communications infrastructure and coordination mechanisms

55. WFP proposes to provide and pre-position essential and strategic equipment in the Pacific to support infrastructure development for disaster preparedness and response through the emergency telecommunications cluster. It seeks to support the establishment (where not yet in place) and management of the communication systems of national emergency operation centres to coordinate the flow of information on relief operations. The emergency telecommunications cluster also facilitates communications with disaster-affected communities and access to critical information as the basis for better-informed decision-making in the aftermath of emergencies.
56. Support includes undertaking in-depth technical assessments and building emergency telecommunication systems and infrastructure. Gender, protection and disability considerations will be integrated into the approaches, systems and platforms used and associated training and capacity strengthening. Women and girls will be included in the development of any community-based disaster preparedness and response solutions, and gender, protection and vulnerability concerns will be included in training packages and simulation exercises.

Activity 3: Through the food security cluster, provide national disaster management offices and other relevant national and regional institutions and partners with support for gender-informed and inclusion-based data analyses, emergency needs assessments and early warning systems, as well as food security programme response design and coordination following a disaster

57. WFP will continue to urge governments to address the unique long-term food security and nutrition issues in the various PICTs. An essential step towards this goal is addressing data and information gaps through innovative partnerships, especially with the private sector. WFP plans to work with its cluster partners to strengthen national capacities in food security and nutrition assessments and cash feasibility studies, establishing early warning systems and scenario-based food security and gender-informed response plans. Disaster readiness actions include the preparation and coordination of standard operating procedures for emergency response, with clearly defined roles and responsibilities for national and international actors. Preparedness plans will need to be regularly updated based on new data (inclusive of gender and age analyses), as well as lessons learned from good practices from previous emergency responses. This activity includes supporting national governments in designing and building shock-responsive social safety nets and preparing for the provision of emergency cash assistance. WFP will encourage its cluster partners and government counterparts to develop integrated gender- and age-sensitive beneficiary feedback mechanisms. During disasters, WFP will provide essential support in the coordination of the food security response.

Activity 4: Provide support to national, provincial and regional institutions and other partners, including those in the private sector, for the development of innovative and improved tools and capabilities for building resilience and addressing climate-related disasters and their impact on people

58. WFP aims to campaign for and promote local innovations in disaster management in the Pacific, including through partnerships, for example with the University of the South Pacific,

and by leveraging the expertise, local knowledge and assets of private companies, paying close attention to gender equality and the empowerment of women. Gender equality will be mainstreamed into disaster preparedness and response, and WFP will explore the role that remittances might play in shock-responsive social safety nets that form part of disaster preparedness and response. WFP will offer technical advice and promote the use of renewable energy sources in disaster management in order to reduce the impact of power failures caused by disasters. With logistics cluster partners, WFP will investigate environmentally friendly logistics solutions and advocate the decarbonization of the Pacific shipping fleet.

3.3 Transition and exit strategies

59. The capacity of the PICTs to prepare for and respond to disasters in a manner that efficiently and effectively meets the particular needs of their diverse populations will indicate the success of WFP's strategy and determine its transition and exit. As a key indicator for measuring success, the emergency preparedness capacity index will be compiled and tracked for the countries covered by this IMCSP.
60. Once effective and efficient regional and national coordination and response mechanisms are in place for emergency logistics, telecommunications and food security, WFP's role in the Pacific can be reduced to providing certain targeted support and advancing innovation. The Pacific's localization plan of action agenda will be critical in the transition to handover and exit.³⁹
61. WFP is working with the International Fund for Agriculture Development and FAO to develop a joint food security strategy for Samoa. The strategy will be gender responsive and replicable in other countries in the region; it may eventually lead the Rome-based agencies to have a common strategy for the region.
62. Five countries in the Pacific – Fiji, Nauru, Palau, Tonga and Vanuatu – are currently undertaking voluntary national reviews to take stock of their individual progress towards the SDG targets. WFP will build on these national efforts to implement the SDGs in order to design an inter-agency strategic review process for the Pacific region before the IMCSP ends in 2022. A strategic review for Papua New Guinea is planned for 2020 to support the Government's efforts to implement the SDGs and contribute to the next United Nations development assistance framework (UNDAF) process, including the common country analysis, starting in 2021. These strategic reviews will provide critical input for the development of the MCSP, the United Nations Pacific Strategy and national development plans beyond 2022.

4. Implementation arrangements

4.1 Beneficiary analysis

63. WFP will support the PICTs in managing the impact of disasters on their populations. No WFP direct food assistance in the form of food or cash is envisioned, unless it is specifically requested by a national government. Based on historical data, the International Monetary Fund estimates that there is a 46 percent chance that a country in the Pacific will suffer a disaster in any given year and that disasters affect on average 11 percent of the population.⁴⁰ These affected populations will be the ultimate beneficiaries of this IMCSP.

³⁹ As defined at the 2017 Pacific Humanitarian Partnership meeting on localization in preparedness and response. The core message of the meeting was about localization, stemming from the outcomes of the World Humanitarian Summit (2016), i.e., ensuring that all actors support local-level emergency preparedness and response, strengthen their decision-making power and focus on local communities.

⁴⁰ See <https://www.imf.org/en/Publications/WP/Issues/2018/05/10/The-Economic-Impact-of-Natural-Disasters-in-Pacific-Island-Countries-Adaptation-and-45826>. Data cover the period 1980–2016 and covers 12 PICTs (including Timor-Leste).

64. Although the capacity support in this IMCSP is primarily focused on national disaster management offices, it will also benefit counterpart ministries, especially ministries of agriculture, and regional institutions. Women and men will be equitably engaged in and benefit from the capacity strengthening.

4.2 Transfers

Food and cash-based transfers

65. All transfers provided through this IMCSP will be in the form of capacity strengthening.

Capacity strengthening including South–South cooperation

66. WFP will work closely with national governments and regional organizations. Through regional and subregional workshops, government officials and national staff of partner agencies will exchange ideas and share knowledge on disaster risk reduction and management. WFP recognizes the opportunity for the Pacific to function as an incubator of innovative solutions; one indicator of the success of the IMCSP will be how innovative solutions, once tested and refined in the Pacific, are applied in other regions of the world. Close collaboration will be sought with WFP's global innovation accelerator in Munich and with the United Nations Pulse Lab.

4.3 Supply chain

67. In the event of a major disaster, timely access to basic supplies, including food, could be a serious challenge because of the long distances between PICTs as the disruption of transportation routes and commercial food markets. While WFP aims to mitigate this risk through private sector supply chains, it could take weeks before critical supply chain infrastructure is restored and markets function normally. In the interim, the delivery of food and essential non-food items by air would be prohibitively expensive. Many countries hold emergency reserves that could be used for relief operations, but their effective use would require coordination to standardize products and to ensure access to real-time information about their availability.
68. The logistics cluster in the Pacific is currently working on a three-pronged approach to address these challenges through a pre-positioning project, shared warehouses, stockpile mapping, supply chain optimization and standardization of stock items procured by different organizations, eventually leading to common branding supply optimization and standardization. The objective is to ensure more transparency in sharing logistics data in order to improve efficiency in the region.

4.4 Country office capacity and profile

69. In the South Pacific, WFP will focus its support primarily on Papua New Guinea, the Solomon Islands, Vanuatu, Fiji, Tonga, Samoa and Tuvalu. In the North Pacific, support will be expanded to include the Federated States of Micronesia, the Marshall Islands, Palau, Nauru and Kiribati.
70. WFP will apply a geographically dispersed office structure, with staff in a number of countries; besides its main office in Suva, Fiji, WFP staff will in some cases work out of the United Nations resident coordinator offices in the Marshall Islands and in Samoa, and possibly in joint offices with FAO. In these locations, WFP will place an international or national staff member. In Suva, a P-5 country director will lead the operation supported by a country office team, including the regional cluster leads who will act as activity managers. In Papua New Guinea, two international staff members will be supported by national staff and consultants. WFP will provide capacity support to other PICTs from these locations while working through the "joint presence offices" that were established in 2008 throughout the region to facilitate United Nations collaboration, coordination and partnerships. Since establishing a presence in the Pacific, WFP has worked closely with the joint presence offices

to ensure synergies in approach and avoid the duplication of in-country activities. WFP staff may be assigned to joint presence offices in PICTs where it does not have an established presence on a temporary basis according to requirements and needs. WFP will make a concerted effort to ensure gender parity in the deployment of staff. WFP will work closely with standby partners, especially RedR under a recently signed memorandum of understanding, to deploy temporary expertise throughout the Pacific, including on gender equality, disability and protection.

4.5 Partnerships

71. WFP will leverage partnerships, broker knowledge, including through South–South and triangular cooperation, and provide technical and capacity strengthening support to provincial, national and regional actors, particularly those working towards SDGs 2 and 17 while contributing to the achievement of other SDGs such as 5, 10 and 13. Beyond the opportunities described in the previous subsection, WFP will build on partnerships with entities such as the World Bank and Fiji’s Ministry of Social Welfare, Women and Poverty Alleviation on harmonizing and expanding the social welfare database with a view to making the national social safety net system more shock, gender and disability-responsive for future disasters. WFP is a partner in the Pacific Cash Preparedness Partnership and co-chairs the cash working group for Asia and the Pacific. A memorandum of understanding formalizing and operationalizing coordination has been signed between WFP and the Pacific Community – the region’s principal scientific and technical organization – as well as with the University of the South Pacific. Similar agreements with the Pacific Islands Forum secretariat and Oxfam are being prepared. A letter of intent was recently signed with Data61, the research arm of the Australian Government’s scientific organization, the Commonwealth Scientific and Industrial Research Organisation. WFP’s facilitation of the climate change mitigation work stemming from the twenty-third session of the Conference of the Parties to the United Nations Framework Convention on Climate Change on the decarbonization of shipping in the Pacific will be undertaken in partnership with the University of the South Pacific, the United Nations Economic and Social Commission for Asia and the Pacific, the Pacific Community and others. In Papua New Guinea, WFP works as part of the One United Nations team under the direct guidance of the United Nations Resident Coordinator’s Office, providing support to the national and provincial disaster centres, the Department of Agriculture and Livestock and the National Statistical Office.
72. WFP is seeking to capitalize on substantial private sector opportunities. Examples include collaboration with the Australian start-up YuMe to develop a platform for unsolicited bilateral donations, the New Zealand company Tonkin & Taylor on the stockpile mapping platform PALM, Digicel Papua New Guinea on mobile phone surveying, TruTeq on the potential for using mobile phone technology for disaster response and Developing Markets Associates to set up a Pacific working group on remittances together with the World Bank.

5. Performance management and evaluation

5.1 Monitoring and evaluation arrangements

73. Given the innovative nature of the multi-country strategic plan, this IMCSP will feature a tailored age and gender-responsive monitoring and evaluation approach that permits the assessment of the extent to which government response capacities in logistics, emergency telecommunications and food security are enhanced as a result of WFP’s technical assistance. To that end, WFP will develop an evidence framework that goes beyond its corporate tools, based on a theory of change that facilitates the identification of impact pathways with key stakeholders in order to link activities to expected results.
74. Monitoring activities will be coordinated by dedicated staff dealing with assessments and monitoring based in Fiji and primarily carried out through monitoring and evaluation focal

points in the logistics, emergency telecommunications and food security clusters at the country level in order to reduce the high cost of travel in the Pacific. Based on needs and the evolution of activities, additional monitoring and evaluation staff will be hired. Expertise and support from the Regional Bureau in Bangkok will be leveraged as much as possible. WFP will foster joint monitoring exercises with partners and other agencies in a participatory manner. Gender, age and disability concerns will be taken into account in all monitoring and evaluation tools and procedures.

75. WFP will maximize the use of remote monitoring technology to capture real-time information and facilitate centralized data management. Baselines will be determined according to the activities implemented.
76. Monitoring results will be communicated to cluster coordinators through regular reports, with an emphasis on lessons learned from the implementation of activities, addressing issues and taking any corrective action needed. The format and frequency of reporting will be determined based on needs.
77. A joint decentralized evaluation with the global cluster system will be led by the Fiji country office at a strategic point in time to look into specific aspects of the IMCSP and its achievements. The Office of Evaluation may conduct a country portfolio evaluation during the last year of IMCSP implementation to measure high-level results and provide an opportunity for corporate learning. There will be strong investment in documenting lessons learned to assess indications of improved response capacity, measure the effectiveness of innovative approaches and solutions to disaster preparedness and response and understand the extent to which they can be replicated globally.

5.2 Risk management

Strategic risks

78. Increasingly frequent and extreme natural disasters may strain available resources, divert energy and threaten to neutralize progress as WFP repeatedly moves from preparedness to response and recovery. Despite affirmations by PICT governments and humanitarian stakeholders of their interest in addressing challenges to efficient emergency response, sufficient financial and human resources have not yet been allocated to equipping stakeholders to respond to shocks effectively. A shortage of staff or high staff turnover could undermine the capacity-strengthening measures and the ability to update and generate data and monitor the situations of affected populations.
79. Operating expenses in the Pacific are high and a lack of funding could hinder WFP's ability to deliver on its planned outcomes. WFP aims to mitigate this risk through the diversification of the donor portfolio.
80. WFP will work closely with national partners to ensure a common understanding of the costs and benefits related to achieving the planned objectives of emergency preparedness and response. WFP will seek opportunities to develop South-South and triangular learning initiatives and advocate government investment in them. It will also engage with local universities, civil society and the private sector to achieve strengthened emergency preparedness and response capacity. WFP will explore innovative funding mechanisms, including through the private sector, multilateral and bilateral banks and climate financing windows. An advocacy strategy using data and success stories can be used to spark and maintain the political will and investment needed to develop and maintain holistic national plans that consider emergency and disaster risk reduction management as part of long-term development rather than a separate item for which additional effort and money are required.

Operational risks

81. Structural gender inequalities and discriminatory socio-cultural norms and practices, especially gender-based violence, are risks to the successful implementation of this IMCSP. WFP will adopt and advocate a gender-responsive approach in all cluster activities to promote gender equality, the lack of which would otherwise be a significant barrier to achieving long-term and sustainable goals. This work will include strengthening the gender-related competencies of cluster and government counterparts and partnering where possible with entities committed to gender equality.

Fiduciary risks

82. Except in Papua New Guinea, operating in the Pacific presents relatively little security risk. The multi-country office structure has in place the systems and operating procedures required to manage security risks, which comply with the United Nations Department of Safety and Security's minimum operating security standards. Through scenario planning conducted by a regional bureau security analyst, mitigating measures will be put in place to maximize the continuity of operations in case of a sudden security, political or environmental concern. Additional security staff may be positioned in Papua New Guinea depending on programme requirements.

6. Resources for results**6.1 Country portfolio budget**

83. The budget required to implement this IMCSP from July 2019 to June 2022 is USD 12,925,215 million. Of that amount USD 3 million is allocated to activities in Papua New Guinea. The annual budget requirement is about USD 4 million, with slight increases in the second and third years of the IMCSP, when WFP will step up its activities in the region.

Strategic outcome	Year 1	Year 2	Year 3	Year 4	Total
1	2 106 420	4 290 452	4 511 524	2 016 818	12 925 215

84. Adequate resources will be allocated to enable implementation of activities advancing gender equality as an integral part and a deliverable of this IMCSP.

6.2 Resourcing outlook

85. Given the modest budget, WFP expects to fully mobilize the required funds from key donors to the region, potentially including Australia, Canada, New Zealand, Norway, Japan, the United States, the Republic of Korea, the European Union, the United Kingdom, France and China. In addition, WFP will seek contributions and pledges, whether complementary or in-kind covering physical assets and human capital, from corporate and individual foundations. Additional resources are expected through in-kind contributions from Pacific host governments in the form of staff engagement, use of public facilities waivers of fees and other arrangements.

6.3 Resource mobilization strategy

86. Demonstrating results, WFP will seek continued support from existing donors and make efforts to broaden its donor base. A resource mobilization strategy will be developed and periodically updated in close collaboration with the partnerships unit at the regional bureau and the technical units and Partnerships and Governance Department at headquarters. In accordance with the strategy WFP will explore opportunities with new actors, including

private sector entities and foundations. WFP will consider innovative options for sustainable funding. The importance and benefits of the IMCSP will be clearly communicated to the private sector to encourage contributions, and WFP will also aim to attract new donor countries.

87. A key aim of the resource mobilization strategy is to increase the visibility of the impact achieved through projects undertaken by WFP. Presentation materials and case studies on finalized and ongoing projects will be developed and updated with host governments and implementing partners. The WFP website and social media accounts will serve as interactive platforms for sharing best practices and achievements. WFP will seek to broaden its appeal and reach a wider audience using infographics and maps. WFP's achievements will be presented during workshops and conferences and other relevant platforms. Project partners will be encouraged to present outputs during key events, engaging in plenary and thematic sessions on emergency preparedness and response and on other topics as relevant.

ANNEX I**LOGICAL FRAMEWORK FOR THE PACIFIC INTERIM MULTI-COUNTRY STRATEGIC PLAN (2019–2022)****Strategic Goal 2: Partner to support implementation of the SDGs****Strategic Objective 4: Support SDG implementation****Strategic Result 5: Countries have strengthened capacity to implement the SDGs****Strategic outcome 1: Vulnerable people in the Pacific island countries and territories receive appropriate, coordinated, timely and uninterrupted assistance to address food security and nutrition challenges following disasters**

Outcome category: Enhanced capacities of public- and private-sector institutions and systems, including local responders, to identify, target and assist food-insecure and nutritionally vulnerable populations

Focus area: Resilience building

Assumptions

Sufficient financial and human resources are available to facilitate an adequate disaster response. Roles and responsibilities at government/partner level are well defined, including role of international community

Effective partnerships are in place to facilitate disaster response and capacity strengthening

Outcome indicators

Emergency Preparedness Capacity Index

Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)

User satisfaction rate

Activities and outputs

- 4. Provide support to national, provincial and regional institutions and other partners, including those in the private sector, for the development of innovative and improved tools and capabilities for building resilience and addressing climate-related disasters and their impact on people (CSI: Institutional capacity strengthening activities)**

Strengthened and innovative climate-sensitive capabilities, tools, systems and procedures. (C: Capacity development and technical support provided)

2. Through the emergency telecommunications cluster, provide national disaster management offices and other relevant national and regional institutions and partners with support for improving emergency communications infrastructure and coordination mechanisms (CSI: Institutional capacity strengthening activities)

Strengthened national emergency telecommunications infrastructure and coordination capacities (C: Capacity development and technical support provided)

Strengthened national emergency telecommunications infrastructure and coordination capacities (H: Shared services and platforms provided)

Strengthened national emergency telecommunications infrastructure and coordination capacities (M: National coordination mechanisms supported)

3. Through the food security cluster, provide national disaster management offices and other relevant national and regional institutions and partners with support for gender-informed and inclusion-based data analyses, emergency needs assessments and early warning systems, as well as food security programme response design and coordination following a disaster (CSI: Institutional capacity strengthening activities)

Strengthened design and coordination of food security and nutrition emergency response (C: Capacity development and technical support provided)

Strengthened design and coordination of food security and nutrition emergency response (K: Partnerships supported)

1. Through the logistics cluster, provide national disaster management offices and other relevant national and regional institutions and partners with support for improving emergency logistics coordination and supply chain management (CSI: Institutional capacity strengthening activities)

Strengthened emergency logistics coordination and supply chain procedures (C: Capacity development and technical support provided)

Strengthened emergency logistics coordination and supply chain procedures (H: Shared services and platforms provided)

ANNEX II

INDICATIVE COST BREAKDOWN BY STRATEGIC OUTCOME (USD)	
	Strategic Result 5, SDG target 17.9
	Strategic outcome 1
Transfers	8 045 110
Implementation	1 871 451
Adjusted direct support costs	2 219 790
Subtotal	12 136 352
Indirect support costs (6.5%)	788 863
Total	12 925 215

Acronyms used in the document

FAO	Food and Agriculture Organization of the United Nations
IMCSP	interim multi-country strategic plan
PICTs	Pacific island countries and territories
PALM	Pacific Logistics Mapping
SAMOA	SIDS Accelerated Modalities of Action
SIDS	small island developing states
SDG	Sustainable Development Goal
UNDAF	United Nations development assistance framework