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Yumi Wok Bung Wantaim

WE WORK TOGETHER



The status of communication, community engagement, and accountability in humanitarian action in Papua New Guinea



PNG NATIONAL DISASTER CENTRE



PNGAus Partnership

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FOREWORD

Communities evacuate to higher ground during a tsunami drill on Sohano Island. Sohano Island is one of the most tsunami-prone areas in Papua New Guinea.

Photo: UNDP/Kim Allen



Allow me to take this opportunity to acknowledge and thank UNDP and CDAC Network for initiating this research and the wonderful report the researchers have compiled. We appreciate the time, resources and effort put into this.

Involvement of community members in disaster risk management and reduction is critical to not only responding to and recovering from disasters, but also to prepare for and mitigate the impact of future disasters. People affected by

disasters and crises know what they need, including what information they want, and expect their leaders and government to be accountable to them in times of disasters or crises. Hence, community engagement is an essential part of the mechanisms we must employ to manage disasters and reduce risks.

We also acknowledge that disaster management and risk reduction require everyone's efforts: individuals and their families, communities, government, politicians, churches, NGOs, and our international partners. We are all in this together and we all must work together.

At the same time, we are accountable to people affected by disasters and crises, particularly those most vulnerable and marginalized. We need to engage disaster-affected people in their own disaster risk management and reduction and we also need to listen to them better when it comes to responding to needs they cannot meet themselves.

The recommendations from this study are well laid out and presented in a way that should be easy for us all to incorporate in our planning efforts. We are looking forward to working with the Disaster Management Team and partners and to their establishment of a working group to help implement these recommendations and truly integrate communication, community engagement, and accountability in disaster management and risk reduction in Papua New Guinea.

Col Carl H. Wrakonei, DMS, MBE

Director, National Disaster Centre



Those of us who live and work in Papua New Guinea know it is a country rich in cultural, linguistic, and geographic diversity. We also know that PNG is exposed to myriad natural hazards, such as earthquakes, volcanic eruptions, river and coastal flooding, landslides, and droughts, and is challenged by epidemics, biological hazards, conflicts, refugee emergencies and other human-caused crises.

In a country as complex and diverse as PNG, however, cookie-cutter approaches to emergency or crisis preparedness or response are not adequate.

The recent COVID-19 pandemic has bore witness to the criticality and the challenges of communicating and engaging with, and our collective accountability to, those affected by emergencies or crises. There is a need for humanitarian actors—government, national actors, and international partners—to re-think how we do things to ensure that the people of PNG are at the centre of all preparedness and response work we engage in.

When done right, communication and community engagement are a means to ensuring that we are effectively delivering appropriate assistance to people affected by disaster or crisis. Our accountability means that disaster- or crisis-affected persons not only have a pathway to raise concerns or complaints—for example, when we don't get it right or when we miss something—we hear about it and we fix it.

This report, aptly titled “*Yumi Wok Bung Wantaim* (We work together)”, provides the reader not only a baseline understanding of the status of communication, community engagement, and accountability in humanitarian action here; it also provides humanitarian actors with a robust knowledge of local mechanisms and good practices in these areas. Importantly, it lays out key recommendations and actions for decision makers, planners, and operational focal points to improve how we communicate and engage with disaster- or crisis-affected people and to strengthen our accountability.

Dirk Wagener

United Nations Resident Coordinator, a.i.

Papua New Guinea



It is well recognised that good communication, participation and engagement with affected communities are prerequisites for successful humanitarian and development action. We know that citizen participation and community engagement is diverse and contextually linked to social and institutional settings in many facets of daily life, from public policymaking to climate change action to efforts at intentional inclusion. Each is happening in evolving contexts and under different participatory frameworks.

It is therefore uplifting to see the Disaster Management Team elevating their attention towards communication, community engagement, and accountability in Papua New Guinea. It is clear from the report that there are many promising examples of good practice already in this thematic area in PNG. The findings also point to a need for more sustained dialogue and meaningful interaction with the people affected by crisis, and with women in particular, so that they can take informed decisions and play an active role in disaster preparedness and response.

Under the strategic leadership of the National Disaster Centre Director and the UN Resident Coordinator, the DMT can enable further investment in preparedness at national, provincial and local levels to better embed more predictable and coherent CCEA in disaster preparedness and response in PNG. We hope that the implementation of the recommendations outlined in this report will go some way towards a strengthened and more inclusive CCEA system.

While coordination on CCEA between organizations is vital, deeper collaboration around common CCEA goals is needed to reduce the burden of the aid industry on affected communities. This report further puts the spotlight on collective ways of working through locally-led communication and community engagement platforms to enable more systematic efforts across an emergency response.

We look forward to working with UNDP and supporting the DMT with practical guidance to embed communication and community engagement in emergency response and broader aid efforts, enabling leaders and frontline responders to communicate and engage effectively with people affected by disasters and other emergencies.

Marian Casey-Maslen

Executive Director, CDAC Network

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Rigo locals cross the Kempwells River in Central Province by boat after bridges were washed away by flooding.

Photo: UNDP Papua New Guinea/Nick Turner

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ACRONYMS

AAP: accountability to affected populations

CDAC: Communicating with Disaster Affected Communities Network

CCEA: Communication, community engagement and accountability

CSO: civil society organization

DMT: Disaster Management Team

DRR: disaster risk reduction

GBV: gender-based violence

HF: high frequency

IASC: Inter-Agency Standing Committee

ICCG: Inter-Cluster Coordination Group

IOM: International Organization for Migration

LLG: Local-level government

MAF: Mission Aviation Fellowship

MOMASE: The region including Morobe, Madang, East Sepik, and West Sepik (Sandaun) provinces

NBC: National Broadcasting Corporation

NDC: National Disaster Centre

NGO: non-governmental organization

OCHA: United Nations Office for the Coordination of International Affairs

PDC: Provincial Disaster Coordinator

PSEA: prevention of sexual exploitation and abuse

SOP: standard operating procedure

SEA: sexual exploitation and abuse

TOR: terms of reference

UNDP: United Nations Development Programme

UN: United Nations

VHF: very high frequency

WHO: World Health Organization

A young woman with dark hair, wearing a bright yellow school uniform, is smiling warmly at the camera. She is sitting at a desk in a classroom, with other students in similar uniforms visible in the background. The classroom walls are decorated with various posters and drawings. The text 'EXECUTIVE SUMMARY' is overlaid in large, white, outlined letters across the middle of the image.

EXECUTIVE SUMMARY

Papua New Guinea has a young population.

Photo: AusAID/Ness Kerton, CC BY 2.0

Papua New Guinea, a country of diverse cultures and social values, and distinct tribal boundaries, presents unique humanitarian challenges, which are heightened in the absence of systematic communication, community engagement and accountability (CCEA) approaches. There is a tendency for response efforts to be pushed through with minimal community engagement, and this can lead to 'tick-box' approaches that can have minimal impact on people's lives.

The United Nations Development Programme (UNDP) and the Communicating with Disaster-Affected Communities (CDAC) Network¹ have undertaken this scoping study on the status of CCEA towards affected populations in Papua New Guinea, to provide recommendations for a strengthened and more inclusive CCEA system. Stakeholder consultations involved key response organizations, government departments and line agencies at national, subnational and community levels.

The study acknowledges the efforts of government and non-government actors in disaster preparedness and response programmes at the national and subnational levels, however, there remain unique CCEA challenges, especially at subnational levels, that require concerted effort by all agencies to ensure a more systematic and consistent approach to CCEA. The study further acknowledges that community engagement should be a key part of nationally led disaster preparedness and response. Inter-agency coordination and collaborative efforts at subnational levels remain weak due to constant changes in key government administrative roles. Non-government actors are not providing alternate leadership to ensure inter-agency forums are active at subnational levels; they rely heavily on the provincial administration.

The provinces have unique geographical challenges and development priorities that influence the communication landscape in each province. Similarly, affected people have diverse preferences in relation to communication channels for engaging with humanitarian agencies.

Various communication channels – such as national and provincial radio stations, mobile communication, very high frequency (VHF) and high frequency (HF) radio, television and social media – have limited coverage, leaving behind many rural and remote communities. Provincial administrations also lack data on their communities' access to various communication channels.

Many communities and provincial government representatives suggested that government, private sector and development partners should invest in strengthening the VHF and HF radio network and improving mobile network coverage, as these tend to be preferred channels to access information. Collective effort is required from all stakeholders to ensure people from remote locations can access relevant information. Further investment in humanitarian preparedness at local and provincial levels will also be beneficial.

A common system for communities to provide feedback on humanitarian efforts remains weak. Community members are not aware of a system, nor aware if they can provide negative feedback that might be seen to disrespect organizations that have assisted them in their time of need. Individual organizations have their own feedback and complaints systems; often this is more due to donor compliance than an effort to engage communities in two-way communication as part of best practice. Nevertheless, these existing practices can be built on to collectively enable a response-wide mechanism.

1. CDAC Network is a global alliance of many of the world's biggest organizations working on communication, community engagement and accountability in humanitarian action. For more information visit www.cdacnetwork.org.

Sexual exploitation and abuse, including sexual and gender-based violence (SGBV) reporting pathways are unclear in rural communities, even though there is good evidence of SGBV service provision in urban centres. There is an established, national toll-free number managed by ChildFund that victims, relatives and community members can call to get further direction as to how their situations can be managed; the growing service involves a number of stakeholders. Victims can also use the toll-free number to obtain free counselling.

Consultations undertaken for this study revealed that it is not common practice to develop and pre-test common messages, or to share critical data and information through inter-agency collaboration. Expertise in participatory development varies, as does community engagement in needs assessment. There is no standard, inclusive needs assessment template or jointly agreed process for engaging communities in needs assessments; each organization tends to use its own assessment form. Furthermore, there is an absence of accountability as to how marginalized people are engaged and efforts to ensure that their voices are heard in humanitarian preparedness and response programming. An active provincial-level inter-agency forum or regional humanitarian

hub could support the establishment of systems to strengthen inter-agency collaboration and coordination for CCEA.

There are significant CCEA gaps within current national and provincial policies, legislation, response systems and processes that require review and redress. It is recommended that the Disaster Management Team establish a community engagement working group that is eventually nationalised, drawing on recent learning from establishing similar multi-stakeholder platforms for CCEA in the Pacific region. This working group can provide strategic leadership, supporting greater inter-agency collaboration and coordination, especially at subnational levels, towards more systematic and consistent response-wide CCEA.

A summary of key recommendations is included below; further detail is provided in Section 5. While community engagement should be a key part of nationally led disaster preparedness and response efforts, the recommendations largely focus on the Disaster Management Team as a key support structure for initiating and growing the capacity of national and local actors.

Summary of key recommendations

For the Disaster Management Team (collective level)

Disaster Management Team members should demonstrate their commitment to accountability to affected populations by measuring how well programme interventions meet the affected population's expectations around quality, effectiveness and expected results. Member organizations should ensure funds are allocated for coordinated participation mechanisms in humanitarian response plans.

For the Inter-Cluster Coordination Group (collective level)

Establish a diverse, multi-stakeholder community engagement working group that supports Clusters' CCEA efforts and liaises closely with the United Nations (UN) Communications Group and any information management working group. The community engagement working group should provide overall leadership in advocating for CCEA and addressing related gaps identified in this study.

For Disaster Management Team members (organizational level)

Member organizations should work to improve CCEA collaboration among key response organizations and agencies, in order to enhance the sharing of good practices and establish a common approach to data-sharing, feedback and complaints (including sexual exploitation and abuse reporting) systems, needs assessment and community disaster readiness and response planning.

For the Government of Papua New Guinea

In addition to integrating CCEA into national and subnational legislation, policies and plans, the government should undertake a stocktake of and invest in upgrading and expanding the nationwide VHF and HF radio network and mobile phone network coverage as a priority. This should be accompanied by pursuing opportunities to expand broadcast radio coverage, as well as affordable and accessible internet services, including planning for repair and maintenance, particularly in disaster- and conflict-prone locations.

For donors

Donors should lead and support advocacy for more consistent and systematic CCEA with disaster-affected communities. Donors should also provide flexible funding for collective initiatives, in line with existing Grand Bargain commitments, and support the identification of relevant synergies across existing humanitarian and development programming.

1

STUDY BACKGROUND

Photo: UNDP Papua New Guinea

Introduction

This scoping study assesses the status of response-wide communication, community engagement, and accountability (CCEA) with disaster- and crisis-affected populations in Papua New Guinea, and provides recommendations for strengthening a more consistent, inclusive and systematic approach across humanitarian preparedness and response.

The report explores the national context, provides an overview of communication and engagement systems in humanitarian contexts, and identifies gaps and opportunities for strengthening CCEA across the disaster management cycle.

The research was conducted by UNDP's Humanitarian Advisory Team Project, with technical

support provided by the CDAC Network. Data collection took place from December 2021 to February 2022.

While there is a national focus to the study, data collection was centred on four regions, ensuring a diverse range of perspectives were captured. The authors acknowledge that it is critical that community engagement is a key part of nationally led disaster preparedness and response efforts but note that the recommendations largely focus on the Disaster Management Team as a key support structure for initiating and growing the capacity of national and local actors.

Research methodology

A literature review enabled an exploration of the national context and policy environment, global standards and best practices relating to CCEA, data collection relating to regions and sectors, and the identification of relevant stakeholders and available expertise.

Stakeholder consultation workshops and key informant interviews took place at both the national and subnational levels. Two national stakeholder consultation workshops were held in Port Moresby in December 2021, while five subnational stakeholder consultation workshops were held over January to February 2022 in Milne Bay, East New Britain, Madang and Eastern Highlands (see Figure 1).² Provinces in each region which have experienced major disasters were selected as a priority.

Local-level government wards were selected in consultation with provincial and local stakeholders; in some cases these were the more accessible areas and they have not experienced major disasters.

Stakeholders included officials from government agencies, UN agencies, international and national NGOs and the private sector. Gender equality and social inclusion perspectives were captured by consulting with organizations that work with marginalized groups.

Nine wards were involved in community consultations. Twenty-three focus group discussions were held with 228 men and 186 women.³ Focus group discussions provided anecdotal evidence to help understand the realities of common practices and behaviour linked to CCEA across disaster preparedness, response and recovery efforts.

2. Southern Highlands was initially selected as part of the consultation; however, due to the unavailability of key focal points, Eastern Highlands was visited instead.

3. See Annex 2 for a detailed list of locations visited.

Figure 1: Study locations visited



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations. Creation date: 18 May 2022 - Sources:HDX,OSM - Feedback: ocha-roap@un.org - www.unocha.org - www.reliefweb.int



Definition of CCEA

While agencies use varying terminology to refer to communication, community engagement, and accountability and approach it from different perspectives (including rights-based approaches, community-based approaches, accountability, gender mainstreaming, and do no harm), it is important to understand that many of these approaches are complementary and that CCEA is intrinsically intertwined with the concept of accountability to affected populations and protecting affected populations from sexual exploitation and abuse.

Accountability to affected populations (AAP) is “an active commitment to use power responsibly by taking account of, giving account to, and being held to account by the people humanitarian organizations seek to assist” (IASC 2015a).

CCEA is “an area of humanitarian action based on the principal communication is aid. It gives priority to sharing lifesaving, actionable information with people affected by disaster using two-way communication channels so aid providers listen to and act on people’s needs, suggested solutions, feedback and complaints, and people receiving assistance have a say in decisions that affect them. It also prioritises keeping people in crisis connected with each other and the outside world” (CDAC, 2019: 10). At the heart of CCEA is building a relationship of trust with affected communities and partnerships with local actors. It is founded on understanding and being responsive to local context and culture, affected communities’ needs and preferences, and their perceptions of risk. An effective relationship

is enabled by meeting the needs of affected communities, mitigating risks and delivering on affected communities’ rights to protection, to be informed, to provide feedback, to participate in decision-making and to be treated with dignity and respect. Ultimately, we need to measure ourselves by how satisfied affected communities are with our efforts.⁴

“As humanitarians, our primary responsibility is to people affected by crisis. They are the sole reason our institutions and programmes exist. How communities experience and perceive our work is the most relevant measure of our performance. Hence, our accountability to them is paramount and must be acted upon. It is non-negotiable, at all times.”

Statement by Principals of the Inter-Agency Standing Committee (IASC) on Accountability to Affected People in Humanitarian Action, 14 April 2022 (IASC 2022)

The challenge in any response effort is to ensure the creation of an inclusive, enabling environment for affected communities to participate effectively so that they can lead and take ownership of planning and response efforts in their community.

4. See Annexes 5-7 for some suggested questions and indicators for measuring community satisfaction

Box 1: Inter-Agency Standing Committee Commitments on Accountability to Affected People and Protection from Sexual Exploitation and Abuse

In 2017, Inter-Agency Standing Committee (IASC) Principals committed to:

1. **Leadership** – demonstrate commitment to AAP and prevention of sexual exploitation and abuse (PSEA) by enforcing, institutionalising, and integrating AAP approaches in the Humanitarian Programme Cycle and strategic planning processes, at country level and by establishing appropriate management systems to solicit, hear and act upon the voices and priorities of affected people in a coordinated manner, including for SEA, before, during and after an emergency.
2. **Participation and partnership** – adopt agency mechanisms that feed into and support collective/ coordinated, people-centred approaches that enable women, girls, boys, men, including the most marginalized and at-risk people among affected communities, to participate in and play an active role in decisions that will impact their lives, well-being, dignity and protection. Adopt and sustain equitable partnerships with local actors to build upon their long-term relationships and trust with communities.
3. **Information, feedback, and action** – adopt agency mechanisms that feed into and support collective and participatory approaches that inform and listen to communities, address feedback and lead to corrective action. Establish and support the implementation of appropriate mechanisms for reporting and handling of SEA-related complaints. Plan, design and manage protection and assistance programmes that are responsive to the diversity and expressed views of affected communities
4. **Results** – measure AAP- and PSEA-related results at the agency and collective level, including through standards such as the Core Humanitarian Standard and the Minimum Operating Standards on PSEA; the Best Practice Guide to establish Inter-Agency Community-Based Complaint Mechanisms and its accompanying Standard Operating Procedures.

Source: IASC (2017)

A collective approach

There is growing recognition internationally that a collective approach to CCEA with affected communities can be more effective than individual agency or sector-specific approaches alone.

While there is no agreed definition of what a collective approach to CCEA looks like, coordinated, collective models and common services in preparedness and response reduce the burden on communities, ensure a more coherent, effective response and leverage diverse expertise, knowledge and learning (CDAC, 2019: 13).

In the past decade, collective models for more systematic communication and engagement have been developed, tested, applied and adapted in a variety of emergency contexts. These range from natural hazard-related disasters to situations of armed conflict and violence, as well as public health crises. CCEA has also received greater attention in development contexts. In humanitarian action, collective models are based on learning from disasters and connecting community engagement explicitly to humanitarian decision-making.

Evidence from the COVID-19 pandemic has demonstrated the critical importance of engaging with affected communities so that they can lead and deliver local responses, and that

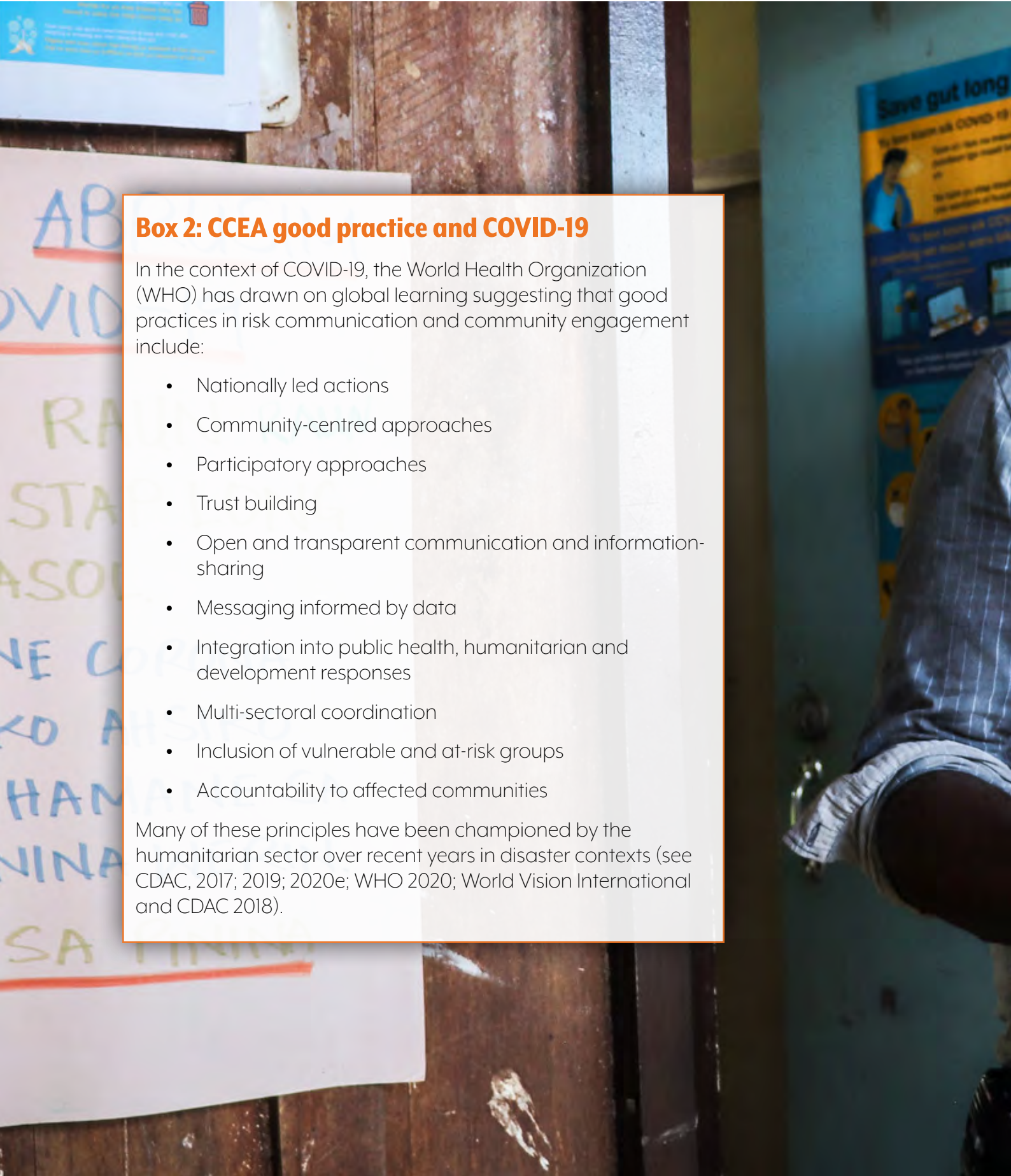
well-coordinated, localized and participatory approaches are most effective at preventing the transmission of disease outbreaks and mitigating their impacts (WHO, 2020; see Box 2).

Box 2: CCEA good practice and COVID-19

In the context of COVID-19, the World Health Organization (WHO) has drawn on global learning suggesting that good practices in risk communication and community engagement include:

- Nationally led actions
- Community-centred approaches
- Participatory approaches
- Trust building
- Open and transparent communication and information-sharing
- Messaging informed by data
- Integration into public health, humanitarian and development responses
- Multi-sectoral coordination
- Inclusion of vulnerable and at-risk groups
- Accountability to affected communities

Many of these principles have been championed by the humanitarian sector over recent years in disaster contexts (see CDAC, 2017; 2019; 2020e; WHO 2020; World Vision International and CDAC 2018).





COVID-19 awareness posters in Rumginae Hospital. Rumginae Hospital serves communities on the outskirts of Kiunga in North Fly District, Western Province. Western Province is at particular risk from COVID-19 as the Indonesian border remains porous despite efforts to restrict border crossings.

Photo: United Nations in PNG

Why CCEA matters

Humanitarian agencies have committed⁵ to making humanitarian action more accountable to those affected by crises (including conflict, natural disasters, and health emergencies) and responding to their feedback. Doing so empowers people to make life-saving choices before, during and after a crisis; supports responders to better meet local needs; and gives communities a voice in the response. It also respects people's right to information and enables humanitarian decisions to be shaped by communities, not by outsiders.⁶

A system that enables the provision of timely, accurate and reliable information to communities as well as effective, response-wide community feedback is critical to humanitarian preparedness and response. A lack of relevant and reliable information can, at any stage of an emergency or disaster, affect the condition of affected or at-risk communities and their perceptions, in turn influencing their ability to make life-saving decisions. The ability to make informed decisions strengthens societies and can save lives, foster economic growth, build confidence in democratic structures and enhance accountability.

Therefore, it is critical to identify existing social structures and link these to the coordination of information to enable diverse response agencies to effectively communicate with communities. This effort can unify responders' engagement with affected communities around commonly agreed messages and reduce the confusion that can be created by individual response agencies acting alone.

5. As outlined above, there are various global frameworks and commitments with components specific to CCEA. Some of these include the IASC Accountability to Affected Populations Commitments (2011, 2018), the Core Humanitarian Standard on Quality and Accountability (2014), and the World Humanitarian Summit/Grand Bargain (2016) commitment to a 'participation revolution', in which agencies and donors committed to include people receiving aid in the decision-making processes that affect their lives. While these describe what action needs to be taken, they are not consistently and coherently implemented by humanitarian actors (CDAC, 2017: 8).

6. Further detail on the benefits of collective approaches to CCE can be found in CDAC Network guides (2017; 2019).



2

NATIONAL CONTEXT
RELEVANT TO CCEA

Effective CCEA “requires a sound understanding of the community: its languages, culture, economic conditions, social networks, political and power structures, norms and values, demographic trends, history, and experience with engagement efforts by outside groups” (CDAC, 2019: 20).

An in-depth understanding of local context and culture should feed into the design, implementation and monitoring of CCEA strategies. It is important to ensure the inclusion and participation of all vulnerable groups, and organizations that support them, across all phases of humanitarian preparedness, response and recovery.

This section outlines some of this context for Papua New Guinea but is by no means exhaustive.

Geography and administrative boundaries

Papua New Guinea comprises the eastern half of New Guinea island (which it shares with Indonesia), four other islands and more than 600 small islands, islets and atolls. With a land mass of about 463,000 square kilometres, its geography includes rugged mountains dominated by the Highlands range, tropical rainforests, wetlands, open plains, and

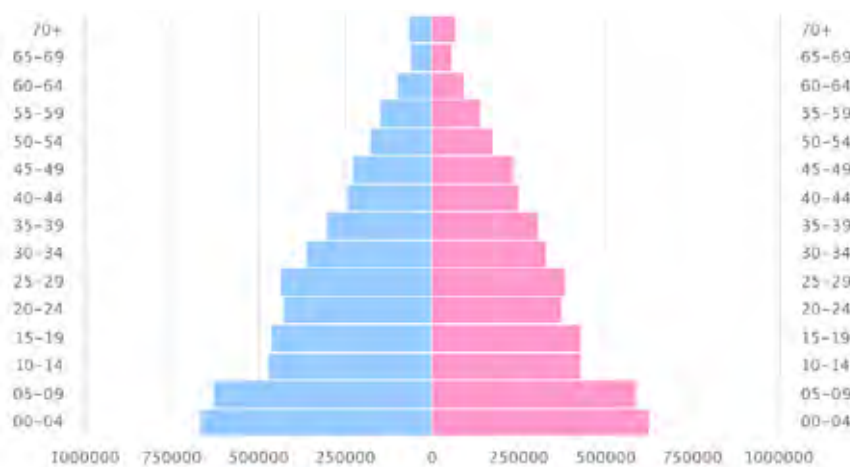
coastal areas and atolls surrounded by coral reefs. The challenging terrain and lack of infrastructure can create immense challenges for reaching most inland rural areas and island communities, creating barriers for effective response to disasters.

The country is divided into four regions and 22 provinces, which are further divided into 96 districts.⁷ The four regions are the Highlands, MOMASE, New Guinea Islands and Southern regions. The Autonomous Region of Bougainville (hereinafter, Bougainville) is administratively autonomous but considered part of the New Guinea Islands region.

Population profile

In 2022, the population of Papua New Guinea is projected to be 9.3 million (SPC, 2021). Like many Pacific island countries and territories, Papua New Guinea has a large youth population, with 37% of the population under 14 years of age, 19% aged between 15 and 24 years (SPC, 2020), and a median age of 22.4 years (UNDP, 2020a; see Figure 2). In 2019, life expectancy was 64.5 years (UNDP, 2020b) and 13.4% of the population had a disability⁸ (UNESCAP, 2019: 10).

Figure 2: Papua New Guinea's population is weighted towards youth



Source: SPC (2021)

7. Papua New Guinea used to have 89 districts; in April 2022, the parliament approved the establishment of seven new districts, bringing the total to 96.

8. A 2018 United Nations e-government survey revealed that no Pacific island country has websites that are accessible for people with disability (UNESCAP, 2019: 47–8).

At the time of the last census in 2011, about 39% of the population lived in the Highlands region, 26% lived in the MOMASE region, while 20% and 15% of the population lived in the Southern and Island regions, respectively (NSO, 2011).

Urbanization is low, with only 13% of the population living in urban areas (SPC, 2020), and many communities living in remote and inaccessible locations (World Bank, 2021c: 23). Access to basic service infrastructure, such as electricity and clean water, is extremely limited. In 2017, 41% of the population had at least a basic source of drinking water (World Bank, 2020b: 2; 2021c: 23).

The population is among the most diverse in the world, largely due to the mountainous topography and relative isolation of islands, which have historically kept communities separate (UNDRR, 2019: 7). While potentially important to the many unique local cultures and ways of life found in Papua New Guinea, low levels of connectivity are also among the factors contributing to significant disaster risk (World Bank, 2021c: 23).

Existing cultural traditions are closely aligned to the more than 800 languages spoken in the country. The official languages are English, Hiri Motu and Tok Pisin. Tok Pisin is the primary language used for oral communication in government, but all legislation, documents and written communications are in English only. Tok Pisin is spoken and understood by an estimated three quarters of the country (AUS-PNG Network, 2022). Hiri Motu is a simplified version of the Motuan language used by different language groups along the Southern coast. Its usage has declined in recent years in favour of Tok Pisin and English, but Motuan languages are still dominant in Central and Gulf provinces surrounding Port Moresby (ibid.).

Low levels of literacy are a critical challenge for the country's development. In 2010, the last year for which data is available, the adult literacy rate was around 61%, with the majority of the illiterate population living in rural areas (World Bank, 2016; 2021).

While access to education seems to be slowly improving for younger people, almost one in four women have had no formal education and less than 10% (compared to 15.2% of men) have received some secondary education.⁹ Women consequently have lower levels of functional literacy (Pacific Women, 2021: 4).

“Marginalized groups of people like the disabled, girls, women, and youth should be given recognition and attention in communities in relation to disaster management. Children and youth should be given opportunities to participate, such as in hazard vulnerability and capacity assessment, which can help develop their knowledge and skills and enable them to assess and monitor hazards, risks, vulnerabilities, and capacities in their communities.”

*Colonel Wrakonei,
Director, National Disaster Centre*

Gender equality is a significant challenge and systemic violations of women's rights exist throughout the country. Papua New Guinea ranks 161 out of 162 countries in the Gender Inequality Index.¹⁰ Some factors contributing to this low

9. Only 32% of secondary school-aged children were enrolled in secondary school in 2016 (World Bank, 2020b: 2)

10. The Gender Inequality Index reflects inequalities in three dimensions – reproductive health, empowerment and economic

ranking include the lack of any parliamentary seat currently held by a woman, disparity in completion of secondary education, the high number of women who die giving birth (145 women die from pregnancy-related causes per 100,000 live births), a high adolescent birth rate (52.7 births per 1,000 women aged 15–19), and disparities in labour market participation (46.3% for women compared to 48% for men) (UNDP, 2020b: 5). Gender-based violence (GBV) is unacceptably high, experienced by an estimated two-thirds of women (UNFPA, 2014: 58). The introduction of new technology and social media has increased the reporting of incidences of GBV, leading to wider public discourse (Government of PNG, 2016: 38).

There is little discussion on the rights and needs of people with diverse sexual orientation, gender identity or expression in Papua New Guinea (Pacific Women, 2021: 5). This includes lesbian, gay, bisexual, trans and intersex people whose identities and experience do not conform to social norms; they are discriminated against as a result (ibid.).

The health system has struggled for decades to provide universal access to quality services, according to the United Nations Population Fund (UNFPA). Health indicators have declined in recent years due to the closure of many peripheral health facilities. The challenges of distance, isolation, lack of transport and an extreme shortage of skilled birth attendants also highlight the hazards of childbirth across the country.

The rate of malnutrition is extremely high and remains a significant underlying factor for morbidity and mortality, particularly for children under five years. Almost half of children aged 6–59 months are

stunted and about a third of women of childbearing age are anaemic (UNFPA, 2014: 58). Forty-nine out of 100 children are stunted, and therefore at risk of cognitive and physical limitations that can last a lifetime (World Bank, 2020b: 1).

Eighteen percent (2019) of the population aged 20–79 has type 1 or type 2 diabetes, while 36% (2016) of the population aged 15 and older are current smokers (49% among men) (World Bank, 2020b: 2). By the end of 2019, an estimated 51,000 people in the country were living with HIV and HIV prevalence among 15–49-year-olds had reached 0.85%¹¹ (UNAIDS, 2020).

Income and wealth inequality are also very high (World Bank, 2021c: 23); 56.6% of the population are multidimensionally poor,¹² while an additional 25.3% are classified as vulnerable to multidimensional poverty (UNDP, 2020b: 6). The traditional economy of subsistence farming supports 80% of the population (UNFPA, 2014: 58).

Humanitarian risks

Papua New Guinea is ranked ninth highest worldwide for natural hazard-related disaster risk (World Risk Report, 2021). It faces a variety of challenges with humanitarian consequences due to regular natural hazard-related disasters (seismic, hydrometeorological), as well as conflicts and civil strife, refugee matters and governance issues. The population has some of the highest rates of exposure to severe volcanic risk and earthquakes (GFDRR, 2016 quoted in UNDRR, 2019: 6). Its hazard profile comprises frequent localized disasters affecting specific communities and regions.

activity. It can be interpreted as the loss in human development due to inequality between female and male achievements across these three dimensions.

11. HIV is present in all provinces, but at increased levels in eight 'high-burden' provinces: the National Capital District, and Enga, Jiwaka, Simbu, Western Highlands, Southern Highlands, Morobe and Madang provinces.

12. The Multidimensional Poverty Index identifies overlapping deprivations suffered by individuals in 3 dimensions – health, education, and standard of living – to give a comprehensive picture of people living in poverty.

There is also a high risk of technological and human-caused disasters from oil spill, industrial pollution, unregulated and destructive land-use practices and infrastructural development, as well as rapid growth in population (NDC, 2005). Climate change is likely to exacerbate the risk of natural hazards by increasing the frequency of extreme weather events, while sea-level rise is likely to magnify the impact of storm surges and waves on coastal areas (UNDRR, 2019).

Recent events include the 2015–2016 El Niño-induced drought and frost,¹³ the 2018 Highlands earthquake, the 2019 eruption of Ulawun volcano, the 2020–2022 African Swine Fever outbreak in the Highlands, the 2021 king tides¹⁴ and the current COVID-19 pandemic.

Conflict and violence

In addition to natural disasters, conflict and violence also regularly affect and displace people in Papua New Guinea. Findings from a 2017 survey show that, of a total of 44,548 individuals displaced that year, 32,125 (72%) were displaced due to natural hazard-related disasters and 12,423 (28%) were displaced due to conflict or violence. The Highlands region recorded the highest percentage of displaced people (43%), followed by MOMASE (30%), New Guinea Islands (24%) and Southern (4%) (IOM, 2017: 5).

Long-standing tension between local populations and the military in Papua province, Indonesia, which shares a 780-kilometre open land border with Papua New Guinea, often triggers clashes that send hundreds of West Papuans fleeing for safety in Western and West Sepik provinces.

Conflict and violence between tribes, clans and other groups occur across Papua New Guinea.

Tribal and clan fights over land and resource rights are driven by the complexity of tenure relationships, overlapping land rights, migration due to economic or environmental factors, and cultural differences (IOM, 2017: 1). Other sources of conflict can be infidelity and a culture of retribution and compensation for misdeeds.

Belief in sorcery exists across the Pacific and especially in Papua New Guinea. The country is “experiencing a spike in lynching of suspected witches, as uneven development means ever more people leave their villages looking for work” (Campbell 2019). The current trend in sorcery accusation-related violence occurs predominantly in the Highlands and MOMASE regions. In recent decades, such violence – which almost exclusively targets women and girls – has received increasing attention in the media and from development partners; in February 2022, parliament amended the country’s criminal code to criminalise sorcery accusations.

Figure 3: A ThinkHazard! interactive map showing the likelihood of Morobe being affected by a river flood.

Source: GFDRR (2020).



Note: The hazard level is classified as high. This interactive, web-based tool enables an understanding of many hazards, which in turn can support CCEA planning and strategy design at national and subnational levels, together with other sources of disaster risk information.

13. In 2015–2016, the El Niño-related drought affected about 40% of the population, with almost half a million impacted by food shortages (Kuleshov et al., 2018 quoted in UNDRR, 2019: 9).

14. In December 2021, parts of the country experienced a surge in king tides that flooded communities and affected approximately 53,000 people (UNDP, 2021b).

Social structures and local power dynamics

Understanding social structures and local power dynamics is critical to effective community engagement. Communities consulted in all four regions indicated that local power dynamics have shifted significantly in recent times, from a common and agreed community leadership voice to more fragmented community leadership, as clans and families play a stronger role in influencing how their unit members engage in community events. Community members suggested that all different types of leaders should be included in decision-making to achieve more effective community engagement.

Strong community leaders tend to provide appropriate participatory leadership by uniting clan and family unit leaders, resulting in greater community engagement and participation. Communities without strong participatory leadership tend to be more fragmented, with lower levels of community engagement. In a few communities (such as Manam Island, off the north coast), as noted by participants in the Madang provincial workshop, the village chief still has total control in directing how members of the community should respond to emergencies and other disasters.

Box 3: Wantokism/ Wantoks

“‘Wantokism’ is a system of social kinship, welfare and mutual obligation derived from PNG’s traditional tribal-based society... In the Tok Pisin language, Wantok means ‘One Talk’, referring to the language of the tribe or clan to which a person belongs. In a tribal-based society such as PNG, the overall welfare of the tribe and its members is paramount. Face-to-face relationships, inter-marriage, kinship and reciprocal exchange create strong ties to keep the tribe together. At its best, wantokism operates as a social supporting mechanism that ensures that those members of the tribe less able to look after themselves are supported.

In contemporary PNG, wantokism includes additional relationships, such as those between school classmates or work colleagues. People who gain any position of power or responsibility – for example, as a politician, public servant or business owner – are expected to look after their wantoks... Senior wantoks must respond positively to junior wantoks to maintain their position of respect... Wantokism can see state officials pressured to protecting the interests of their wantoks above their legal duties to provide services or protection impartially to an individual. Officials can be reluctant to uphold the legal rights of those outside their wantok group if it requires them to act against – and especially prosecute – those within their group.”

Source: DFAT (2017): 3

Elected and church leaders have a degree of influence as far as overall community leadership is concerned; however, community engagement is driven by clan and family unit leaders. The welfare of the tribe and broader ‘wantok’ is influential too (see Box 3). Therefore, it is critical to empower and involve all social structure leadership in emergency and disaster response programmes to ensure effective CCEA.

Local churches, which are often responsible for delivering basic education, health and social services in rural communities, do play a critical role in responding to emergencies and disasters by providing basic relief items such as shelter, food and first aid. Churches also provide a social structure that can sustain communities both before and after a disaster. Therefore, building local church capacity at strategic locations and working with churches as partners in emergency and disaster preparedness, response and recovery can lead to more sustainable CCEA.

Women are significantly under-represented in community leadership and national politics. There are no women representatives in the current national parliament (except for Bougainville) and, despite legislated quotas, women hold less than 2% of local-level government positions (Pacific Women, 2021: 3).

Community feedback collected during consultations for this study suggested that the needs of women, girls, people with disabilities and other under-represented groups are usually not accommodated adequately in response efforts. Communities believe that responding agencies give little

attention to affected people with specific or special needs. Responding agencies at all levels must create an enabling environment for marginalized communities and individuals to participate and engage appropriately. Monitoring how affected communities perceive response efforts is one way to support humanitarian agencies to meet the needs of vulnerable groups.

“Women have a lot to contribute to community discussions on how we can live as a community. Community development concerns everyone that lives in a community, including disabled people. Leaders, who are men, call community members together. We can all attend community meetings but only men talk. They never ask if there are any women who wish to contribute to the discussion. Even if one or two strong women wanted to talk, men will tell them that women have no idea what they are discussing. Our community can be different if men can let women be part of the discussion. Men’s heads are very strong; we do not know when they will allow women to speak their mind.”

Statement by 34-year-old woman, Madang

Humanitarian governance and coordination

National disaster management

The National Disaster Centre (NDC), established by the 1984 Disaster Management Act, is the lead government agency for disaster management. It is managed by a director and can provide assistance to provincial disaster committees, as well as receive requests from and approve financial assistance for provincial disaster committees.

NDC is overseen by a National Disaster Committee.¹⁵ This committee, which may also co-opt other government and non-governmental entities as needed, is responsible for supervising national preparedness for emergencies; maintaining a national emergency plan; assigning responsibilities for disaster-related activities to relevant government departments; coordinating national disaster response activities; and advising on appeals for international assistance. It is also empowered to establish guidelines for provincial disaster plans, approve grants for disaster relief, raise awareness on disaster preparedness, mitigation and prevention, and stockpile relief items. It also makes recommendations to the National Executive Council on the advisability of declaring a national emergency under the constitution.

An identical structure exists at the provincial level.¹⁶ Provincial Disaster Committees are meant to liaise and cooperate with the respective Provincial Executive Councils to ensure that development plans consider local hazards; prepare emergency

response plans; promote disaster preparedness, mitigation and prevention; and stockpile relief items. Notably, Provincial Disaster Committees report to their respective governors. There is no legislated administrative or reporting link to the national disaster management office. Provincial Disaster Committees are primarily funded by provincial budgets.

There are two additional administrative levels at the sub-provincial level – district and local-level government – where similar disaster management structures are supposed to be in place but are not explicitly established by the Disaster Management Act. These structures, where they exist, are meant to report to the respective provincial administrations.

Although there is an existing governance structure in place dictating how information should in theory flow between the national level to district and local levels, the Provincial Disaster Coordinator reports to the Provincial Disaster Committee, not to the NDC..

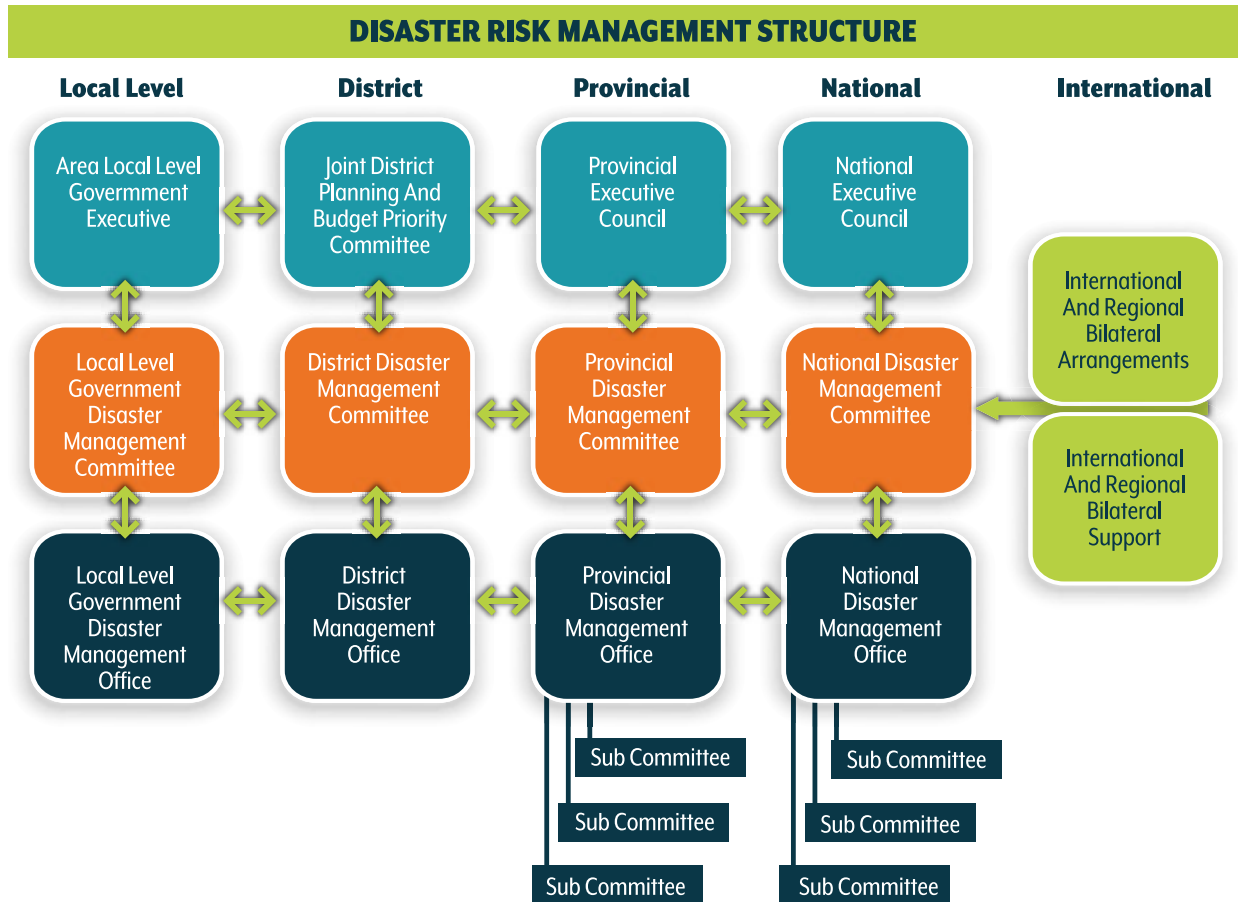
These dynamics, and the reliance on provincial budgets,¹⁷ influence the effectiveness of disaster preparedness and response coordination in the provinces. In addition, at least in Bougainville and Madang province, consultations revealed that there is no adequate support at district level. Most of the officers are appointed by communities and work as volunteers. As a result, most responding agencies are not using the established structure.

15. Membership comprises representatives from the National Executive Council, the Defence Force Commander, Police Commissioner, and the Departments of Finance, Defence, Public Works, Health, Foreign Affairs, and the Provincial and Local Government Affairs (Disaster Management Act 1984).

16. Provincial disaster committees are chaired by the provincial administrators and include the provincial police commander, public works manager, health officer, and provincial affairs (Disaster Management Act 1984).

17. Since 1984, project funds under the authority of members of parliament, known as “Services Improvement Programs” are administered by provincial, district, and local-level government committees (chaired by local or provincial politicians). These funds, often managed directly by members of Parliament, are poorly implemented and even more poorly monitored by the Department of Implementation and Rural Development, yet they could provide a source of funds for CCEA activities at local levels. In 2020, these project funds amounted to PGK 2.57 billion (USD 735 million) (Guande 2020).

Figure 4: Disaster risk management structure. Source: NDC (2021)



Note: There is no governance relationship between the National Disaster Committee and Provincial Disaster Committees, only information-sharing.

“Our resources to respond to disasters mostly come from provincial budgets. Due to constant changes in the provincial administration, we tend to get little attention. We hear of disasters in our districts, but we do not normally respond immediately due to a lack of resources. Most of the time, to respond, we operate on partners’ and NGOs’ budgets, but at times, it is too late to save human lives.”

Reflection from provincial administration staff member

Regional consultations indicated that many provinces do not have an active or functioning coordination mechanism that links with national disaster authorities. In addition, there are no continually operating inter-agency forums at subnational levels involving diverse actors. Frequent staff turnover, low staff capacity, lack of reliable

communications infrastructure and limited access to funding at subnational levels are significant challenges.

Provincial Disaster Committees reportedly “lack the authority, resources, and training to drive disaster risk management themselves” and therefore it

would be advantageous to place PDCs at the centre of a network of actors such as NGOs, churches, Red Cross branches, and local businesses, each bringing their own resources and competencies to disaster management (Chamberlain, 2019: 17).

Stakeholders consulted as part of this study felt that inter-agency forums at subnational levels could strengthen CCEA coordination (see Box 4). Similarly, strengthening the capacity of government focal points, including social structures, was suggested as a priority to enhance coordination. In the absence of active inter-agency forums at subnational levels, discussions revealed that organizations tend to focus on reacting to emergency events, with little to no collective focus on mitigation, preparedness or readiness activities.

“A coordinated effort is required to respond appropriately to the affected population. A collaborative approach enhances accountability not only to the affected population but also to different organizations; a check and balance among ourselves to ensure we use good, common practices that enable effective community engagement. That is one of the reasons why, besides resource mobilization, that I started the initiative of the Highlands Humanitarian Hub.”

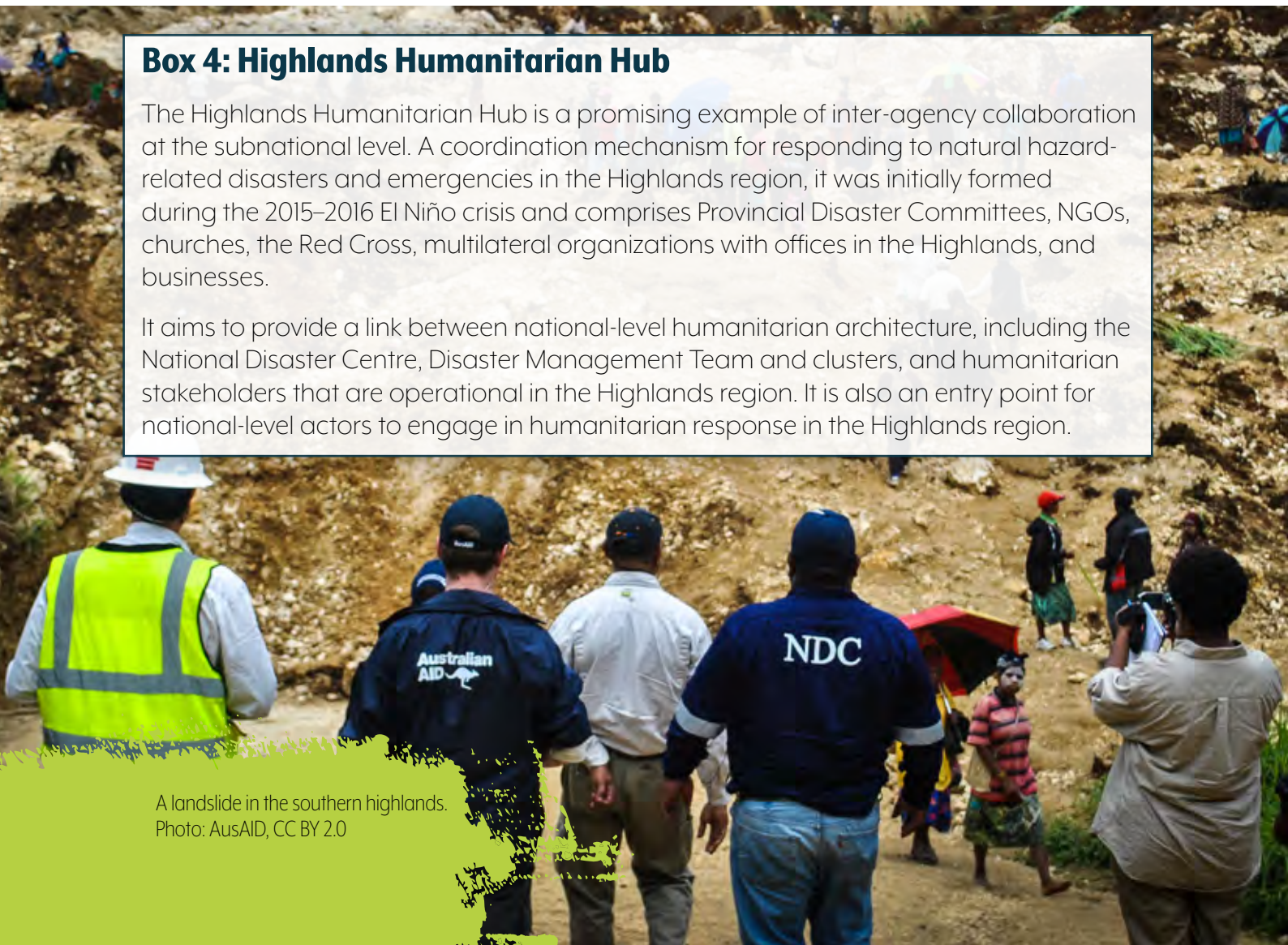
Robin Yakumb, Provincial Disaster Coordinator, Western Highlands

Box 4: Highlands Humanitarian Hub

The Highlands Humanitarian Hub is a promising example of inter-agency collaboration at the subnational level. A coordination mechanism for responding to natural hazard-related disasters and emergencies in the Highlands region, it was initially formed during the 2015–2016 El Niño crisis and comprises Provincial Disaster Committees, NGOs, churches, the Red Cross, multilateral organizations with offices in the Highlands, and businesses.

It aims to provide a link between national-level humanitarian architecture, including the National Disaster Centre, Disaster Management Team and clusters, and humanitarian stakeholders that are operational in the Highlands region. It is also an entry point for national-level actors to engage in humanitarian response in the Highlands region.

A landslide in the southern highlands.
Photo: AusAID, CC BY 2.0



Ideally, the government structure allows for the coordination of disaster management information to flow back and forth between the National Disaster Committee, Provincial Disaster Committee and District Disaster Committee, with links to communities. In theory, a direct link to communities is provided by the Ward Development Committee, with the local-level government Ward Member as the Chair, and committees comprising youth, women and social structure leaders.¹⁸ In practice, however, these local committees and groups are not always present or functioning and many Ward Members spend most of their time away from their communities; thus, the communication of urgent messages meant for their communities is often delayed. In addition, although this formal administrative structure is in place, community leaders tend to report localized disasters and other emergencies via the structures they are most comfortable with (see Annex 4: Administrative and political architecture).



Box 5: The role of the private sector in humanitarian response at the provincial level

In 2018, the Humanitarian Advisory Group proposed that humanitarian organizations engage with extractives companies more intentionally—to understand, to learn, and to plan together—and shared a guiding framework for humanitarian and private sector organizations to further their work together (HAG 2018). Many actors consulted as part of HAG’s practice paper spoke about the need for improved planning processes, for a shared understanding of motivations, and for capacities to be discussed as a preparedness measure. This includes coordinated provincial-level disaster management planning that acknowledges and includes all stakeholders to support local government leadership in response; actor and capacity mapping at the provincial level will optimize coordination and operations. There is an opportunity for provincial-level multi-stakeholder forums to support preparedness planning with and engagement of the private sector.

18. Local level governments comprise multiple wards. Each ward has a Ward Development Committee, which is chaired by a Ward Member, an elected political leader.

People with Disability such as Mukaro Sauna need to be included in humanitarian decision making.

Photo: AusAID/ Ness Kerton, CC BY 2.

There is broad variation in national, subnational and local capacities to plan for and effectively respond to humanitarian emergencies. The need to strengthen coordination and communication between national and subnational institutions responsible for humanitarian planning, preparedness, response and recovery remains a priority. In addition, siloed governance structures present challenges for effective integrated programming. As noted, disaster management and disaster risk reduction (DRR) are governed by the NDC; however, climate change-related issues and policies are governed by the Climate Change and Development Authority (HAG, 2022: 7).

“We tend to depend on the provincial administration to coordinate provincial inter-agency forums. We never knew that non-government actors in the province could provide alternate leadership. We can try to organize ourselves and have regular meetings in close consultation with the provincial administration. In that way, we can address issues related to community engagement.”

*Bryan Mathew,
General Manager, MAF Technologies*



A close-up photograph of three young children of African descent. The child on the left has curly hair and a serious expression. The child in the middle has short hair and a neutral expression. The child on the right has short hair, is smiling, and has colorful beaded bracelets on their wrist. They are all looking directly at the camera.

Box 6: Good practice snapshot: community-based disaster risk management

Community-based disaster risk management (CBDRM) prepares vulnerable and at-risk communities to collectively identify, analyze and better manage disaster risks, promoting resilience to the impacts of natural hazards. It places local communities at the heart of decision-making and implementation of disaster risk management activities, with technical support from local authorities and partners (IOM, 2021a).

In 2021, the International Organization for Migration (IOM), local authorities and communities of Zumara (Morobe), Moian, Drimdamasuk, Atkamba and Senamrae (Western) launched CBDRM plans that had been developed with inputs from target communities, including women, youth and vulnerable groups such as people with disabilities. “This is first of its kind for [Western] province, where such plans are developed and owned by the local communities, as living documents to build upon,” said North Fly’s District Administrator, Greg Isau (IOM, 2022a: 3).

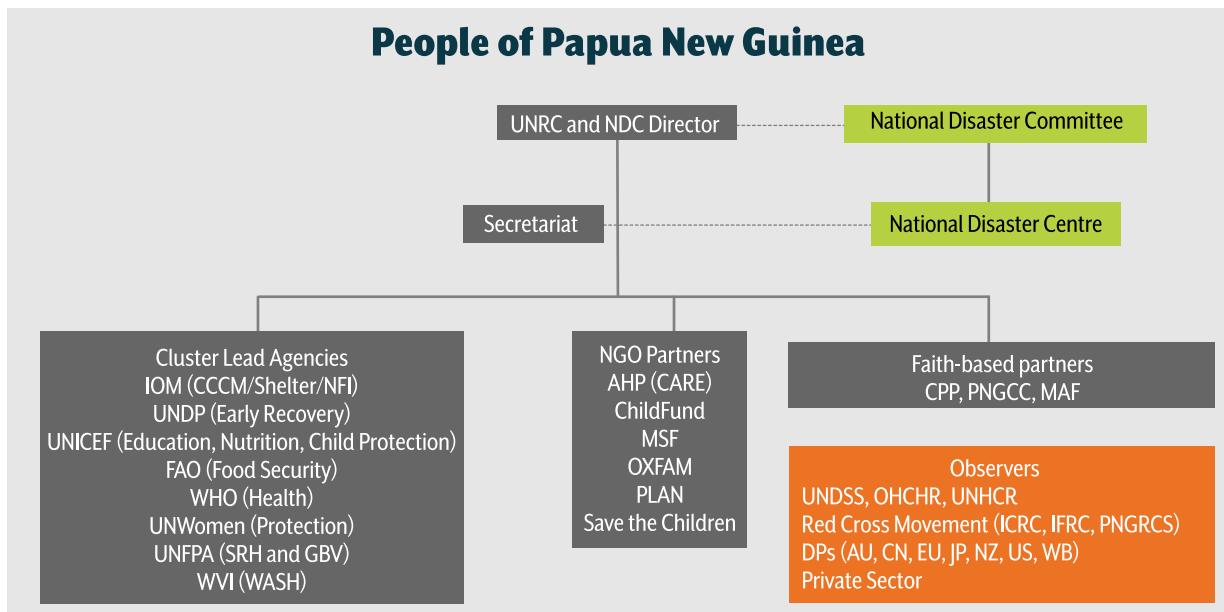
At least 44 community plans have been launched and 12 provincial disaster risk management strategies drafted (IOM, 2019). IOM, together with NGOs, churches and Red Cross, is engaged in disaster management activities across the country; these networks and relationships can be drawn on to support more consistent and systematic approaches to CCEA.

In a recent Humanitarian Advisory Group study, community members identified better coordination between diverse stakeholders as key to helping them prepare for disasters. One community focus group suggested the establishment of disaster networks in each province – including the government, NGOs, civil society organizations, donors and community members – to ensure better coordination, not only among implementers but with community members (HAG, 2022: 16).

Community members also identified the need for government and other stakeholders to increase coordination and collaboration with communities in order to tap into existing initiatives, rather than bring in their own approaches. This would not only strengthen coordination and reduce duplication, but also increase community engagement and ownership of activities to boost resilience (HAG, 2022: 17; see Box 6).

International humanitarian assistance coordination in Papua New Guinea

Figure 6: Disaster Management Team structure

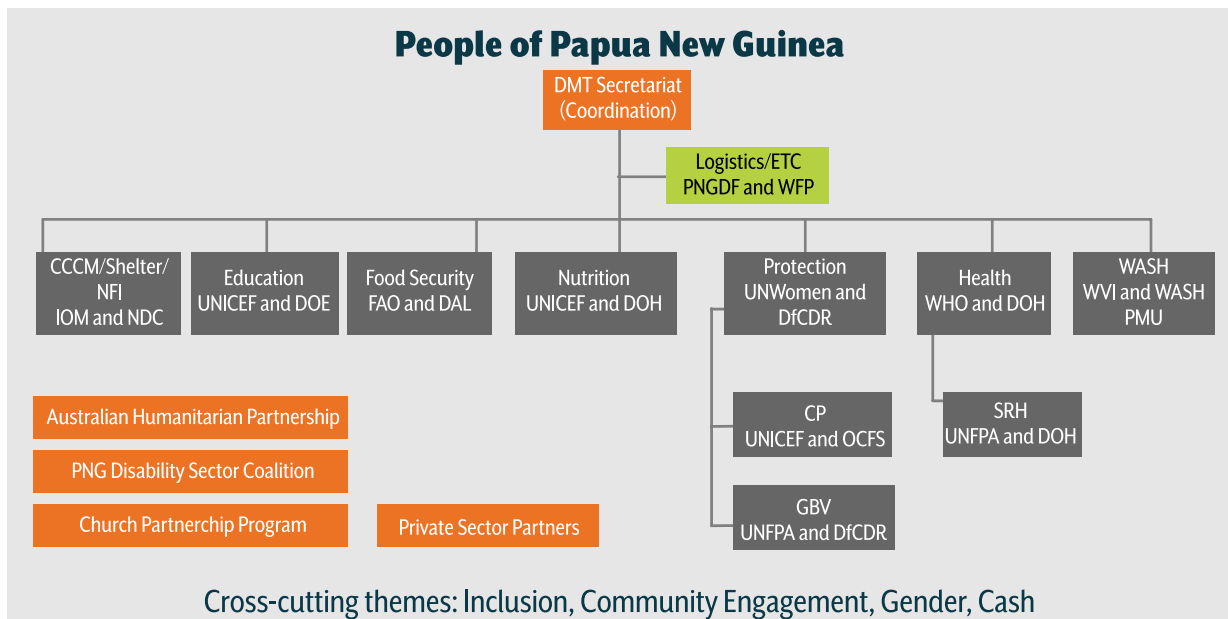


Source: UNDP (2021a)

The Disaster Management Team (DMT) (see Figure 5) is a strategic body, co-chaired by the UN Resident Coordinator and the NDC Director, that coordinates international humanitarian support to national disaster preparedness, response and recovery. The team includes representatives from the UN

(cluster lead agencies), NGOs, churches and the Red Cross. The team’s overall goal is to ensure that inter-agency humanitarian action alleviates human suffering and protects the lives, livelihoods and dignity of people in need.

Figure 6: DMT Inter-Cluster Coordination Group



Source: UNDP (2021a)

The DMT monitors for emergencies and crises and maintains contingency plans for sudden- and slow-onset natural hazards, conflict-related displacement, and refugee emergencies. When international assistance is requested for emergency response, it develops and manages a joint response plan for mobilizing international resources. It also serves to collectively advocate for the prioritization of the humanitarian needs of the most vulnerable and marginalized affected people. It oversees the Inter-Cluster Coordination Group (see Figure 6).

The Inter-Cluster Coordination Group (ICCG) is the operational arm of the Disaster Management Team, comprising cluster coordinators who work with government, NGO, faith-based and private-sector partners to deliver specific assistance in support of the nationally led response. When they are not responding to a disaster, the clusters focus on preparedness activities and are supposed to consider community engagement, gender and early recovery in their activities.

The operational capacity of clusters varies and is dependent on myriad factors, including the capacities of the cluster lead agency and the government lead to dedicate focal points and resources, as well as the engagement of its member organizations. The relevant government line agencies need to be proactive in ensuring that relevant support is provided for each cluster to function effectively.

“Because our faith-based and private sector partners are active in affected communities and bring essential knowledge and resources, it is critical that they are coordinating, communicating, cooperating, and collaborating with the Disaster Management Team and represented in the Inter-Cluster Coordination Group.”

*Richard Higgins,
Disaster Management Team Secretariat*

CCEA in national policies, frameworks, and legislation

Key policies, frameworks and legislation were discussed during stakeholder consultations at both the national and subnational levels. While some of these include an emphasis on public awareness, information and education activities, key informants and participants in stakeholder consultations engaged as part of this study indicated that CCEA is not adequately and comprehensively reflected in national policies and subnational sector plans. A desk review confirmed this opinion; however, it was not an exhaustive review. Below is a summary of the key findings.

Disaster Risk Reduction and Disaster Management National Framework for Action 2005–2015

The framework outlines activities relating to disaster risk reduction and disaster management. It includes an emphasis on knowledge, information, public awareness, education and people-focused early warning systems, noting that warnings must be timely and understandable to those at risk, take into account the demographics, gender, cultural and livelihood characteristics of target audiences, and support effective operations by decision-makers. The framework expired in 2015 and was replaced with the National Disaster Risk Reduction Framework 2017–2030 (see below).

National Disaster Mitigation Policy (2010)

The policy contains a focus on public awareness, including the participation of affected communities in programme planning and design, upgrading community knowledge to reduce the impact of future disasters, and integration with longer-term development programming.

It promotes public awareness activities during emergencies and provides direction on the inclusion and participation of affected communities in programme planning and design. But it is weak on key aspects of CCEA relating to how communities, including marginalized people, can meaningfully engage in accountability systems and processes. It lacks detail on how the policy can be integrated with development and engage affected communities' participation and learning.

The policy notes that effective hazard management requires an informed public. It highlights the need for public awareness campaigns¹⁹ about the types and effects of disasters, the measures available to reduce impacts and the actions to be taken by all disaster management stakeholders during a disaster. However, there is no clear direction as to how inter-agency forums like the DMT or ICCG can engage in the development and vetting of common messaging, or how affected communities can participate to ensure common messages are relevant and culturally appropriate.

The policy does note that the level of disorganization that results from a disaster is indicative of the social organization of the community. It provides strategic direction through building institutions at the local level to help people prepare for and cope with disasters and promote cooperation among different social groups to attain long-term sustainable outcomes.

Finally, it also notes that one objective of public awareness is to inform individuals and communities how they can collectively rebuild following disasters, taking ownership of their recovery.

19. Film, video and radio programmes, school curricula, comic books, posters, presentations, brochures and handouts, announcements on television and radio and feature articles are specifically mentioned.

Papua New Guinea Development Strategic Plan 2010-2030

The plan outlines risk management strategies to enhance the country's capacity to mitigate the impact of natural hazard-related disasters. A number of these relate to CCEA, including promoting awareness of the risk of disasters and how best to respond, and establishing an effective, 24-hour national emergency line for the timely reporting of emergencies.

National Broadcast Corporation Emergency Broadcasting Policy (2015)

The policy highlights the National Broadcast Corporation (NBC)'s role as a partner in the dissemination of timely and accurate life-saving information to communities. It includes a focus on educating communities about likely events caused by hydrometeorological or seismic hazards, epidemics and man-made disasters like power, water, sewer and telecommunications failures.

It also provides guidance on the dissemination of general alerts (used when no lives are at immediate risk and people have time to prepare for the event); warning alerts (used when a disaster is likely to occur within 24 hours and result in serious injury, death or significant damage); and emergency alerts (used when large numbers of people are in immediate danger).

National Social Protection Policy 2015-2020

The policy emphasizes the need to protect the vulnerable and disadvantaged from risks and to empower individuals, families and communities to address their own needs and to increase resilience to respond to socioeconomic and environmental shocks. It also demands accountability from stakeholders and partners, in line with a common set of performance and financial management standards and reporting procedures, including compiling and sharing relevant data, and the participation of beneficiaries and

stakeholders in the design, planning, implementation, monitoring and evaluation of social protection interventions. Vulnerable groups given special mention include children (40% of the population), youth (20% of the population), women, people with disabilities, the elderly, and people living with HIV. This policy expired in 2020 and a new policy is being developed.

National Policy on Disability 2015–2025

The policy focuses on promoting and protecting the rights of people with disabilities, improving delivery of disability services, using inclusive development and community-based rehabilitation approaches, and an improved institutional framework and performance management. It also focuses on coordinated systems to improve the lives of people with disabilities on an equal basis with all others, including a national advocacy strategy that raises awareness and guides collective mainstreaming and inclusion programmes, led by the national Assembly of Disabled Persons.

National Strategy to Prevent and Respond to Gender Based Violence 2016–2025

The strategy seeks to establish a functioning governance structure, standardize data collection, and to ensure coordinated responses, referrals, and service delivery for gender-based violence survivors. It also aims to scale up, decentralize, and standardize high-quality initiatives for inclusion and advocacy for the prevention of gender-based violence. This includes a focus on high-level coordination and accountability to enhance multisectoral prevention and strengthen quality services for survivors, strengthening provincial and district GBV Action Committees and focal points, coordination and knowledge-sharing among stakeholders, development of a coordinated prevention and advocacy plan and advocacy materials, as well as building the capacity of human rights defenders and community volunteers to advance prevention of gender-based violence in their communities.

Papua New Guinea National Disaster Risk Reduction Framework 2017–2030

One of the key targets is to increase the public availability of and access to multi-hazard early warning systems and disaster risk information and assessments. Several of the guiding principles are also relevant to CCEA, including the protection of human rights, inclusive engagement and partnership, coordination, community empowerment, information management, sustainable development, and the need to understand local risk, invest in risk-informed development and promote awareness.

National Pandemic Act 2020

The act calls for the establishment of provincial control centres, to ensure public awareness of measures issued, and an information hotline. While much effort was made to control COVID-19's spread, key information and messages were still missing and did not effectively address public concerns. Data management at health facilities at subnational levels was also a concern.

CCEA coordination in recent disasters

Communicating with Communities

Working Group

Following the 2018 Highlands earthquake, a working group was established to facilitate two-way communication between humanitarian responders and affected communities. Meeting on an ad-hoc basis, the group supported organizational and coordinated accountability mechanisms and services for the clusters, including a community response map, common messages, mass communication, and inter-cluster dialogues to coordinate community engagement activities (CDAC, 2022a).

UN Humanitarian Communication Group

In early 2020, the Disaster Management Team leveraged the UN Communications Group to establish a humanitarian communication group that engaged the DMT's non-UN members, including NGO and church communications focal points. The aim was to support the National Department of Health and WHO to broaden COVID-19-related preparedness messaging to include other affected sectors, such as education, food security, protection, and water, sanitation and hygiene. The team also provided support to translate COVID-19 messages into local languages (OCHA, 2020: 19).

The support included liaisons that sat with the communications team at the National Operations Centre to help monitor rumours on social media and tailor messaging to address those rumours. They also provided technical support to the national hotline call centre, including the development of a Kobo survey for operators to track commonly asked questions. The most common questions and concerns were then addressed the following day in a programme broadcast nationwide on television and radio. The group regularly collaborated with church partners to improve both messaging and community feedback at the local level, particularly in remote areas that may lack access to public and social media (ibid.).

In early 2021, a draft humanitarian communications plan was developed, outlining the communication activities to be undertaken before and during an emergency and identifying those responsible. The plan is designed to coordinate public information activities by DMT communications focal points, supporting wider preparedness measures. The plan is not intended to address community engagement but it acknowledges that any messages intended for affected communities should be coordinated with Protection Cluster and community engagement focal points to ensure the messaging meets the information needs of affected communities and is delivered through preferred channels (DMT, 2022).

3

COMMUNICATION AND ENGAGEMENT OVERVIEW

Communities evacuate to higher ground during a tsunami drill on Sohano Island. Sohano Island is one of the most tsunami-prone areas in Papua New Guinea.

Photo: UNDP/Kim Allen

Communication culture and language

Often communication and engagement efforts fail because aid workers and affected people do not speak the same language. Responders often communicate in international, official or majority languages, and may use jargon rather than plain language. They often rely on national staff, volunteers or community members who may not be well trained or experienced in interpreting the techniques used by aid workers for communicating with affected communities. This frequently results in gaps in understanding and even risks in confidentiality, which can exacerbate vulnerabilities (CDAC, 2019).

As noted earlier, while the country's official languages are English, Hiri Motu and Tok Pisin, cultural traditions vary greatly and are aligned

with the more than 800 languages spoken in the country (see Figure 7). National and subnational consultations undertaken for this study revealed that some of the preferred languages for communicating with affected communities in the Southern region are English and Hiri Motu, while Tok Pisin is generally preferred for MOMASE, New Guinea Islands and Highlands regions, although there is much diversity within and between provinces. It is important to note that, in some provinces, there are one or two commonly understood local languages, while in others there is much greater diversity and no commonly understood local language.

Communication with affected communities needs to be undertaken in communities' preferred languages to ensure comprehension and

Figure 7: Screenshot from an interactive map showing the local languages of New Guinea.



Source: ANU (2022)

Note: this is an important resource for communication practitioners and humanitarian responders across Papua New Guinea. Following the 2018 Highlands earthquake, Translators without Borders used this data to provide a crisis language map detailing the 37 languages spoken within 150 km of the epicentre of the earthquake (TWB, 2018).

effectiveness. It is also important to understand what words and phrases mean in the local context (see Box 7).

It is also critical that CCEA strategies are adapted to the country's low literacy rates, as well as communities' preferences for engagement

with informal networks and word-of-mouth communication. This translates to less reliance on written communication materials and more investment in audio messaging and social mobilisation through church networks and clan leaders, for example.

Box 7: Tips for working across languages, dialects, cultures and customs

- Outline how preparedness work will integrate local language and cultural interpretation.
- Include questions in needs assessments to gather information on languages spoken, understood and read by disaster-affected people. Make language data accessible to organizations through maps.
- Work in people's preferred language as much as possible.
- Test comprehension of information according to language, gender and age to determine the best means by which to communicate with any given target group.
- Develop a multilingual glossary of consistent terminology for translators, interpreters and field staff to use when translating technical terms. Work with local speakers to find precise and useful translations for the target audience and test them.
- Provide training for bilingual people to become translators or interpreters if professionals aren't available.
- Create peer support and mental health care for interpreters and translators to help them cope with the issues their work exposes them to.

Source: CDAC (2019): 46–47

Community participation and engagement in needs assessments and decision-making

In emergencies, needs assessments allow aid organizations to make decisions based on evidence. Affected communities' information needs have been considered in past response efforts in Papua New Guinea. For example, a joint needs assessment following the 2018 Manam Island volcanic eruption in Madang identified affected communities' key concerns and available communication channels. The assessment noted that there was mobile phone network coverage on Manam and that people saw mobile phones, word of mouth and information from community leaders as the most common forms of communication both before and after the eruption (ACAPS, 2018: 5). The assessment team piloted standard forms for rapid needs assessment through focus group discussions, key informant interviews and direct observation. These forms were subsequently adopted by the NDC for trained national assessment teams to use in future needs assessments.

Consultations undertaken for this study suggest that humanitarian responders urgently need to improve how they do assessments using a common and inclusive approach and needs assessment template. The focus has been on coordinated or joint needs assessments; individual staff members carrying out needs assessments often have few practical resources to help them (ACAPS, 2014); this view was also echoed by provincial consultations undertaken for this study.

In Milne Bay, provincial consultations revealed that needs assessments are more consultative than participatory as most officers lack capacity to use participatory tools to engage communities. Focus group discussions to gauge the views of marginalized groups rarely take place. In East New Britain, discussions highlighted that needs

assessments carried out following disasters may fail to identify communities' felt needs due to communication and language difficulties in remote communities and a lack of capacity for participatory approaches.

At the most local level in most provinces, governance is exercised by community and church leaders who comprise the Ward Development Committee. This body makes decisions on behalf of communities, and includes sectoral representation for agriculture, community development, education, health and justice, as well as a representative for women. However, consultations in Milne Bay and East New Britain revealed that the committee's roles and responsibilities are not well understood. Community members' concerns are discussed in this forum, but it is not clear how the views of marginalized people are captured or addressed. Furthermore, consultations in Bougainville and Madang revealed that many leaders use a degree of force to mobilise their community members, which can isolate already marginalized groups.

Some groups typically have less 'voice' and influence over decision-making, including women, those with less education, those living under greater financial hardship, and residents outside urban areas. Women have reported less freedom to voice their opinions, less knowledge of social issues and less access to media (ABC ID, 2019: 5–6). Given this context, it is critical that agencies use a common and inclusive approach and template to complete needs assessments and have personnel with the appropriate skills to engage diverse groups of affected peoples, to ensure all voices and priorities are included.

“Committees that will be formed in communities should be represented by all sectors to allow fairness in representation and decision making. They should include government, village elders, women, youth, churches, NGOs, volunteers etc.”

*Colonel Wrakonei,
Director, National Disaster Centre*

Preferred information, news sources, and communication channels

Understanding how affected communities prefer to communicate and access information, including their most trusted sources and preferred communication channels, is key to ensuring effective communication, community engagement and accountability.

In 2021, the UN Communications Group in Papua New Guinea completed a survey on trusted sources of information, which received more than 2,000 responses from 19 provinces and 62 districts. Respondents generally ranked church leaders as their most trusted sources of information, followed by healthcare professionals, friends and family, and traditional media. This finding echoes research conducted in 2019 by ABC ID in which the church also stood out as the most trusted source of information for most people. The next most trusted information sources were traditional media, specifically newspapers (80% rated as very or quite trustworthy). However, trusted sources varied

significantly by and within provinces, suggesting the importance of nuanced CCEA strategies adapted to provincial contexts and utilizing multiple communication channels to engage communities (UN Communications Group, 2021).

Media access figures from the 2019 ABC ID survey of residents across six provinces,²⁰ including a sample of 1,539 respondents, reveal that the majority of people surveyed had access to a mobile phone in the household.²¹ Radio was the second most common media device in the household (69%), and 40% had access to television in the home. Around one in ten households had access to a tablet (ABC ID, 2019: 24). Providing or subsidising mobile data credit, solar powered phone chargers and solar powered radios following a disaster could be important avenues for improving access to information in many areas.

Furthermore, consultations undertaken at both the provincial and community levels highlighted the importance of VHF and HF radio; adults were more likely to nominate VHF or HF radio as a preferred channel of communication than young people (who preferred social media and text messaging). Interlocutors noted that VHF and HF radio systems are not as easily vandalised as mobile towers and suggested they could be situated in a health facility or dominant church in the local area.²² Other reasons for a preference for VHF/HF radio include issues with charging mobile phones, limited mobile or radio network coverage and lack of access to community focal points (who may spend most of their time in towns, away from the local community).

In Milne Bay and East New Britain, consultations suggested that messages should be channelled to the Ward Member or church leaders who are trusted by community members. Communities also expressed preferences for text messages, phone calls, HF radio and, in the case of East New Britain, Radio ENB. Consultations in Milne Bay suggested

20. Central, Manus, Morobe, West New Britain, West Sepik and Western Highlands.

21. There are 47.6 mobile phone subscriptions per 100 people (UNDP, 2020a).

22. Schools were not nominated as an appropriate location for VHF/HF radio, perhaps because they are perceived to be at greater risk of vandalism.



Nurses at St Mary's Hospital, East New Britain. Health workers are a trusted source of information for communities.

Photo: AusAID/Jacqueline Smart, CC BY 2.0

that expanding the VHF/HF radio network within schools, community halls and health facilities would improve access to information.

In Bougainville and Madang provinces, due to geographic difficulties, communities cannot rely on one channel only. Commonly used channels include provincial and national radio services, texting and phone calls to leaders, as well as VHF/HF radio. Provincial consultations suggested that Provincial Disaster Coordinators should have a 'telephone tree' of key community contacts. Consultations also suggested a need for a mapping exercise to identify accessible communication channels, especially for conflict- and disaster-prone areas.

Research conducted by ABC ID suggests that social media platforms are generally not regarded as trustworthy, with only 39% of respondents classifying them as very or quite trustworthy (ABC ID, 2019: 6). Nevertheless, they can provide an important forum for debate, with recent research suggesting that geographically focused sites, such as the Fly River Forum Facebook page, deserve further attention as barometers of local opinion. In many parts of the country, Facebook facilitates the spread of local and national news – and discussion of that news – more widely than may be achieved by print, radio and television. It can also influence how the news is understood (Dwyer and Mirregal, 2020).

Media access varies by location, age, and gender

Research conducted by the World Bank in late 2020, on sources of COVID-19-related information, demonstrated the importance of radio as a “cost effective, fast, and equitable means of providing information to the public” (World Bank, 2020a: 13). It was the main source of information in both urban and rural areas – unlike the internet,²³ social

23. Only 11.2% of the population are internet users (UNDP, 2020a).

media and television, which reached mainly urban respondents. Newspapers were cited by 22.4% of urban residents and 14.1% of rural residents as their main source of information on COVID-19, their reach limited perhaps due to literacy issues.

Households in more urban areas have better access to media than those in rural and remote areas; rural households are particularly disadvantaged when it comes to access to internet and television.

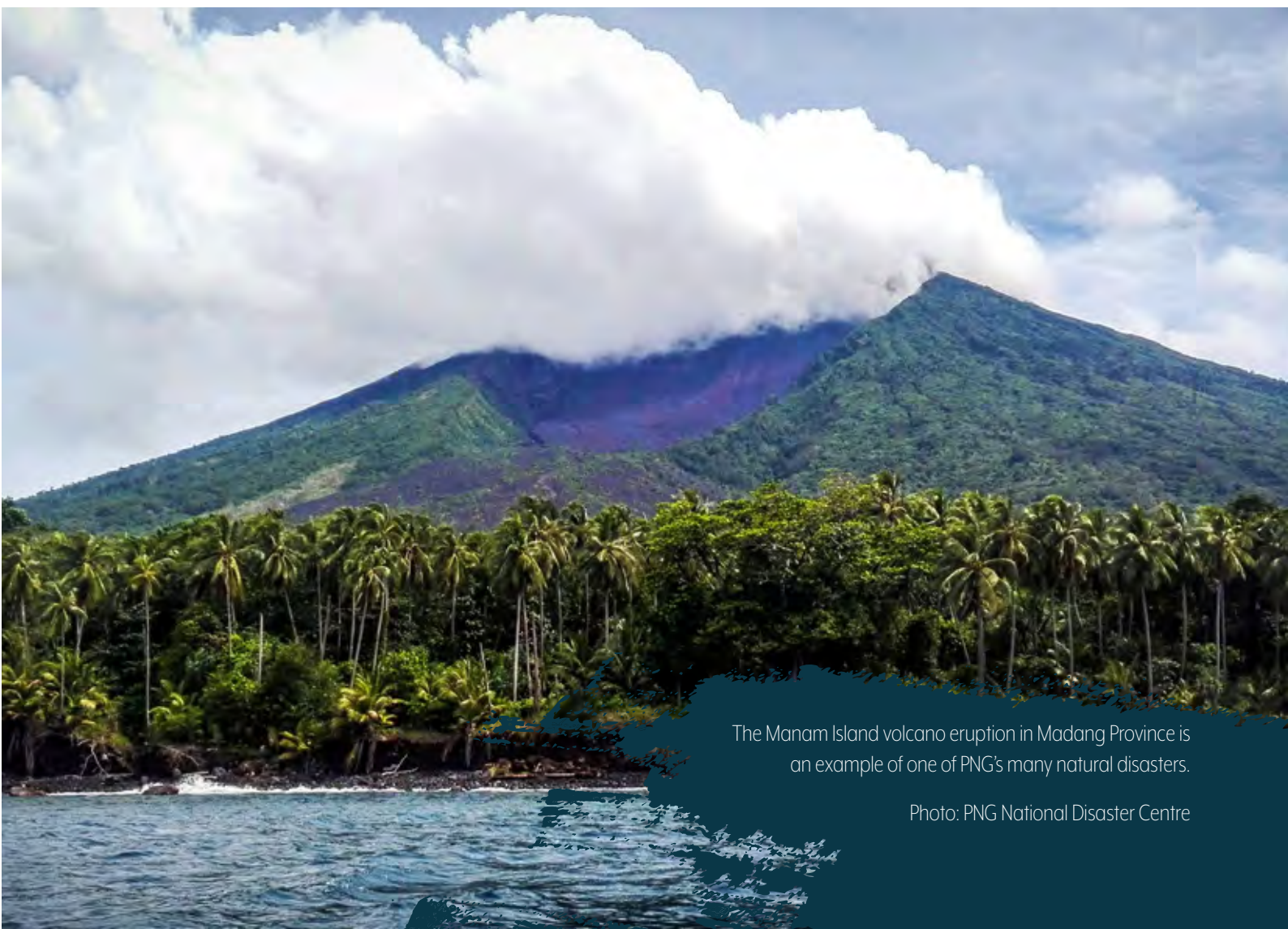
Urban households also have greater access to screens (including televisions, smart phones, tablets and computers), at 4.6 screens per household compared with 2.5 screens on average for their rural/remote counterparts (ABC ID, 2019: 26).

While, overall, perceived level of control over different media devices within the household is high – ranging from 91% among those with access to a mobile phone, to 70% for those with access to a computer – women tend to report less autonomy

than men regarding media device use. The ABC ID study found disparities between women and men relating to autonomous use of mobile phones (89% versus 94%), radio (85% versus 90%) and internet (67% versus 79%). The oldest household members tend to have least control over internet use; this can be largely attributed to a lack of computing skills and habituated use of non-digital processes and products (ABC ID, 2019: 26).

Further research has demonstrated that mobile phone holders are more likely to be male, urban, wealthier and better educated (World Bank, 2020a). Women may be excluded due to issues related to affordability, lack of understanding of how to use mobile phones and internet technologies, and safety concerns (Pacific Women, 2021: 5).

Limited access to mobile phone charging can also present a barrier to mobile phone use following disasters.



The Manam Island volcano eruption in Madang Province is an example of one of PNG's many natural disasters.

Photo: PNG National Disaster Centre

Importance of informal networks

Research has demonstrated the importance of word-of-mouth communication between family, friends and community leaders to convey COVID-19 messages from the government and authorities. More than 90% of World Bank study respondents across all groups and locations received information about COVID-19 from friends and family, and 82.4% reported receiving information from community leaders. These results suggest the importance of partnering with church and other community leaders and leveraging informal networks to supplement radio and newspaper messaging (World Bank, 2020a: 13).

Furthermore, recent research into the prevention of sorcery accusation-related violence suggests that communities, and especially their leaders, play an important role in mitigating such accusations and related violence. The research revealed that community leaders and family members are the figures most likely to intervene when accusations of sorcery are made, and that it would be valuable to find ways to support them to share their stories and strategies with other communities (Forsyth et al., 2021).

That considered, there is, however, some degree of public scepticism over the leadership qualities of leaders at all levels, who are afforded low levels of trust and respect. Church leaders remain the exception to this overarching trend in public sentiment. Among the most dominant methods of grassroots engagement is discussion with community elders, with whom 57% of respondents reported consulting within the last 12 months, followed by church leaders (55%) and Ward Members (43%) (ABC ID, 2019: 5).

HF radio network

The National Disaster Centre has a nationwide HF radio communication network that links the 21 provincial disaster offices and is integrated into the Department of Health's national radio network, which covers the entire country. This radio network is an important means of communication between the National Disaster Centre and the provinces. Other means of communication between the capital and the outlying islands are landline and mobile telephone (NDC, n.d.).

HF and VHF radio infrastructure in the locations visited for this study were out of operation due to poor maintenance. Despite this, as noted earlier, communities nominated VHF and HF radios as their preferred channel of communication, perhaps suggesting the important role that individuals such as health workers or church leaders play in relaying information to their communities.

An effective and timely response system with readily available funding for emergency response is essential at both the national and provincial levels. Upgrading the nationwide VHF/HF radio network and making risk information more widely available for development decision-making would be useful (see Box 8). In addition, increasing remote regions' access to the internet, through increased mobile coverage and cheaper data plans, also has the potential to enhance both the dissemination of crucial information and engagement with government initiatives (Dwyer and Mirregal, 2020).

Box 8: Mission Aviation Fellowship Technologies' HF radio network

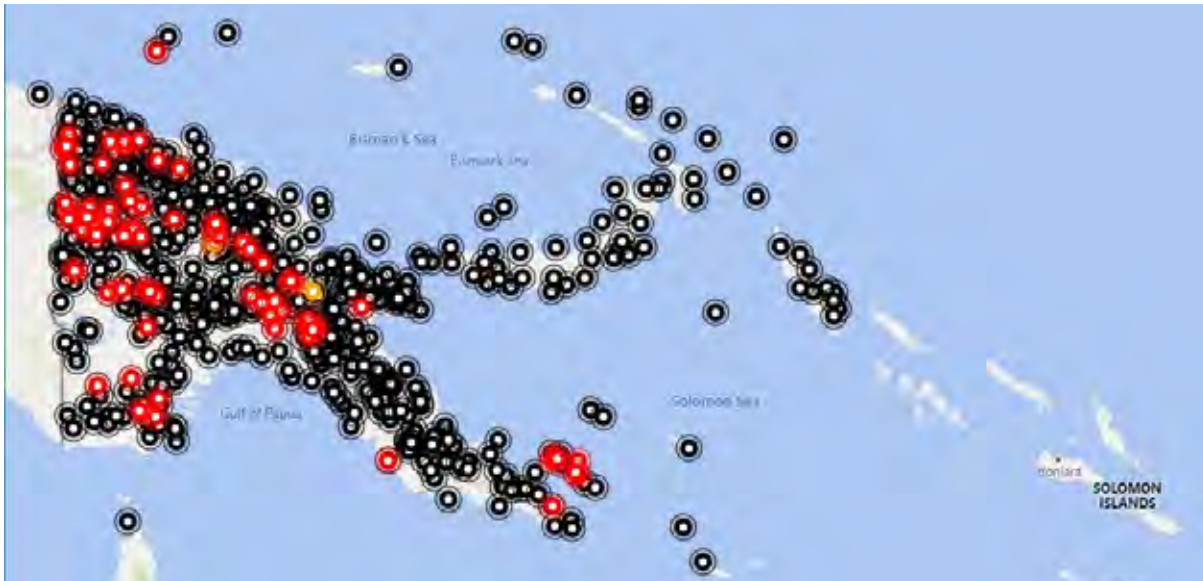
Mission Aviation Fellowship (MAF) Technologies' HF radio network consists of 14 HF radio frequencies and is monitored around the clock and maintained by highly skilled technicians and staff. The network can cover 100% of Papua New Guinea, including areas that broadcasting services and mobile coverage fail to reach (see Figure 8). According to MAF Technologies, communities that have benefitted from HF radios have testified that it has helped them prepare for and respond to disasters and other emergencies.

The MAF Technologies' HF radio network also plays an important role in the country's aviation industry as the main link between airline operators and rural airstrips, providing feedback on weather and rural airstrip conditions and security warnings to pilots and flight ground operators, as is required by the National Airport Corporation.

After successfully installing, commissioning and transmitting an HF radio, MAF Technologies engages with the community through their HF radio scheduled time, programmed within daily radio monitoring schedules. This provides an avenue for accountability from the community and to communicate with those outside the community (for example, in voicing grievances or complaints).

Source: MAF Technologies (2022a)

Figure 8: MAF Technologies' HF radio network



Note: The red dots indicate the new HF radio projects MAF has been working on since 2020. The black dots indicate locations that should have HF radios installed; however, this information requires updating.

Source: MAF Technologies (2022b)

Common messaging

Humanitarian communication involves the collection and dissemination of critical, time-sensitive, life-saving information among crisis affected populations and humanitarian agencies, to enable a more effective response to emergencies (IOM, 2022b). Information should be clear, concise and expressed in plain, jargon-free, local language. It should highlight the benefits of positive action and build in means for interaction, so that people can ask questions and provide feedback, and so that responders know how information needs are evolving (CDAC, 2019: 40).

The development of commonly agreed key messaging that considers all these factors, as well as the sharing of critical data and information, through inter-agency collaboration should be embraced as a common practice by all responders. Testing draft messages and receiving community feedback on them is critical in ensuring that messaging is appropriate for specific population groups and regions.

However, while there is evidence of some efforts among humanitarian responders to participate in common or coordinated messaging, collaboration tends to be lacking in Papua New Guinea.

Generally, individual organizations use their own systems for developing key messages, although national consultations did highlight examples of organizations consulting with government agencies to ensure messaging developed at the national level is consistent. The absence of an inter-agency forum at subnational levels may contribute to a lack of coordinated and collaborative efforts, leaving organizations to operate within programme and donor boundaries.

In Milne Bay, the provincial disaster emergency committee approves messages for dissemination. In both Milne Bay and East New Britain, there is no inter-agency approach to vetting common messaging; and draft messages are not tested to gauge communities' level of understanding, or the cultural and linguistic appropriateness. Provincial

and community consultations highlighted that it is very rare to update messaging in response to community feedback.

Furthermore, most communities visited for recent HAG research indicated that they did not receive important information that could help them prepare for disasters. Communities maintain their own methods of generating information, but also called for increased access to information generated by other stakeholders, particularly weather and climate information (HAG, 2022: 18; see Box 9).

However, there have been some instances of good practice on common messaging. Following the 2018 Highlands earthquake, the Communicating with Communities Working Group, with support from Digicel and UN Women, established an information

line to reach communities with life-saving messages and alerts using audio streaming over mobile phones – essentially turning phones into radios. Community members dialled into the information line to hear short updates from humanitarian agencies; 50,000 text messages were sent twice weekly to promote the information line and share key messages, and an additional 10,000 automated calls were made to the affected area, playing the short messages once the call was connected. The Working Group, assisted by Digicel, was also able to measure the uptake of community audio messaging following the earthquake: in April 2018, more than 38,000 callers had listened to the messages over a two-week period (OCHA, 2018b; see Figure 9).

Box 9: Relevant information for communities

Some information that was identified as important to communities during recent HAG research includes:

- Locations of evacuation centres and safe zones
- Climate science and projections
- Food preservation techniques
- Climate-smart agricultural practices
- Preparedness strategies for different types of hazards
- Outcomes from vulnerability assessments
- Early warning systems and signals
- Traditional methods of predicting and preparing for extreme weather events
- Response plans
- Situation analysis such as past, present and future climate and disaster information

Source: HAG (2022): 18

Early warning systems

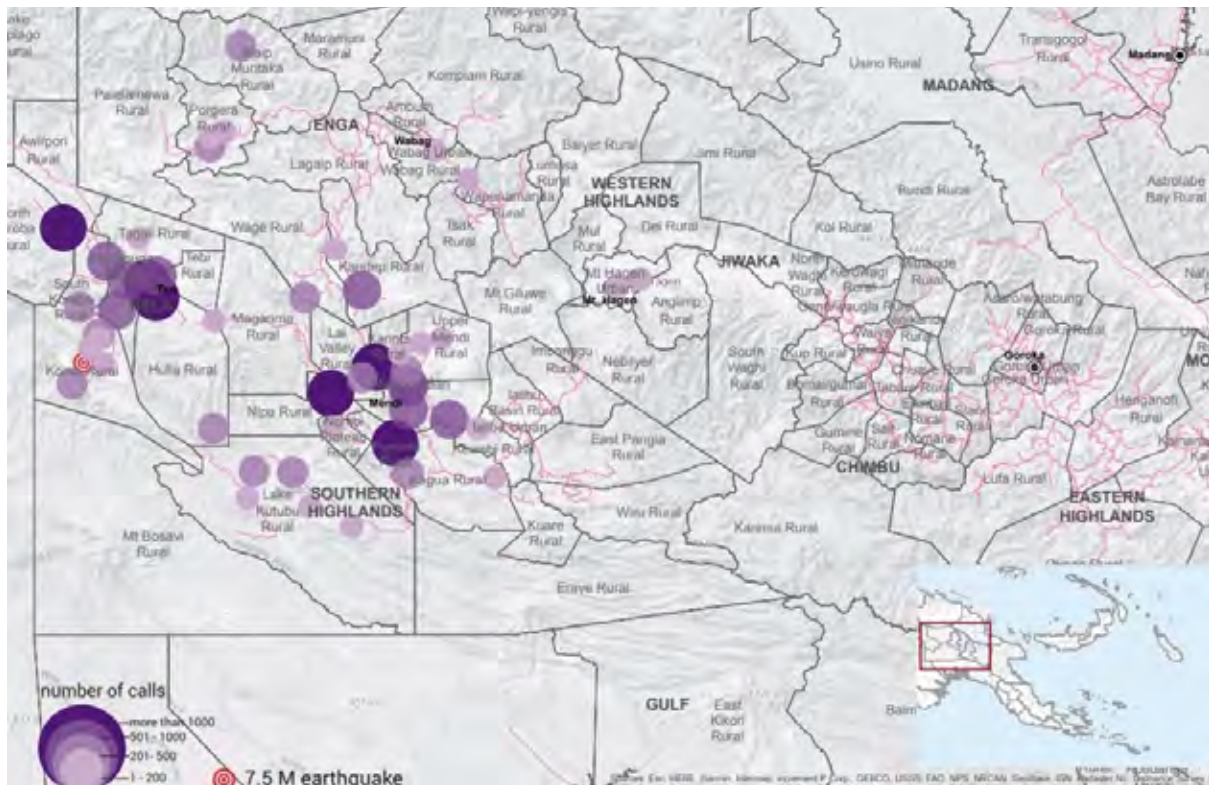
Papua New Guinea lacks adequate communication facilities at the provincial and sub-provincial levels to provide warnings to communities, especially those in remote and isolated areas. In addition, the procedures and protocols for early warning dissemination are unclear, which often results in warnings not being disseminated to communities.

National consultations undertaken for this study revealed very limited communication of potential hazards with provincial authorities or wider

communities (for information on which agencies are responsible for which warnings, see Box 10).

For example, in December 2021, king tides flooded communities and displaced approximately 53,000 people (UNDP, 2021b). The forecast of unusually high king tides was available to the National Weather Service, yet national consultations noted that communication with coastal provinces was slow and did not reach the communities that were adversely affected when the king tide hit. The

Figure 9: Uptake of common audio messaging following the 2018 Highlands Earthquake



Source: OCHA (2018b)

“Our village is close to the seashore. The seashore is disappearing, and we think it is the impact of climate change but we have no idea if that is true. Someone needs to tell us something about climate change. We also would like to have a simple community disaster ready plan so that everyone can understand what actions to take if a disaster strikes our community.”

Women’s focus group discussion, Milne Bay

National Weather Service issued a media release on 13 December 2021, more than a week after the king tides, warning coastal communities to be on alert for higher-than-normal tides over the following months (NWS, 2021; OCHA, 2021).

In contrast, provincial consultations in East New Britain noted that the province has a very effective communication network that enables rapid information-sharing with the community via Radio ENB and the Rabaul Volcanic Observatory on volcanic activity.

Traditional forms of early warning vary but may include shouting from high ground and imitation by recipients, blowing conch shells, house-to-house dissemination of warnings, beating *garamut* drums or fire and smoke signals (IOM, 2015: 11).

IOM staff member with community members draft their community's peacebuilding plan

Photo: United Nations in PNG



Box 10: Responsibilities for warnings

The following agencies are responsible for hazard warnings:

- Volcanic eruption: Rabaul Volcano Observatory
- Earthquake, tsunami: Port Moresby Geophysical Observatory Office
- Landslide, flood: Geological Survey Office
- Drought, frost: National Weather Office, National Agricultural Research Institute
- Cyclone, strong winds: National Weather Office
- Disease outbreaks: Department of Health
- Fire: National Fire Service
- Plane crash: Rescue Coordination Centre
- Sea mishap: Marine Search and Rescue Centre Office
- Accidents: Police, St. John Ambulance Company

Source: CFE-DM (2019): 44



Box 11. Good practice snapshot: *Meri Gat Pawa, Meri Gat Infomesen*

Meri Gat Pawa, Meri Gat Infomesen (Women Have Power, Women Have Information) is led by ActionAid Australia in collaboration with local partner organizations, YWCA, and PNG Assembly of Disabled Persons (and Nazareth Centre for Rehabilitation in Bougainville) to promote inclusive, local, and women-led COVID-19 prevention and response through the dissemination of locally appropriate messages.

Consultations were held with 250 women, including pregnant and breastfeeding women, women with disabilities, young and older women, to identify priority issues for communities and determine what messaging will be sent out through the network. Messages in English and Tok Pisin focused on dispelling COVID-19 misinformation while addressing local issues women were facing that were exacerbated by the pandemic, such as gender-based violence and social inequality.

Information is disseminated using bulk text messaging systems, local media, billboards, advertising on buses, and inter-personal and local or traditional communication systems. The text message campaign has reached 6.3 million Digicel subscribers.

Meri Gat Infomesen provincial hubs in Port Moresby and Bougainville coordinate and manage the project's activities, led by Shifting the Power Coalition focal points and project staff. YWCA has nine staff and 4,000 members; Nazareth Centre for Rehabilitation has 22 staff and a network of 498 women human-rights defenders.

Source: UNDRR (2022): 27 - 28.



A mother and child access healthcare at Susa Mama health clinic, Port Moresby General Hospital.

Photo: AusAID/ Ness Kerton, CC BY 2.0

Feedback and grievance redress systems

Feedback mechanisms provide organizations with data and perceptions from primary stakeholders about the quality and effectiveness of their efforts. Ideally a ‘feedback loop’ should be formed, with feedback regularly gathered and used to modify the communication of a response. Regular input from communities is vital to better measure performance and results, and improves the relationship between humanitarian responders and the community (CDA, 2011; CDAC, 2019). Feedback data can be aggregated across multiple agencies for macro analysis and embedded in the humanitarian architecture to facilitate a more systematic and coordinated approach (CDAC, 2019: 32).

A common feedback mechanism is a collective, easily accessible mechanism for sharing information with affected communities. This mechanism not only addresses complaints and feedback but also serves as a tool to generate information for planning, performance evaluation and decision-making by all actors, either for individual organizations or for the response as a whole (CDAC, 2019: 32). It is critical that we not only listen to community feedback and complaints, but also that we respond to them.

While humanitarian responders increasingly have feedback mechanisms in place, they need to be implemented much earlier in the response and communities need to be made more aware of their existence.

Following the 2018 Highlands earthquake, the Communicating with Communities Working Group worked closely with short-wave radio operators and the *I-Tok Kaunselin* helpline, an established psychosocial counselling telephone helpline managed by ChildFund, to ensure that affected community members were able to inform the humanitarian response through sharing feedback

with cluster leads and members. The radio operators and counsellors were also able to pass on basic information from the clusters to address common concerns from the community (OCHA, 2018a).

During the response, IOM’s community response map provided a confidential platform to share feedback with humanitarian organizations. It enabled humanitarian responders to track communities’ needs and perceptions of the humanitarian response (United Nations PNG, 2019).

Importantly, programmes were adapted in response to community feedback; for example, a child-friendly space was established in Southern Highlands following feedback received by community mobile teams. Audio messages were adapted following feedback provided by callers. The private sector also engaged the church to provide on-site psychosocial support following community feedback (DMT, 2018).

“Our common approach to disaster response is to provide to them what we think is the immediate need. We do not normally have time to listen to different voices like women and disabled people due to the urgent situation. We need to have a common system everyone can use to ensure we are responsive to every person’s needs.”

Michael Mogia, Director, Division of Provincial and Local Government Affairs, Eastern Highlands

The Communicating with Communities Working Group also developed and disseminated information to address rumours and key concerns identified through media monitoring. The materials were developed in local languages, such as Tok Pisin and Huli (OCHA, 2018a).

Despite this progress, a common or coordinated approach to community feedback collection and response remains weak in disaster management systems in Papua New Guinea. Collective effort from both government and non-government actors is required to address this. Government actors expect to receive and respond to community feedback through an established coordination structure, such as district and provincial disaster committees. However, these mechanisms are often not active or functioning, especially at the district level. Additionally, at the most local levels, community leaders will report directly to the entities they are most comfortable with, regardless of sanctioned administrative structures (see Annex 4). Culturally, community members may be reluctant to provide feedback, especially negative feedback, because it is seen as disrespectful.

No single common feedback pathway emerged from provincial and community consultations. In Bougainville and Madang provinces, for example, some communities were aware of the administrative structure of the local, district and provincial government, while others were not. There was no one in any of the communities consulted who was aware that they could provide feedback or complaints about the aid and services they had or had not received. If there was any feedback from government entities, community focus group discussions revealed that it rarely reached communities.

In Milne Bay, while there is an existing coordination structure in place linking the Provincial Disaster Committee to district and local-level government, and down to community levels, it is not as effective as it could be. Feedback and complaints are expected to be channelled through this system, but there is a

lack of capacity to assess and act on them. During the 2015–2016 drought in Milne Bay, for example, there were disparities in the distribution of assistance to communities; varying levels of satisfaction and dissatisfaction were expressed but this was never communicated to authorities.

Communities consulted in both Milne Bay and East New Britain strongly indicated the need for a clear feedback and complaints pathway that links communities to provincial and national agencies. However, although there is a ward development committee structure in place, communities felt the feedback system should not be attached to it. Rather, in both locations, there was community consensus that the church system is better able to represent their voices and act as a conduit or liaison point for the community; it is perceived as more enabling than a government or political structure.

In East New Britain, it was suggested that an inter-agency hotline might also be a useful feedback channel. In Milne Bay, there is an existing inter-agency hotline, but it is unreliable. There is an opportunity to build the capacity of agencies to ensure the hotline is reliable and effective.

Some organizations, such as FHI360, Save the Children, CARE, World Vision and Oxfam, have established individual agency feedback mechanisms as part of good practice or donor requirements and compliance, either operating in parallel with or integrated into an established monitoring, evaluation and learning framework. In many cases, this is as simple as a suggestion box. It was not clarified during consultations how these agencies respond to any grievances and complaints, if at all. Nevertheless, this is a good start and a common or coordinated approach to feedback collection and response should build on these existing systems, while utilizing channels most likely to elicit meaningful feedback from affected communities, including marginalized groups.

“Gender based violence and sexual exploitation and abuse happen all the time in our community. No one bothers about it as it is seen as an individual problem and no one wants to stick his or her nose in. We are afraid of reporting because of sorcery or physical attack. Village court officials are human beings; they are also scared of being accused of sorcery or being physically attacked so they are always on the perpetrator’s side. About 2 out of 10 cases are reported to town. Of these, one case is dropped due to transport costs and the other one is dropped due to extra fees charged by law enforcement people. What we need is not just a referral pathway but also measures to protect victims.”

Statement from a 45-year-old woman in Madang province. Women from Bougainville shared a similar sentiment.

Safeguarding and prevention of sexual exploitation and abuse (PSEA)

All workers associated with humanitarian response – international and national staff, volunteers, community mobilisers, and contractors – are perceived by beneficiaries and affected communities as having power. Their perceived or real influence over decision-making around the allocation of goods or services creates an inherent power imbalance. Therefore, all aid workers have a responsibility to prevent the occurrence of and protect beneficiaries from sexual exploitation and abuse (SEA) (REACH, 2020). Affected communities with poor knowledge of their rights, remote and marginalized communities, and those that are illiterate or living in extreme poverty are particularly vulnerable.

When a humanitarian worker develops concerns or suspicions regarding sexual abuse or exploitation by a fellow worker, whether in the same agency or not, they must report their concerns via established agency reporting mechanisms. Furthermore, humanitarian workers are obliged to create

and maintain an environment that prevents sexual exploitation and abuse and promotes the implementation of their code of conduct (IASC, 2019).

In 2020, UN Women was appointed the UN Country Team PSEA Coordinator in Papua New Guinea. PSEA focal points were also selected in July 2020 (IASC, 2021b). Since then, an inter-agency SEA risk assessment has been completed, common key messages relating to PSEA have been disseminated, PSEA activities have been integrated into humanitarian response plans, a PSEA action plan for 2020–2021 created, and a concept note on a national text message-based complaint and feedback mechanism has been developed (IASC, 2021a).

Sexual exploitation and abuse reporting pathways are unclear in rural communities in Papua New Guinea, in contrast to good evidence of appropriate service provision in urban centres. Community awareness of the existing *I-Tok Kaunselin* helpline

could also be improved in the provinces, with call data suggesting a greater awareness of the service in the National Capital District (ChildFund, 2021: 6; see Figure 10).

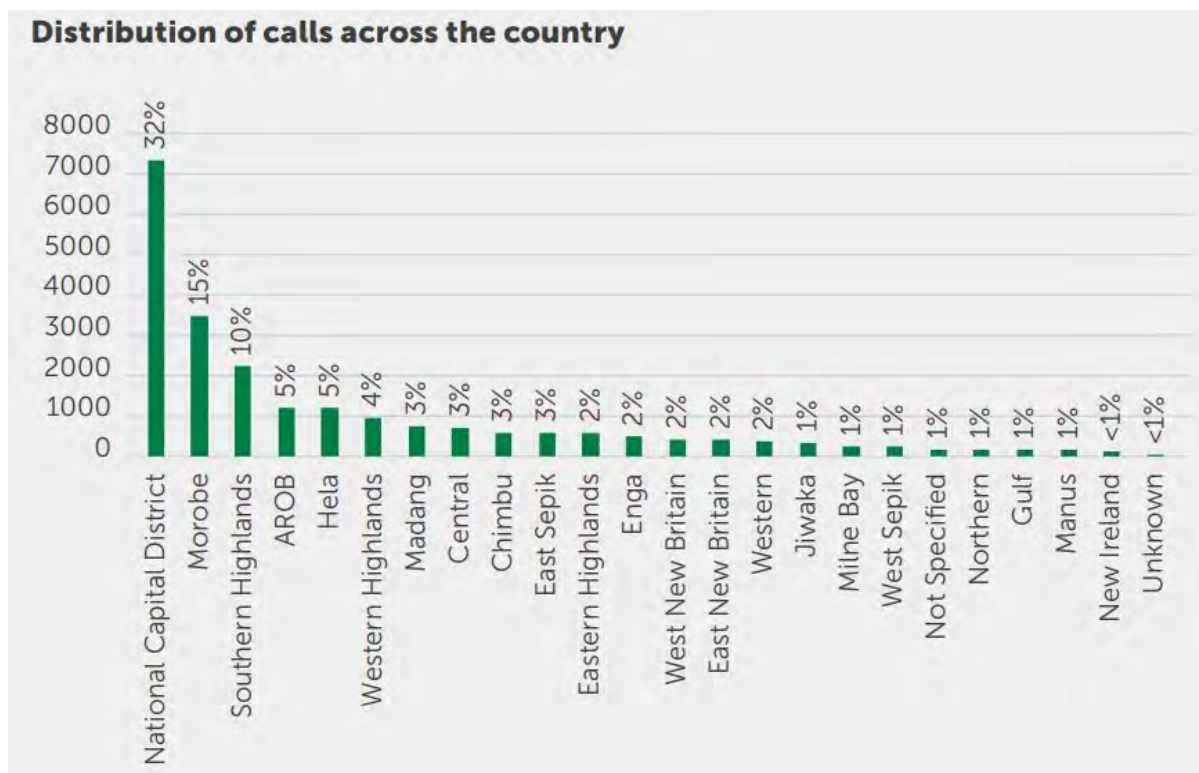
In Milne Bay, a PSEA network is present (including a safe house and family support centre) but not

active. Provincial stakeholders were not aware if there was a procedure to guide the referral of SEA-related complaints. In East New Britain, a PSEA network is present and active, with procedures and referral pathways built around it, but community members lack knowledge of the referral pathway.

“Sexual exploitation and abuse of women and girls is a common and acceptable practice in our societies. It happens frequently but no one can say anything as it is seen as a private business of the victim and the parents. The perpetrators are usually someone of high social status or a relative of a respected person. We grew up in a culture that teaches us to respect someone of high social standing. Therefore, even though they can be perpetrators, we still see them as heroes. Reporting them will bring so much hatred from the community members to ourselves and our family members.”

Reflection from an 18-year-old woman in Milne Bay

Figure 10: Distribution of calls to the *I-Tok Kaunselin* helpline across the country, 2019–2021



Source: ChildFund (2021): 6

All the communities consulted as part of this study had very limited knowledge of reporting and referral pathways. In Milne Bay, as in other areas such as Madang and Bougainville, communities expressed hesitancy to report cases due to fear of assault and sorcery-related accusations, as well as a need to protect the name of the family and the reputation of the perpetrator, especially if he is of high standing in the community. Communities in Milne Bay also expressed fear of losing out on future humanitarian assistance if cases concerned aid workers.

In East New Britain, there is reportedly some level of openness in reporting sensitive complaints linked to sexual exploitation and abuse. These tend to be reported to the court clerk or Ward Member. Depending on the severity and sensitivity, complaints are then referred to other levels for further hearing or settlement.

Communities felt that a reporting pathway and referral system should be built on a dominant church system, just like a broader feedback system. This is because communities felt that leadership within the government system may not represent their complaints accurately due to protocol issues. Communities in East New Britain also felt that the church could provide counselling, referral to health authorities, spiritual guidance, and maintain confidentiality. Communities also expressed a need for a strong system to be established at the provincial level, linked to the district level, so that victims can report more easily. These issues, of course, would have to be further explored to determine the safest and most viable options.



4

KEY FINDINGS



Photo: UNDP Papua New Guinea

Gaps, challenges, and barriers to systematic CCEA

A summary of gaps, challenges and barriers to systematic, two-way CCEA is outlined here. These themes emerged during national and subnational consultations, key informant interviews and community focus groups discussions.

Policies, plans, and frameworks

1. CCEA is not adequately and comprehensively reflected in national policies and subnational sector plans; for example, there is limited mention of the need to listen to and act on community feedback and ensure it informs decision-making.
2. In many cases there is no clear action plan for communities to mobilise to prepare for and respond to disasters and other emergencies; CCEA is an essential component of these plans. All communities consulted as part of study expressed a strong desire to have a simple community disaster readiness and response plan in place.
2. UN Communications Group members do not have community engagement responsibilities reflected in their terms of reference (ToRs); adding this emphasis will strengthen the sustainability of CCEA initiatives led by the Group.
3. The existing government administrative structure is constrained and not fully utilized. Frequent staff turnover and limited funding at subnational levels may affect regular inter-agency coordination. There is a lack of guidance to support coordination at subnational levels, including as to how existing focal points should link to other levels of the structure in terms of communication and decision-making.
4. Key focal points require strengthening. While community emergency teams, faith-based groups and community leaders tend to be in place at community levels, there is a lack of clarity on reporting and leadership responsibilities. In addition, community social structures and ward development committees lack capacity to mobilise and respond appropriately.

CCEA coordination

1. There is a lack of systematic data-sharing and CCEA coordination between national and subnational agencies, including both horizontal and vertical information flows. Data-sharing with international NGOs, UN agencies, the private sector and other humanitarian actors could also be improved. There is a need for organizations to agree on a common and coordinated approach to data collection, management and sharing to inform decision-making and improve information management capacity to support the coordination of information relevant to CCEA.

Information sharing

1. Life-saving information is not received by communities in a timely fashion. Existing systems are not very effective in detecting and communicating hazards.
2. Early warning messages are typically laden with jargon and are not easily understood by affected communities, if they are disseminated at all. It is not common practice to pre-test draft messages or revise messages in response to community feedback.

3. The communications landscape and channels differ between districts. District and provincial authorities lack data on communication coverage and preferences in their areas of responsibility.
4. There is a need to identify people who can translate messages into local languages. In addition, comprehension and accuracy of key messages needs to be assessed before and after translation.
5. Processes for vetting messages vary. A few organizations have internal vetting processes, but they tend to be time-consuming. One challenge regarding COVID-19-related messaging was the requirement for a committee of people approve all messaging; this considerably hampered the timely delivery of key messages and information to the public.
6. In many communities, there is limited knowledge of climate change impacts and opportunities for mitigation and adaptation; any risk communication campaigns should respond to existing levels of community knowledge and perceptions to increase uptake of mitigation and adaptation measures.
3. In particular, there is no clear referral pathway to support access to services for people experiencing SEA/GBV. There is a lack of knowledge about the importance of PSEA, especially among government agencies.
4. Most organizations do not have a mechanism for ensuring communities' views are considered in agency or response-wide decision-making, nor a process for sharing community insights with other agencies. Monitoring of any action taken based on community feedback appears to be weak or non-existent. Critical insights are therefore lacking as to how emergency responses can be improved to better serve the needs of affected communities.
5. Some community leaders lack capacity in community mobilisation and engagement; this results in disengagement and poor community participation. Furthermore, a lack of skills in participatory approaches can exclude marginalized people's perspectives.

Two-way communication and engagement

1. There is no commonly agreed approach or template for undertaking needs assessments, and the voices of marginalized groups are often excluded. Furthermore, it is not common practice to confirm the final findings of needs assessments with communities.
2. There is no clear, common pathway or standard approach for communities to provide feedback on or complaints about humanitarian assistance. Importantly, cultural values influence engagement with feedback and complaints mechanisms.

Opportunities and potential entry points to strengthen systematic CCEA

A summary of opportunities and potential entry points for strengthening two-way communication and engagement with disaster-affected communities is outlined here. These themes emerged during national and subnational consultations, key informant interviews and community focus groups discussions.

Existing commitments support advocacy for CCEA

1. AAP is a key obligation of DMT and ICCG members; the DMT member compact specifically includes AAP, PSEA and other protection clauses.
2. Existing provincial and district commitments and initiatives can support CCEA, as can global advocacy linked to climate change adaptation and mitigation programming.
3. Furthermore, through the Grand Bargain and other agreements, donors have committed to greater transparency and more support and funding for local and national responders, joint needs assessments, and including people receiving aid in making decisions that affect their lives.

Policies, plans and frameworks

1. The Disaster Management Act will be undergoing review, providing an opportunity to integrate CCEA responsibilities into national and subnational disaster management systems.
2. Some key priority areas of national policies and legislation can be linked to CCEA, while many provinces have draft disaster risk management plans in place, providing potential entry points for CCEA activities.

CCEA coordination

1. Strengthened national Clusters present potential entry points for locally led CCEA support, in particular those Clusters that have recently strengthened their relationships with government counterparts: notably the Education, Food Security, Nutrition and Protection Clusters and the Child Protection and GBV Subclusters.
2. The existing government structure could support the coordination of CCEA from the national level to communities and vice versa if capacity issues and other challenges are addressed. Priority issues include the need to ensure appropriate levels of staffing at subnational levels, and to strengthen the CCEA capacity of key personnel at provincial, district and local government levels, complemented by the provision of resources to support implementation.
3. Strong inter-agency coordination at subnational levels could support provincial disaster management team meetings and leadership.

Existing good practices, systems and processes

1. Individual agencies have good practices and systems for managing feedback, complaints and community perceptions that can be built upon. For example, a few organizations are taking final needs assessment reports back to affected communities for their endorsement, while others are reaching communities through faith-based networks.

2. In the HIV space, there is a community-led monitoring mechanism that could provide insights that humanitarian agencies can learn from.

Existing networks

1. There is an opportunity to contribute to more sustainable and accountable CCEA by working with structures that are typically present at the community level. These include the private

sector, Ward Members, clan leaders and church leaders, as well as NGOs and extractives companies in some provinces.

2. MAF Technologies has an established HF radio communication network and system, linked to remote areas throughout the country, which could be upgraded to support access to information in remote and isolated communities.

Key recommendations

These recommendations are drawn from the national and subnational consultations, recent learning from the experience of establishing CCEA platforms in Fiji and Vanuatu, and the response to the 2018 Highlands earthquake, as well as the IASC Guidance Note for Principals and Senior Managers in relation to AAP (IASC, 2018b).

This report acknowledges that community engagement should be a key part of nationally led disaster preparedness and response. However, the recommendations largely focus on the Disaster Management Team (DMT) as a key support structure for initiating and growing the capacity of national and local actors.

For DMT (collective level)

1. Demonstrate leadership commitment to AAP by measuring how well programme interventions (activities, services or assistance provided) meet the affected population's expectations around quality, effectiveness and expected results.²⁴
2. Ensure that cluster ToRs include responsibilities for integrating AAP commitments,²⁵ and that the commitments in the DMT ToRs and member

compact are followed through in all aspects of programme design and implementation, including needs assessments, needs analysis and response plans.

3. Allocate funding for coordinated participation mechanisms in humanitarian response plans.
4. Increase engagement with the NGO Development Council and other national NGOs and CSOs.
5. Regularly publish a summary of key DMT and cluster decisions, activities and priorities on the Humanitarian Response website to improve public understanding of and engagement with the DMT.
6. ICCG should include a standing agenda item in meetings on accountability/community engagement, reviewing results from complaints and feedback mechanisms and identifying trends, collectively defining solutions and tracking progress on addressing them.
7. ICCG should recognise and use existing local and national mechanisms for coordinated approaches to participation; use alternative

24. See Annexes 5–7 for some suggested questions and indicators to measure this.

25. In line with the IASC AAP commitments; the Core Humanitarian Standards; Gender Equality Programming; Minimum Operating Standards on PSEA; and the Best Practice Guide to establish Inter-Agency Community Based Complaint Mechanisms (CBCM) and its accompanying Standard Operating Procedures.

methods if these do not adequately capture the needs, voices and leadership of women, girls and marginalized groups.

8. ICCG should ensure complaints mechanisms have adequate systems in place to receive and address all complaints,²⁶ as well as appropriate and safe referral. The establishment of inter-agency community-based complaints mechanisms is strongly encouraged.
9. Share data and feedback collected across organizations, ideally standardising and aggregating feedback to track performance. Act on feedback collected across aid organizations; ensure it informs programme and course correction at the collective level.
10. Establish a diverse, multi-stakeholder community engagement working group, under the ICCG, that supports clusters' CCEA efforts and liaises closely with the UN Communications Group and any information management working group. The working group should:
 - include community engagement specialists;
 - involve diverse actors: government, international and national NGOs, media, private sector, telecommunication providers, faith-based groups, UN agencies;
 - explore partnerships and synergies with MAF Technologies' HF radio network and Digicel to support communities' improved connectivity and access to information;
 - focus on priorities identified by the NDC to build local ownership;
 - mobilise a flexible, joint pooled fund that can be drawn upon to support collective CCEA priorities.

For the community engagement working group (collective level)

1. Once established, the working group should (at national and subnational levels,²⁷ as appropriate):
 - develop an advocacy strategy to promote CCEA;
 - develop a document that clearly articulates the CCEA system, roles, responsibilities and expectations;
 - undertake preparedness planning that maps existing CCEA capacity, gaps, needs and preferred and accessible communication channels;
 - draft and update common key messaging;
 - add or update CCEA questions on the NDC forms; develop or adapt standardised CCEA assessment forms for more thorough assessments;
2. Work with the PSEA Network to develop common community feedback and SEA reporting pathways; ensure complaints mechanisms have adequate systems in place to receive and address all complaints,²⁸ as well as appropriate and safe referral;
 - support the development of simple local-level government disaster readiness and response plans.
3. Provide and participate in regular CCEA technical training, including to key focal points within the disaster coordination architecture. This should include:
 - identifying potential NGOs in each region and delivering training of trainers so that they can deliver CCEA training themselves at subnational levels;

26. Including sensitive issues such as SEA.

27. An active inter-agency forum at subnational levels can address these gaps with the support of the community engagement working group. Such a group will still struggle to address CCEA gaps without an active subnational forum. Therefore, it is highly recommended that strong advocacy is undertaken at subnational level, particularly with non-government actors, to provide alternative leadership.

28. Including sensitive issues such as SEA.

- advocating with NGOs to include CCEA training in their DRR work with communities and delivering CCEA training to focal points in close collaboration with Provincial Disaster Offices.

For DMT members (organizational level)

Member organizations should:

1. Allocate funds for CCEA activities.
2. Promote a culture among staff of accepting negative feedback from affected people
3. Update ToRs so that relevant staff are required to collect and respond to feedback from affected people and report back on how it has been addressed.
4. Ensure staff recruitment and performance management systems incorporate a requirement to measure responsiveness to feedback.
5. Enhance staff capacity on CCEA and PSEA. Work with local and national partners to develop a coordinated plan for AAP and capacity which is sensitive to gender, age, disability, and ethnicity.
6. Work with relevant local and national partners and actors²⁹ to support effective design, implementation and monitoring of the response.
7. Draft robust, contextual vulnerability and capacity analyses. Engage all parts of a community to equally contribute and share their views.
8. Provide information to affected communities about the organization, the principles it adheres to, how it expects its staff to behave, the programmes it is implementing and what they intend to deliver, including organizational commitments on PSEA.
9. Communicate in languages, formats and media that are easily understood, respectful and culturally appropriate, in line with community preferences
10. Consult with affected communities on the design, implementation and monitoring of complaints-handling processes.
11. Collect feedback in appropriate ways.³⁰ Use feedback as a benchmark in analysing and improving performance at programme/operation and organizational levels.
12. Welcome and accept complaints; communicate how the complaints mechanism can be accessed and the scope of issues it can address. Manage complaints in a timely, fair and appropriate manner.
13. At programme/operational level, require standard reporting to include information about how programming has been adapted to take into account the views and perspectives of affected people.
14. Assess the implementation of the Core Humanitarian Standard and other collective standards³¹ through self-assessments, peer review, third-party verification, or certification.

For the Government of Papua New Guinea (in addition to the above)

1. Integrate CCEA into national and subnational legislation, policies and plans.
2. Undertake a stock take of and invest in upgrading and expanding the nationwide VHF and HF radio network and mobile phone network coverage as a priority, especially in disaster- and conflict-prone locations; explore siting VHF/HF radios in local health facilities or dominant churches.

29. Including through targeted outreach to women's CSOs, disability and LGBTIQ advocacy groups, and/or specific age groups.

30. For example, groups are segregated by sex and age, confidential where necessary.

31. Including the IASC AAP commitments; Gender Equality Programming; Minimum Operating Standards on PSEA; and the Best Practice Guide to establish Inter-Agency Community-Based Complaint Mechanisms (CBCM) and its accompanying Standard Operating Procedures.

3. Pursue opportunities to expand broadcast radio coverage and affordable, accessible internet services, including planning for repair and maintenance, especially in disaster- and conflict-prone locations.
4. Pilot and strengthen subnational inter-agency forums that include a focus on CCEA needs. This should include:
 - advocating with NGOs and CSOs to provide alternative leadership in the absence of provincial administration leadership.
 - advocating with faith-based organizations in the provinces where NGOs do not have a presence (e.g. Milne Bay), to provide alternative leadership.
5. Interventions (activities, services or assistance provided) meet the affected population's expectations around quality, effectiveness and expected results;³³ share with the DMT
6. so that results can be aggregated at a collective level.
7. Require donor programmes to incorporate information provision, feedback/complaints and participation into activities and coordinate with diverse actors at national, regional and local levels.
8. Consider opportunities to improve connectivity to and among remote communities by distributing solar powered phone chargers and radios in affected areas following disasters, and by reducing or subsidising mobile data costs.

For donors

1. Lead and support advocacy for more consistent and systematic CCEA with disaster-affected communities
2. Provide flexible funding for collective CCEA initiatives, in line with existing Grand Bargain commitments to include people receiving aid in making the decisions that affect their lives. Flexible funding will enable programmes to adapt in response to community feedback.
3. Support the identification of synergies across existing humanitarian and development programming.³²
4. Invest in upgrading the nationwide VHF and HF radio network in partnership with NDC, especially in disaster- and conflict-prone locations, to support both humanitarian and development programming.
5. Demonstrate leadership commitment to AAP by measuring how well donor programme

For all agencies (in addition to the above)

1. All agencies, NGOs and development partners with CCEA-related projects should actively share information and collaborate where possible to avoid duplication of efforts.
2. Recognise and use existing local and national mechanisms for coordinated approaches to participation; use alternative methods if these do not adequately capture the needs, voices and leadership of women, girls and marginalized groups.
3. Share data and feedback collected across organizations, ideally standardising and aggregating feedback to track performance. Act on feedback collected; ensure it informs programme and course correction at the collective level.

32. For example, there are a number of relevant synergies with the Australian Government's new 'Building Community Engagement in PNG' programme.

33. See Annex 5-7 for some suggested questions and indicators to measure this



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ANNEXES

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Annex 1: List of agencies consulted

The following individuals and agencies participated in national and subnational consultation workshops and key informant interviews.

ORGANIZATION	ROLE
Government of Papua New Guinea	Director and NDC Team National Disaster Centre
	Boarder Officer Department of Provincial and Local Government Affairs
	Education in Emergency (EiE) Focal Point Department of Education
	Directors Provincial Disaster Emergency Coordination Centre
	Senior Standards Officer-Division of Education
	Provincial Disaster Coordinators
	Provincial Disaster Officers
	Provincial Adaptation and Mitigation Officer
	Senior Architect Division of Works
	Provincial Health Authority Chief Executive Officer
	Provincial Planner Division of Physical Planning
	Building Supervisor Division of Works
	Director Planning PHA
	M and E Officer PHA
	Advisor Division of Internal Revenue and Assets
	Advisor Division of Provincial and Local Government Affairs
	Food Security Officer Division of Agriculture and Livestock
	District Officer Division of Community Government Affairs
	Provincial Guidance Officer Division of Education
	Climate Change Officer
Advisor Division of Community Development	
Forestry Officer Division of Agriculture and Livestock	
Planning Officer Division of Physical Planning	
Surveillance Officer National Control Centre	
PNG Red Cross	Secretary General
	Chairperson
	Treasurer
	Vice Chairperson
	Provincial Branch Officer
	Communications (M and E) Officer
IOM	Mitigation and Adaptation Officer
	Project Coordinator
	Project Assistant
	Operations Manager
	Emergency and Disaster Management Coordinator

World Vision	Project Coordinator
	Project Officer
	Program Manager
	Humanitarian and Emergency Affairs Coordinator
Oxfam	Senior Gender Officer
	Governance Coordinator
	Project Officer
	Country Coordinator
Save the Children	Admin and Finance Officer
	Provincial Coordinator
	Project Manager
	Humanitarian Coordinator
CARE PNG	Project Officer
MAF Technologies	General Manager
	Manager, Information, Communication and Technology
	Admin and Finance Manager
Eastern Highlands Family Voice	Program Manager
	GEDSI Officer
IFRC	NSD Manager
National Control Centre	Surveillance Officer
UNHCR	Protection Officer
UNICEF	WASH Officer
	Nutrition Officer
	Education Officer
	Education in Emergency Specialist (Education Cluster)
	Child Protection in Emergency Officer
Child Fund	DRR Coordinator
Caritas PNG	Program Manager
NBC	Director Programs
	News Reporters
	Director
	Manageress
Australian Volunteer Services	Operations Officer
Christian Health Services	Director
	Programs Coordinator
FHI360	Deputy Chief of Party
	Programs Advisor
	GEDSI Advisor
FAO	Food Security Cluster Coordinator
	Head of Programme

Annex 2: Study locations and participants

Two national-level stakeholder consultation workshops were held in Port Moresby, and five subnational-level workshops were held in Alotau, Milne Bay; Kokopo, East New Britain; Buka, Bougainville; Madang town, Madang; and Goroka, Eastern Highlands. Community members and ward officials from nine local-level government wards were also involved in the consultations.

REGION	LOCATION AND DATES	ACTIVITY	PARTICIPATING AGENCIES
National	Port Moresby, National Capital District 12–22 December 2021	National stakeholder consultation workshop and key informant interviews	<ul style="list-style-type: none"> National Department of Education (NDOE) Department of Provincial and Local Government Affairs United Nations Children's Fund (UNICEF) International Organization for Migration (IOM) National Broadcasting Corporation (NBC) Caritas PNG World vision National Disaster Centre (NDC) National Control Centre FHI360 Christian Health Services Save the Children Australian Volunteer Services (AVS) International Committee of Red Cross (ICRC) PNG Red Cross Food and Agriculture Organization (FAO)
Southern	Alotau, Milne Bay 9–15 January 2022	Subnational stakeholder consultation workshop	<ul style="list-style-type: none"> Division of Works Provincial Health Authority (PHA) PNG Red Cross Division of Physical Planning Division of Provincial and Local Government Affairs Internal Revenue and Assets NBC PDC
		Ward-level consultations	Huhu LLG <ul style="list-style-type: none"> Maiwara ward Diwanai ward Maramatana LLG <ul style="list-style-type: none"> East Cape ward
New Guinea Islands	Kokopo, East New Britain 16–22 January 2022	Subnational stakeholder consultation workshop	<ul style="list-style-type: none"> Division of Education Division of Disaster and Emergency Office of the Climate Change IOM Division of Provincial and Local Government Affairs Division of Community Development Division of Agriculture and Livestock Division of Physical Planning NBC ENB Communication Unit
		Ward-level consultations	Raluana LLG <ul style="list-style-type: none"> Raluana ward

	Buka, Autonomous Region of Bougainville	Subnational stakeholder consultation workshop	<ul style="list-style-type: none"> • Bougainville Disaster Emergency Control Centre • PNG Red Cross • Office of the Climate Change • Bougainville Disabled Persons Association • New Dawn Radio Station • NBC Bougainville • IOM
	23-29 January 2022	Ward-level consultations	Buka LLG <ul style="list-style-type: none"> • Buka Urban ward • Hagogohe ward
MOMASE	Madang town, Madang	Subnational stakeholder consultation workshop	<ul style="list-style-type: none"> • World Vision • PNG Red Cross • Provincial Disaster Office • NBC Madang • Post Courier • Division of Community Development
		30 January-5 February 2022	Ward-level consultations
Highlands	Goroka, Eastern Highlands	Subnational stakeholder consultation workshop	<ul style="list-style-type: none"> • CARE PNG • Save the Children • Oxfam • MAF Technologies • Provincial Disaster Office • Eastern Highlands Family Voice
		6-16 February 2022	Ward-level and other consultations

Annex 3: Guiding research questions

The following research questions informed consultations and key informant interviews at the national and subnational levels.

1. Policy and legal frameworks

- Are CCEA and the inclusion and participation of marginalized groups reflected in national policies and legal frameworks?
- Are responding agencies including marginalized groups, as expressed in national policies and legal frameworks?

2. Coordination and collaboration on CCEA and related decision-making

- Is there a national and international humanitarian coordination structure in place? If so, is this structure effectively responding to CCEA needs in preparation for and in response to emergencies and disasters?
- Does information management capacity exist to support the coordination of information relevant to CCEA? If not, is there a room for further for improvement?
- Are there systematic processes in place for ensuring that CCEA is addressed at the response-wide level?
- What are the opportunities to strengthen inter-agency coordination and collaboration, with a particular focus on the DMT, inter-cluster coordination, and connections between field and strategic decision-making levels?
- What are the perceptions of responding agencies on the effectiveness of any common service (if existing) in increasing efficiency for the humanitarian system?
- Is a collective Standard Operating Procedure (SOP) in place to guide responding agencies during a response? If so, does it address CCEA and do responding agencies feel that they are better able to communicate with communities through using this SOP? If not, is there a need to establish a simple guide that can be used by responding agencies?
- Are there specific systems in place to detect and communicate possible hazards such as drought or earthquakes as well as outbreaks of disease?
- How are emergencies communicated with respective responding agencies at provincial level and wider communities? What are the opportunities for improvement, if any?

3. Entry points for improved sustainability and accountability

- Are there systems led by communities, civil society or private sectors actors that contribute to CCEA outcomes? Are there other entry points for more sustainable service provision?

4. Needs assessments

- Are needs assessed in a participatory way, going beyond consultations?
- Are the information and communication needs of individuals and communities being considered as part of organizational and/or joint needs assessments?

5. Communication landscape, preferred languages and communication channels

- Is there adequate information on the communication landscape, preferred sources of

information and channels of communication for diverse communities (including internally displaced people, refugees, and host communities)?

- Which channels and languages are used for providing information to communities? Are these the communication channels, sources of information and languages that are preferred by communities?
- What are the gaps (if any) in information sharing?

6. Messaging and common messaging

- Is there a standard way of validating and sharing messages across agencies, including agreeing on common messaging to ensure the provision of consistent information to affected communities?
- Is there a standard process of testing messages (including communities' level of understanding and the cultural and linguistic appropriateness of messages)?
- Is community feedback used to update messages?

7. Feedback, complaints and community perceptions

- Are communities able to provide positive or negative feedback on their experience of the aid they have or have not received?
- Do organizations have feedback and complaint response mechanisms? If so, what do they look like?
- Is there a mechanism for ensuring a synthesis of communities' views and perceptions is considered in agency and response-wide decision-making?
- Is there a standard process of sharing community insights among agencies? Are there regular meetings to discuss community insights?
- Are actions taken based on community feedback? Are they being tracked?
- Do feedback and complaints inform the response at field operation level as well as leadership/strategic level?
- Is there a common feedback mechanism in place and, if not, is there any foundation on which one could be built?
- Are any independent community perceptions surveys available?

8. Safeguarding and protection from sexual exploitation and abuse (PSEA)

- Has a PSEA network been activated? If PSEA activities are being rolled out, is there a coherent approach between PSEA and CCEA?
- Has messaging on sexual exploitation and abuse been agreed for engagement with communities about their rights and entitlements?
- Are there common guidelines or SOPs on how to handle complaints relating to sexual abuse and exploitation, fraud, and corruption? If not, how are these complaints usually addressed?

9. Good practices

- What good or promising CCEA practices are evident and how can they be better captured, shared and adapted?

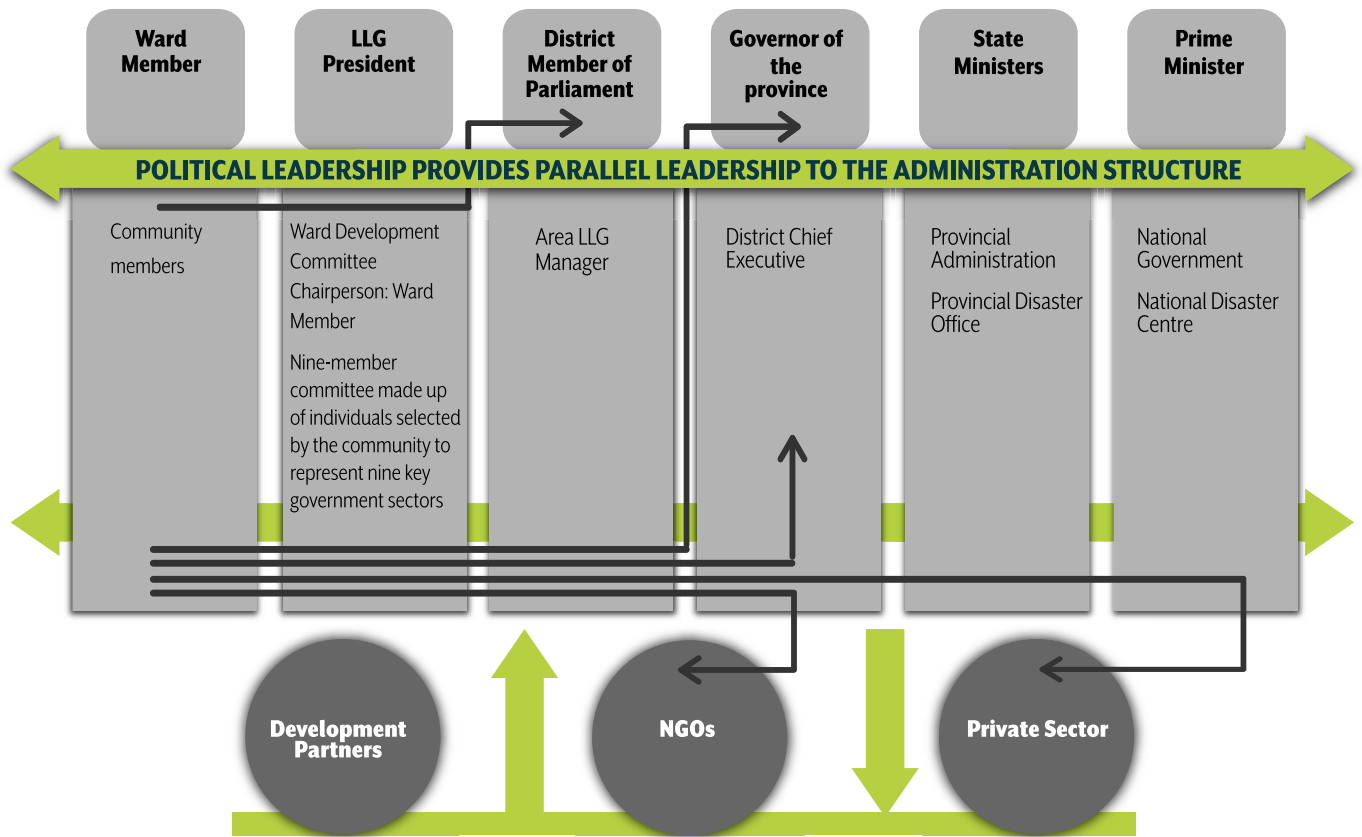
10. At local government, ward and community levels

- What is the most devastating disaster or emergency that has happened here?
- Does the community have a simple disaster preparedness, response and recovery plan that can be easily communicated with community members and other communities? If yes, who assisted in the development of the plan? If not, do you see a need for a community action plan?
- Do you receive early warning of oncoming emergencies or disasters?
 - If so, from which source(s)? Who from the community confirms this information? With whom? If not, how would you like to be informed of the early warning?
 - Are community members fully aware of early warning signs (including drawing their traditional knowledge)? If so, do you have a communication system to inform other communities and relevant authorities on local signs or events?
- Do you know how climate change will affect you? If yes, who informed you? Do you know what adaptation measures communities can take?
- How do community members receive news of emergency events? Which communication channels and news sources are easily accessible and most trusted?
- Is there an existing communication system that communities use to provide feedback on the aid (including information) they have or have not received? If yes, what are the opportunities for improvement? If not, is there a need to establish a simple system?
- How does the community mobilize to respond to an emergency or disaster prior to receiving assistance from responding agencies? Who takes the lead in organizing the community? Who is the contact person that the community appoints to communicate with response agencies and authorities (if a different person)?
 - Do you see a need for organized social structure leadership to play a role in organizing the community and communicating emergency events, whether they are slow-onset (such as drought, sea level rise) or fast-onset (such as cyclones, earthquakes, disease outbreaks) disasters or other emergencies?
 - Are different community leaders/focal points responsible for organizing the community depending on the type of disaster or emergency? For example, are there health or disaster committees with different leaders/coordinating focal points?
- Is there a system to report and communicate incidents of PSEA? If yes, what are the opportunities for improvement? If not, do you see a need to establish a clear line of communication? ³⁴
- How do community members participate in needs assessments? How inclusive is the assessment of marginalized groups? What are the existing barriers to communicating about disasters and health emergencies?
- What are the opportunities for enhancing communication about disasters and health emergencies?

34. Marginalized groups include, but are not limited to, minority groups, the elderly, women, girls, and people with disability.

Annex 4: Administrative and political architecture

There is an administration structure in place, but due to various reasons, community leaders report localized disasters via the structures they are most comfortable with. In doing so, there is potential to exclude the perspectives of marginalized persons.



Annex 5: Simple community engagement/AAP questions

Below are some simple, suggested community engagement/AAP questions that can be asked at all phases of the Humanitarian Programme Cycle (IASC and REACH, 2018; CDAC 2022b):

1. What are your priority concerns right now?
2. Do you know how/where to access assistance?
3. Do you feel you can influence decisions about the assistance you receive?
4. Are you satisfied that the assistance meets your community's priority needs?
5. Are you satisfied with the quality of assistance?
6. Do you think assistance is reaching those in most need fairly?
7. Do you think assistance is improving your situation?
8. Do you know where/how to make suggestions about the response?
9. If you make a complaint, are you confident you will get a response?
10. How do you think humanitarian actors behave with respect to affected people?

Annex 6: Monitoring CCEA at the outcome level

Below are some suggested indicators for answering the following question: How well do programme interventions (activities, services or assistance provided, etc.) meet the affected population's expectations around quality, effectiveness and expected results? (IASC and REACH, 2018; CDAC, 2022b).

1. % of population consulted satisfied that interventions address their priority needs and concerns (relevance)
2. % of population consulted satisfied with the quality of interventions (appropriateness)
3. % population consulted satisfied with the delivery of interventions (efficiency)
4. % of population consulted satisfied that interventions are fair, equitable and accessible to all groups in the target population (equity)
5. % of population consulted who consider they are able to influence programme decision-making processes (empowerment)
6. % of population consulted satisfied with the coordination of interventions (coherence)
7. % of population consulted who consider themselves more resilient/less vulnerable/more empowered as a result of interventions (effectiveness)
8. % of population consulted who consider themselves safer/better protected/at less risk as a result of interventions (effectiveness)
9. % of population (and/or local actors) consulted who consider their capacities have been strengthened as a result of interventions (effectiveness, sustainability)

Annex 7: Monitoring CCEA at the process level (coordination)

Below are some suggested indicators for answering the following question: How well do DMT members incorporate effective CCEA mechanisms into their management and decision-making and coordination processes? (IASC, 2021c; CDAC, 2022b).

1. # of organizations/projects with an explicit CCEA strategy aligned to overall DMT CCEA strategy
2. % of organizations using common CCEA indicators and monitoring approaches in line with DMT CCEA strategy
3. # and % of programmes with feedback and complaints mechanisms meeting minimum quality criteria
4. # of issues identified through feedback and other inputs from the target population for which solutions are in process or closed
5. % of DMT members that are satisfied with the effectiveness of coordination on CCE- and AAP-related issues
6. % of participants joining DMT meetings from local and national agencies
7. % of DMT members satisfied that they can influence decision-making in coordination mechanisms



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