

# OPERATIONS UPDATE



International Federation of Red Cross and Red Crescent Societies  
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## PAPUA NEW GUINEA: MANAM AND LANGILA VOLCANOES

21 December 2005

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 183 countries.

### In Brief

Appeal No. 05EA012; Operations Update no. 02; Period covered: August to October 2005; Appeal coverage: 105.3%

*(Click here to for the attached contributions list)(Click here for the live contributions list on the website).*

#### Appeal history:

- Launched on 21 June 2005 for CHF 471, 000 (USD 377, 298 or EUR 304,404) for 6 months to assist 11,500 beneficiaries.
- The budget is revised in this operations update to CHF 637,376 (USD 411,649 or EUR 411,649); [click here to go directly to the newly-attached revised appeal budget.](#)
- The programme has been extended to 31 March 2006. Final Report is therefore due on 31 June 2006.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 140,000.

Related Emergency or Annual Appeals: [Pacific Annual Appeal 05AA062](#)

**Operational Summary:** The Manam Appeal was launched on 21 June 2005 to assist 11,500 beneficiaries affected by the Manam and Langila volcanic eruptions. The emergency operation has been progressing steadily since August 2005 to meet its objectives. In Manam, 834 families have received assistance in the form of bush material while 236 houses have been built. Distribution and procurement in Langila is ongoing. The operation mobilizes the communities of displaced people and Papua New Guinea Red Cross Society (PNGRCS) volunteers to carry out its activities, particularly in constructing shelters in Manam. The pace of the operation is therefore very much dependent on the communities themselves. Several operational realities faced have led the national society to seek alternative, localized solutions (please see Constraints sections), leading to some necessary delays and adjustments in the operation. Furthermore, the high coverage of the appeal and good donor support necessitated an extension of activities and an ensuing budget revision (please see Background section for more details).

**Part of the response to the emergency appeal – CHF58,935 from AUSAID – has been diverted to the Bougainville Floods operation with agreement from the donor.**

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## Background

Both Manam and Langila volcanoes have subsided a great deal since their eruptions, which have displaced or affected up to 15,000 people. According to information sources provided through the Darwin Volcanic Ash Advisory Centre, latest ash emissions at Langila's crater were registered during 21-27 November 2005 but were mostly low-level plumes. Such additional activity has the potential to contaminate more food gardens and water sources. Manam only emits weak plumes of ash, last recorded at 29-30 October 2005.

The Manam and Langila operation has been progressing steadily since August 2005 to meet its objectives designed to overcome needs identified in the first assessments. The follow up assessment conducted in Langila has found that there is no further need to distribute water containers and tarpaulins.



*Children in one of the IDP communities.*

The timeframe for this emergency appeal has been extended to 31 March 2006 and the budget adjusted and increased by 35 per cent. The main variances in the new budget can be attributed to:

- increased relief needs and spending as inappropriate local suppliers compelled the PNGRCS to procure relief items (tarpaulins and water containers) from distant sources
- more construction tools and material needed to accommodate intensified human resources to meet the operation deadline
- increased transportation costs as opposed to storage because of factor a) and because construction material had to be appropriated outside host communities to maintain their relationships with the displaced
- increased administrative and capacity building costs owing to better direct monitoring of the operation by PNGRCS headquarters as well as improved training for local volunteers and staff

## Operational developments

### Red Cross and Red Crescent action - objectives, progress, impact

**Objective 1: Up to 7500 IDP from Manam will receive support in constructing medium-term shelter through the provision of local building materials, tools and transport.**

#### Progress/Achievements



*A completed medium-term shelter. These shelters are relatively sturdy, spacious and have proper ventilation.*

After the official launch on 12 September 2005, the Manam medium-term shelter project went into full swing. Actual ground work in terms of collecting basic project information took place between the month of July and August. Negotiations with local resource owners and Manam internally displaced persons (IDP) as well as dissemination of the project took up considerable attention and time. In a country like PNG where landownership is considered an important aspect of a clan's wealth, negotiations had to be carefully carried out to ensure landownership issues did not negatively impact the project further down the line.

Staff and volunteers were also recruited between July and August. Two staff members from the previous operation in Bougainville were recruited as field coordinator and field finance officer. The Papua New

Guinea Red Cross (PNGRC) Madang branch provided three volunteers to play supervisory roles in each care centre, while other volunteers were recruited directly from the host community and care centres. The Federation provided human resource support through a staff-on-loan from the Bangladesh delegation. The very experienced staff assisted in setting up the project and helped in the procurement and management of field activities.

Beneficiaries in each care centre were identified and confirmed against the original list made in the emergency phase to ensure the list's accuracy and relevancy. The same means of prioritizing assistance was used: first priority went to category 3 households that lived under tarpaulins; second priority went to category 2 houses that were partially built using tarpaulins; while least priority was given to those living in houses already built with bush material. The project team updates the beneficiary list regularly as it helps ensure the materials are distributed in a systematic manner.

After consultation with local resource owners, materials were supplied at a cost the PNGRCS and distributed to IDPs and the various care centres. Four two-tonne trucks are currently on hire to transport timbre and other bush material from resource villages to care centres. Each truck can make five to eight trips a day, depending on the distances between pick-up points and care centres. The number of targeted trips per day is often challenged as some pick-up points are 65-80km away from relevant care centres. Each truck can also carry 200 rounds of timbre per load. Often, only 40-50 rounds could be transported per load however because of the size of the logs. Road conditions and river crossings also play a role in extending the transport time of the materials and therefore the success of a day's operation.

Additionally, national society volunteers procured and distributed basic building tools and nails to each care centre, which are kept at the centres themselves and given out on loan basis to IDPs. The nails and building tools purchased are recorded on a master roll that has been created for each care centre. This master role also helps to forecast the types of materials in short supply. According to the forecast, the resource owners are identified and the needed materials are produced.

Depending on local leadership and flow of bush material, progress of constructing shelters varies from care centre to care centre. The most organized centres are in Bom and Mangem, which have formed groups of skilled carpenters to build shelters for those lacking the capacity to do so, such as widows, senior citizens and people with disabilities. These groups are able to put up at least two houses per day if the flow of materials is constant.

Activities have so far focused on beneficiaries in four care centres: Mangem, Asuramba, Bom/Daigul and Potsdam.

**Mangem:** This has been the most organized care centre, having organized groups of carpenters as mentioned above. Other NGO support in this care centre has further contributed to the IDP's well-being. In total, 249 families have received building materials and 72 houses have been completed. Some houses are still under construction but these are expected to finish by November.

**Asuramba:** Some challenges exist in the Asuramba care centre. The community is less proactive and construction has been slower than expected. There are also some pending issues relating to land space allocation. In an assessment conducted by the health team, living conditions here appear inadequate. Records show that 281 households have received bush material and 70 houses have been built.



*Communities in the care centres work together to construct shelters supported by the project.*

**Bom/Daigul:** The Baliau community is scattered throughout Bom Plantation, Kalava and Suaru. Communities in Bom Plantation have a good set up in place, with well-organized land allocation and two groups of skilled carpenters that can erect two houses a day. Similar to Mangem care centre, these carpenters assist beneficiaries that lack capacity to build their own shelters. These groups were organized by the council president and consist of

five people each. Lesser land space has meant the adjustment of standard housing size. Each house in Bom Plantation is now 6m x 3.5m in size and is built 8m away from each other. At the time of reporting, ten houses were completed and 26 were under construction. Twelve households in category 2 were also assisted with bush materials. The local community is confident the remaining houses (16) will be completed by the end of November as long as the supply and distribution of material remains constant.

Some from the Bailau community who live in other areas are facing land ownership issues. It is hoped that these will be settled by the end of the year.

**Potsdam:** Communities here are also well organized and have taken responsibility over building their own shelters. Some of them even began building shelters before the launch of the project. Most beneficiaries under category 3 here are from Mauduri village and were relocated from Bonaputa. In this care centre, 170 families received building material and 32 houses have been completed.

Item	Mangem	Asuramba	Bom/Daigul	Potsdam	Total
<b>Timbers</b>	16, 560	7, 131	9, 941	8, 688	42, 320
<b>Walling</b>	9, 302	8, 375	2, 208	2, 877	22,762
<b>Flooring</b>	3, 096	2, 072	1, 175	163	6, 506
<b>Roofing</b>	2, 579	5, 304	1, 000	1, 434	10, 317
<b>Total bush materials</b>	<b>31, 537</b>	<b>22, 882</b>	<b>14, 324</b>	<b>13, 162</b>	<b>81, 905</b>
<b>Nails</b>	22, 244	9, 388	5, 712	9, 388	46, 732
<b>Beneficiary families</b>	<b>249</b>	<b>281</b>	<b>134</b>	<b>170</b>	<b>834</b>
<b>No. of houses completed</b>	<b>72</b>	<b>70</b>	<b>62</b>	<b>32</b>	<b>236</b>

Table: Tally of building materials distributed to care centres for category 3 beneficiaries.

In addition to activities directly related to the construction of medium-term shelters, a team made up of the Federation regional health delegate, country relief delegate and PNGRCS senior health officer conducted a health assessment to care centres in Manam. Conducted from 19 to 23 September 2005, the assessment identified that health needs in Manam care centres have not been sufficiently met. In particular, a high ratio of either malaria or dysentery cases have been reported in each care centre. The team has therefore identified gaps that could be filled by the Red Cross. For example, while mosquito nets have been distributed to the Mangem care centre, the IDPs are unfamiliar with its usage. In the Asuramba care centre, the community is not used to boiling water; this practice is not suitable considering their current water source. Well-planned and professionally managed small-scale health projects aimed to fill these gaps are therefore possible if there is a need to extend activities beyond the area of building shelters.

#### **Impact:**

The PNGRCS has played a very important role in the negotiation, procurement and transportation of bush materials from the local communities to the care centres. This has led to the decrease in incidences relating to IDPs taking resources from the local communities without permission, which has reduced tensions between the IDPs and local communities.

The volunteers in each camp advocated for the formation of two to five groups per camp, depending on the IDP population size, to assist with the building of houses. People with skills were identified and encouraged to assist in the building of shelters. The PNGRCS volunteers built three models as demonstration houses for the IDP. Bush material was also used in the construction of classrooms, clinics as well as teacher and community health worker houses in the camps. This assistance was provided to the education and health departments.



*Branch volunteers learn to fill logistical forms and compile statistics during the operation.*

In the course of the operation, the branch and camp volunteers received hands-on training on filling in various logistics forms and compiling statistics on the distribution of bush materials, nails and basic building tools. This has led to the better control of the supplies and based on that, the project team has been able to speed up the operation to meet the daily targets. This exercise will build the society's capacity in terms of developing volunteers' skills; these volunteers can then be called upon to assist in future operations.

The involvement of Federation staff was of great assistance to the PNGRCS. Apart from being involved with the Manam project, the staff was able to run the vulnerability capacity assessment (VCA) workshop for the staff and volunteers.

### **Constraints:**

Through the course of the operation, several operational realities affected the project and its human resources. The PNGRCS could not commit a lot of services from July until 15 August 2005 as this was the period when funding agreements were signed. More time than expected was spent on preparing the housing sites and materials. This mostly involved clearing land and cutting coconut trees to make posts for the houses. The use of sawn timber was also time consuming and less productive. In the meantime, the official launch of the project drew a lot of human resources as the PNGRCS committed much time and energy to organize the launch, ensure all IDPs and local communities were informed about the project as well as complete the model houses.

Increasing daily truck loads lead to an increase in financial commitment and flow of statistics that is at a level challenging to the current project team. To reduce the risks that come with handling large amounts of cash in the field, the project team has adopted some safety measures. Members of the team have designated different days of the week for either paying resource owners or collecting materials. Although this has slowed down the pace of the work (material can only be collected a few days a week), the team feels the added security is worth the delay. This already indicates that the timeframe would be a challenge to meet, justifying the extension of the operation timeframe to 31 March 2006.

In the Asuramba care centre, the IDPs were not as cooperative in receiving supplies at the start of the project, leading to a deceleration in construction progress. The camp therefore has the highest number of households still living in category 3 type shelters. Materials are nevertheless delivered on a daily basis, and the IDPs are building the shelters at their own pace. Although this may delay progress, it can contribute to the beneficiaries' feelings of ownership over their own homes and this approach may be more sustainable in the long run.

Additionally, materials needed for the construction of roofs are not readily available in the host communities, as they are made from sago palm leaves and only found in swampy areas. Trips made to outlying areas to obtain the materials consequently slowed down the project and increased its cost. To overcome this deficiency, the project team is negotiating with the IDPs to use coconut fronds as a substitute. These may not be as durable but are abundant and easily available in the areas surrounding the local community and can simplify the IDPs maintenance of their roofs.

The final number of direct beneficiaries may be less than originally estimated. This is because there is a possibility that the actual number of people needing shelters may have decreased, as some beneficiaries have either relocated to different areas or built new shelters on their own. However, this will only be clear at the end of the project and will be explained in the final report.

**Objective 2: Up to 4, 000 people affected by the Langila volcanic eruption will be provided with immediate relief supplied, including water containers and tarpaulins, as wells as receive support in further preparedness measures.**

**Progress/Achievements (activities implemented within this objective)**

The initial assessment conducted in June recommended that water containers be distributed to six of the most affected villages, and a distribution was therefore planned and carried out accordingly. The West New Britain (WNB) provincial disaster committee had organized the distribution in such a way to include all other partners in disaster management such as the Salvation Army and Caritas. The PNGRCS was requested to distribute to the remaining population in areas that did not receive supplies from other sources.

Village Name	No. of Containers (15L)
Kilenge	80
Potne	66
Laut	49
Tavale	42
Vem	16
Kilenge Mission	16
Sumel	16
Galegale	10
<b>TOTAL</b>	<b>302</b>

Distribution to 302 households was completed and a further assessment was carried out in the course of the distribution. The assessment revealed that volcanic activity has subsided Mt Langila is still emitting ashes, however, and changes in the wind direction may cause villages previously not affected to have their food gardens and water sources affected. Inspections at the water sources of the affected villages – Kilenge, Potne and Ongaea – nevertheless revealed that they are well protected by the villagers.

Procurement of additional relief items for the WNB interim branch (this status was recently granted to them on 27 August 2005) is currently taking place and should be completed by the end of 2005. A 20-foot storage container donated by the WNB provincial disaster committee will be used for storing relief supplies.

#### **Impact:**

The distribution of 20-litre water container was very much appreciated by the local people, who previously often made several trips per day to water sources to fetch water in smaller pots and other containers. With the newly distributed containers, the people can now fetch and safely store water for longer periods. The water containers will also indirectly lead to a decrease in gastrointestinal diseases caused by unsafe drinking water.

The volunteers that took part in the Mt. Langila operation were from the West New Britain Red Cross working committee that was just recently established. They were exposed to hands-on training on conducting assessments, and in the course of the operation, they have also gained experience in arranging logistics for the movement of relief supplies and volunteers. As a result of the training received, WNB interim branch volunteers were able to carry out a separate set of assessment on the recent Mt. Gabana volcanic eruption.

The WNB working committee was recently given the status of interim branch by the PNGRCS national council on 27 August 2005. The branch has identified disaster management and first aid as two of its main branch activities. The PNGRCS first aid team is planning a visit to WNB in early 2006.

As the WNB Interim branch is new, it has yet to have an office space. A 20-foot storage container was therefore donated to the branch, giving it a location to safely store relief supplies and a well-positioned base from which they can respond to disasters in a timely manner.

#### **Constraints**

Transportation and movement of supplies to the disaster area was a major obstacle in the operation. There is only one small ship operating on a commercial basis that could be used to transfer cargo. Communication during the time of the eruption was difficult because of bad weather and congestion caused by volcanic ashes in the atmosphere.

#### **Federation Coordination**

The national society and the Federation continue to inform all partners involved in the Manam operation through the United Nations-organized monthly meetings. Other meetings such as the national disaster and preparedness committee meeting and the Manam stakeholders meeting are avenues for PNGRCS and the Federation to inform disaster management partners of progress made through their development and emergency programmes.

#### **Red Cross and Red Crescent Movement -- Principles and initiatives**

While implementing the medium-term shelter project, the PNGRCS makes an effort to ensure that its performance is in line with *Strategy 2010* and the Movement's Fundamental Principles. Through constant information sharing with donors and other stakeholders, the PNGRCS is now being approached by donors to look into other disasters

occurring around the country. This gives an opportunity for the PNGRCS to build awareness on the Movement and its Principles.

**National Society Capacity Building**

The Manam medium-term shelter project is the first of its kind to be solely managed by the PNGRCS and is seen as a good way to build up the capacity of staff and volunteers involved in the operation. Equipments purchased during the operation will be kept by the PNGRCS for re-deployment to similar operations in future.

**Communications – Advocacy and Public Information**

Through its good relationship with the local media, the PNGRCS continues to inform the public about the project and about the work of the Red Cross in other programme areas.

[Contributions list below; click here to return to the title page.](#)

# REVISED BUDGET SUMMARY

APPEAL No. : M05EA012

## **Mt Langila Emergency Operation & Manam Shelter Project**

TYPE	ORIGINAL <u>CHF</u>	REVISED <u>CHF</u>	VARIANCE <u>CHF</u>
<b>RELIEF NEEDS</b>			
Shelter & construction	184,000	207,000	23,000
Water & sanitation	40,000	5,000	-35,000
Utensils & tools		58,500	58,500
Other relief supplies		45,000	45,000
<b>TOTAL RELIEF NEEDS</b>	<b>224,000</b>	<b>315,500</b>	<b>91,500</b>
<u>CAPITAL EQUIPMENT</u>			
Computer & telecom equipment, generators	4,000	4,500	500
Other equipment		9,000	9,000
<u>PROGRAMME SUPPORT</u>			
Programme support	31,000	41,429	10,429
<u>TRANSPORT STORAGE &amp; VEHICLE COST</u>			
Distribution and storage costs	92,000	7,500	-84,500
Transport & vehicle cost		87,822	87,822
<u>PERSONNEL</u>			
Expatriate staff	51,000	52,375	1,375
National staff	28,000	31,500	3,500
Workshop & training	4,000	24,750	20,750
<u>ADMINISTRATIVE &amp; GENERAL SERVICES</u>			
Travel & related expenses	10,000	20,250	10,250
Information expenses	4,000	6,750	2,750
Office running cost		8,500	8,500
Communication cost		11,250	11,250
Administrative & general expenses	23,000	16,250	-6,750
<b>TOTAL OPERATIONAL NEEDS</b>	<b>247,000</b>	<b>321,876</b>	<b>74,876</b>
<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>471,000</b>	<b>637,376</b>	<b>166,376</b>
<b>LESS AVAILABLE RESOURCES ( - )</b>		<b>612,199</b>	
<b>NET REQUEST</b>		<b>25,177</b>	

# Papua New Guinea - Manam / Mt Langila volcanoes

ANNEX 1

APPEAL No. 05EA012

## PLEDGES RECEIVED

19/01/2006

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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### CASH

REQUESTED IN APPEAL CHF ----->				637,376	TOTAL COVERAGE 105.3%	
AUSTRALIA - RC		62,135	AUD	58,935	31.08.05	BOUGAINVILLE
AUSTRALIAN - GOVT				170,000	29.07.05	
ECHO (01001)		200,000	EUR	312,100	05.08.05	MEDIUM TERM SHELTER
ICELANDIC - RC		250,000	ISK	4,900	26.08.05	
JAPANESE - RC		18,900	USD	23,544	04.07.05	
MONACO - RC		10,000	EUR	15,605	10.08.05	
NEW ZEALAND - RC		50,000	NZD	43,975	09.08.05	
SWEDISH - GOVT		250,000	SEK	42,075	23.06.05	
SUB/TOTAL RECEIVED IN CASH				671,134	CHF	105.3%

### KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED IN KIND/SERVICES				0	CHF	0.0%

### ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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# Papua New Guinea - Manam / Mt Langila volcanoes

ANNEX 1

APPEAL No. 05EA012

## PLEDGES RECEIVED

19/01/2006

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	