

FINAL REPORT



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

Appeal No. 05EA012
20 May 2008

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 186 countries.

In Brief

Final Report; Period covered: 21 June 2005 to 31 March 2006; Final appeal coverage: 112%.
(Click here to go directly to the attached Final Financial Report)

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.
- Operations Update no.2 revised the budget to CHF 637,376 (USD 411,649 or EUR 411,649) and extended the timeframe to 31 March 2006.
- The budget was further revised upwards in this report from CHF 637,376 to CHF 747,377 (USD 718,631 or EUR 462,772) to reflect the additional costs incurred by the operation.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 140,000.

Related Emergency or Annual Appeals: [Pacific Regional Appeal 2005 \(05AA062\)](#)

Operational Summary: The Appeal was launched to assist local communities affected by the Manam and Langila volcanic eruptions. In all, the Federation emergency operation, implemented through the Papua New Guinea Red Cross Society (PNGRCS), provided relief shelter assistance to beneficiaries and affected households that exceeded the original targets of the Appeal, specifically for the Manam shelter component. The operation mobilized the communities of displaced people and Papua New Guinea Red Cross volunteers to carry out the self-help relief activities, particularly in shelter construction, making pace of the operation dependent on the commitment of the communities themselves, which reduced the pace of the operation. A part of the response to the emergency appeal amounting to CHF59,830 from AUSAID was channelled to the Bougainville flood operation with agreement from the donor.



People displaced by the Manam volcano eruption are living in the shelters built by the operation

The issuance of this Final Report was substantially delayed due to difficulties in determining entitlements and claims to payments for bush materials. The final budget was further revised upwards from CHF 637,376 to CHF 747,377 to reflect the additional costs incurred by the operation.

Background and Summary

The Manam and Langila operation was initiated by the Papua New Guinea Red Cross Society (PNGRCS) to provide assistance to the 15,000 people displaced or affected by the Manam and Langila volcano eruptions. This initiative followed assessments and consultation with key humanitarian actors. The operation aimed to respond to the immediate relief needs of those affected by the Langila volcano and focused on providing them medium term housing in the Manam care centers.



The operation progressed steadily

The operation progressed steadily from August 2005 to meet the immediate needs identified in the first assessment. The follow-up assessment in Langila found that there was no further need for intervention. As a result, the efforts of the national society were later channeled fully to the operation in Manam for the remaining duration. The Manam medium-term shelter project was subsequently extended from 31 December 2005 to 31 March 2006 to enable it to fulfill its objective of providing houses to 7,500 IDPs. But it had to end on 15 March 2006 due to a shortage of funds.

The Manam volcano erupted again in early March 2006. However, there were no reports of casualties. Also, it was determined that there is no immediate threat to the surrounding population on the mainland

of Bogia. It has become clear that the affected population will not be able to return to their island of origin in the foreseeable future due to the high risk of further eruptions. While final decisions regarding land use still need to be taken, the authorities estimate that the IDPs will remain in the care centres for a few years at least. If negotiations with landowners are concluded successfully, it is likely that the current care centres will become permanent settlements.

Health and hygiene at the Manam care centres remain outstanding issues which need the attention of the authorities. Community health education is lacking in the care centres. People have gone back to their traditional defecation practices and no longer use the pit toilets. Solid wastes are dumped on the seashore and not in refused pits.

Education in family planning and other relevant measures are vital, particularly due to their current status as internally displaced persons. They must be encouraged to take appropriate measures to maintain their health and well-being while in the care centres. There is also a need for education in sexual health, HIV and AIDS. Special attention needs to be given to the youth and sexually active members of the community to reduce their vulnerability to sexually transmitted infections and AIDS.

As mentioned in the last operations update, there is a need to carry out a small-scale health project. The PNGRCS will build on the community-based self reliance workshop conducted in 2002 on Manam island to further the awareness on health-related issues identified in the care centres.

Coordination

The national society and the Federation kept all partners in the Manam operation informed through the United Nations-organized monthly meetings. The national society also provided progress updates on its development and emergency programs through other meetings such as the national disaster and preparedness committee meeting and the Manam stakeholders meeting. The intention to close the Manam operation before 31 March 2006 was mentioned at the meeting coordinated by the Manam Humanitarian Implementation Committee in Madang on 2 March 2006. Through its good relationship with the local media, the PNGRCS was able to regularly inform the public of its medium-term shelter project, as well as other programmes of the national society.

Analysis of the operation - objectives, achievements, impact

Objective 1: Up to 7,500 IDP from Manam will receive support in constructing medium-term shelter through the provision of local building materials, tools and transport.



The communities work together to build their own shelters

The emergency operation provided relief shelter assistance to 8,814 beneficiaries from 1,475 affected households, exceeding the target of 7,500 beneficiaries and 1,250 households. While it was projected in previous operation updates that the number of beneficiaries would decrease as they returned to their island, in reality the number increased. This was due to new marriages, and people from towns returning and staying at the care centres, which have become homes to the Manam islanders. This meant that resources and materials were stretched to cover a larger range of beneficiaries, leaving a number of houses incomplete. It has been determined that some of these families have resolved this by sourcing material on their own. 753 houses were built and another 722 were partially completed (please refer to table on pg.

3). At the end of the operations, a total of 282 households were still without proper shelters, comprising mostly families which had moved from informal care centres into the formal ones.

The ground work for the shelter project, including the recruitment of staff, took place between July and August 2005. Negotiations with local resource owners and the IDPs as well as raising awareness of the project took up a considerable amount of time and attention. The selection and confirmation of beneficiaries was carried out by camp volunteers and a plan of implementation was formulated based on the information gathered.

During the operations, careful consideration was given to landownership issues to avoid complications. After the official launch on 12 September 2005, the Manam medium-term shelter project went into full swing with procurement and distribution of local bush materials, and basic building tools. However, by end of October 2005, much of the funds remained unspent and therefore the operation had to be scaled up in order to meet the initial deadline of 31 December 2005. The scaling-up of the operation led to a huge amount of cash floating in the field, creating a security issue. To overcome this, the project team carried out the collection of materials in such a way to as to minimize the workload in the care centres as well as keeping the amount of paper work under control. Members of the team designated different days of the week for either paying resource owners or collecting materials, which reduces the risks that come with handling large amounts of cash in the field. Although this slowed down the pace of the work (material can only be collected a few days a week) and led to a request for extension of the project deadline to 31 March 2006, the team felt the added security was worth the delay.

There are both formal and informal care centres present in the affected areas. Note the distinction between formal and informal care centres, whereby formal care centres are on government land, while informal care centres are established on traditional lands through internal negotiations/deals with local people. The PNGRCS operation funded through ECHO and other donors (via the Federation appeal) have focused on both types. Of the four care centres served by the national society Mangem, Asuramba are formal, while Bom/Daigul is informal.

Relevant logistical forms were printed to ensure that there was proper documentation of the collection and distribution of building materials. The volunteers were given hands-on training in ensuring that correct information is captured in the forms. The information compiled provided useful statistics for tracking the progress of the operation and in planning the day to day tasks in each of the care centres.

The housing condition in all four care centres which were assisted (Mangem, Asuramba, Bom/Daigul and Potsdam) have seen marked improvements since the shelter project was initiated. Materials were also supplied to clinics and classrooms in Mangem and Bom/Daigul care centres. Almost all the plastic tarpaulins have been replaced with the bush material houses.

Mangem: This has been the most organized care centre, with organized groups of carpenters to assist in constructing shelters, and some other NGO presence in the centre. 221 family units were identified as beneficiaries of the project. To date, 161 houses have been built, with 60 more to be completed.

Asuramba: As reported in the last operations update, this community was less proactive in the beginning of the project and therefore the progress of the construction was slower than other care centres. A total of 260 family units were selected as beneficiaries of the project. To date, 125 houses have been built with another 135 houses to be completed.

Informal Care Centres (Bom/Daigul): The Bom Plantation has a very good set up in place, with land fairly allocated to each of the household. Similar to the Magem care centre, two groups of 5 skilled carpenters each were formed among the IDPs to assist the community to construct houses. A total of 378 family units were identified as beneficiaries for the shelter project. So far, 134 houses have been built, with 244 houses to be completed. The increase in the number of houses in Bom/Daigul was due to people moving in from the informal care centres (mostly families hosted at Suaru village) to receive assistance to build their houses.

Potsdam: Communities in Potsdam were well organized and begun building their own houses even before the commencement of the shelter project in July 2005. In the last update, it was reported that most of the people in category 3 houses are those from informal care centres hosted by local communities such as the Bonaputa and Tobenam communities. As the Madauris from Bonaputa informal care centre were moved to Potsdam, a total of 616 houses were built to accommodate all the family units, including a few that had settled earlier in Potsdam but were without proper shelters. At the time of this report, 333 houses have been completed, with the remaining 283 houses partially completed.

The table below shows the break up of materials and number of beneficiaries assisted by the project.

Item	Mangem	Asuramba	Informal Care Centres	Potsdam	Total
Bush material					
Timbers (logs)	67,255	48,323	30,379	37,276	183,233
Walling (bamboo pieces)	39,415	22,286	36,107	27,140	124,948
Flooring (bamboo pieces)	30,219	28,598	18,930	20,094	97,841
Roofing (coconut fronds/bundles of sago leaves)	15,583	39,136	25,948	25,948	106,615
Nails (pieces)	25,922	30,532+424pkts	4,275+909pkts	18,226	78,955+2,090pkts
Total Beneficiaries	1,705	2,974	1,571	2,564	8,814
No. of completed houses	161	125	134	333	753
No. of incomplete houses	60	135	244	283	722
Total number of houses that received assistance	221	260	378	616	1,475

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

Based on initial assessments conducted in June 2005, water containers were distributed to 302 households in six of the most affected villages. Other partners in disaster management such as the Salvation Army and Caritas were also part of the West New Britain (WNB) provincial disaster committee, together with the PNGRCS. The PNGRCS was requested to deliver relief supplies to areas that were not covered by the others agencies. Subsequent assessments carried out to determine the need for further intervention revealed that volcanic activity had subsided. At the time of reporting, no volcanic activities were observed on Mt Langila. Inspection of the water sources of the affected villages- Kilenge, Potne and Ongaea - revealed that they are safe. The national society therefore determined to concentrate their efforts on the Manam shelter project based on the findings of the follow-up assessment.



PNGRCS volunteers load a truck bound for affected villages in Langila with relief items.

The villages which received the supplies appreciated the assistance of the PNGRCS, adding that it has actually helped by eliminating the need to make several trips per day to the water sources as the containers distributed allowed them to store water for longer periods of time. Water was safely stored by each household as a prevention measure for gastrointestinal diseases.

The distribution of relief supplies and the renovation of a 20-ft container did not take place as planned during the last reporting period due to the fact that the provincial disaster committee had not donated the container. Arrangements have been made to transfer a 20-ft storage container from the New Ireland branch to the WNB interim branch to be used. The experience gained in the Mt Langila operation was actually utilized by the then WNB working committee to conduct a separate assessment of the Mt. Gabuna volcanic eruption. The enthusiasm shown by the committee during the Mt Langila operation led to the recognition of the WNB working committee as an interim branch of the PNGRCS on 27 August 2005.

An obstacle faced by WNB volunteers was in terms of logistics as there was only one small commercial boat serving the affected area during the course of the operation. However, despite the bad weather, it did not prevent the operation from taking place.

Red Cross and Red Crescent Movement -- Principles and initiatives

There was constant information sharing with donors and other stakeholders and as a result the PNGRCS has been requested to carry out assessments on disasters occurring around the country, including an operation in the Western Province of PNG. Although the operation faced several challenges highlighted in lessons learnt below, the PNGRCS has made efforts to ensure that its actions are guided by the Movement's Fundamental Principles and in line with its Strategic Development Plan and the Strategy 2010.

National Society Capacity Building

The capacity of the PNGRCS was fully stretched from the emergency phase through to the implementation of the medium term shelter project. However, the national society learnt some valuable



A sign proudly proclaims this sturdy shelter is part of the Manam shelter component of the Red Cross operation.

lessons in managing a large scale project of this nature. These lessons learnt will help to shape the institutional development of the PNGRCS.

Lessons learnt:

- There is a need to develop a policy that will enable the national society to involve volunteers in provinces that do not have recognised branches;
- User-friendly finance and administration procedures as well as strict logistics procedures will be useful;
- A separate project team for restoration projects is needed as this will help the disaster management section continue implementing planned development program activities simultaneously with emergency programs;
- Effective coordination between the headquarters, branches and the field is vital, particularly in a large relief operation such as Manam.

[Final financial report below; click here to return to the title page.](#)

How we work

All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGO's\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

For further information specifically related to this operation please contact:

- Papua New Guinea Red Cross Society: Ms. Esme Sinape (Secretary General), email: hqpngrcs@online.net.pg; phone: +675 325 2145.
- Pacific regional delegation in Suva, Fiji: Mr. Frank Kennedy (Head of regional delegation), email: frank.kennedy@ifrc.org, phone: +91 11 2411 1122, fax: +91 11 2411 1128; Mr. Martin Blackgrove (Disaster management coordinator), email: martin.blackgrove@ifrc.org, phone: +679 999 2487.

International Federation of Red Cross and Red Crescent Societies

M05EA012 - Papua New Guinea: Manam & Langila Volcanoes

Final Financial Report

Selected Parameters	
Reporting Timeframe	2004/1-2008/4
Budget Timeframe	2004/1-2008/4
Appeal	M05EA012
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget		747,377				747,377
B. Opening Balance		0				0
Income						
<u>Cash contributions</u>						
<i>Australian Red Cross (from Australian Government)</i>		189,196				189,196
<i>DREF</i>		139,978				139,978
<i>ECHO</i>		313,280				313,280
<i>Icelandic Red Cross</i>		5,093				5,093
<i>Japanese Red Cross</i>		24,192				24,192
<i>Monaco Red Cross</i>		15,605				15,605
<i>New York Office (from United States - Private Donors)</i>		2,808				2,808
<i>New Zealand Red Cross</i>		42,750				42,750
<i>Swedish Red Cross (from Swedish Government)</i>		40,950				40,950
C1. Cash contributions		773,852				773,852
<u>Other Income</u>						
<i>Deficit Write-off</i>		60,000				60,000
C5. Other Income		60,000				60,000
C. Total Income = SUM(C1..C5)		833,852				833,852
D. Total Funding = B + C		833,852				833,852
Appeal Coverage		112%				112%

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		833,852				833,852
E. Expenditure		-833,852				-833,852
F. Closing Balance = (B + C + E)		0				0

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Reporting Timeframe	2004/1-2008/4
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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
BUDGET (C)		747,377					747,377	
Supplies								
Shelter - Relief	62,364		258,833				258,833	-196,469
Construction Materials	166,636		96,104				96,104	70,532
Clothing & textiles			14				14	-14
Food	30,000		12,179				12,179	17,821
Water & Sanitation	5,000		42,343				42,343	-37,343
Medical & First Aid			146				146	-146
Utensils & Tools	58,500		25,841				25,841	32,659
Other Supplies & Services	75,000		30,314				30,314	44,686
Total Supplies	397,500		465,774				465,774	-68,274
Land, vehicles & equipment								
Computers & Telecom	4,500		2,892				2,892	1,609
Office/Household Furniture & Equipm.			7,136				7,136	-7,136
Others Machinery & Equipment	9,000							9,000
Total Land, vehicles & equipment	13,500		10,028				10,028	3,472
Transport & Storage								
Storage			7,296				7,296	-7,296
Distribution & Monitoring	20,500		24,983				24,983	-4,483
Transport & Vehicle Costs	88,073		131,510				131,510	-43,437
Total Transport & Storage	108,573		163,789				163,789	-55,216
Personnel								
International Staff Payroll Benefits	52,375		22,416				22,416	29,959
National Staff			13,159				13,159	-13,159
National Society Staff	31,500		35,745				35,745	-4,245
Consultants			27				27	-27
Total Personnel	83,875		71,346				71,346	12,529
Workshops & Training								
Workshops & Training	25,750		1,436				1,436	24,314
Total Workshops & Training	25,750		1,436				1,436	24,314
General Expenditure								
Travel	24,250		11,993				11,993	12,257
Information & Public Relation	6,850		5,024				5,024	1,826
Office Costs	11,000		12,408				12,408	-1,408
Communications	11,250		24,558				24,558	-13,308
Professional Fees			10,849				10,849	-10,849
Financial Charges			583				583	-583
Other General Expenses	16,250		1,865				1,865	14,385
Total General Expenditure	69,600		67,279				67,279	2,321
Programme Support								
Program Support	48,580		54,200				54,200	-5,621
Total Programme Support	48,580		54,200				54,200	-5,621
TOTAL EXPENDITURE (D)	747,377		833,852				833,852	-86,475
VARIANCE (C - D)			-86,475				-86,475	