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Disaster Risk Management (DRM) Mainstreaming Programme for Papua New Guinea

PROGRAMME DOCUMENT

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Acknowledgements

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In addition the NDC would also like to acknowledge the contributions of the members of the Pacific Disaster Risk Management Partnership Network.

We look forward to working closely with all of you in implementing the actions under the PNG DRM Programme and realising its outcomes.

Martin Mose
Acting Director
PNG National Disaster Centre

Acronyms

ACP-EU NDF	African, Caribbean and Pacific – European Union Natural Disaster Facility
AusAID	Australian Agency for International Development
DRM	Disaster Risk Management
DRM NAP	Disaster Risk Management National Action Plan
DMPGM	Department of Mineral Policy and Geohazards Management
NDC	National Disaster Centre
SOPAC	Pacific Islands Applied Geoscience Commission
UNDAC	United Nations Damage Assessment and Coordination
UNDP PC	United Nations Development Programme Pacific Centre

I. Introduction

Background: The Papua New Guinea National Disaster Centre (NDC) requested the support of the Pacific Islands Applied Geoscience Commission (SOPAC) and the United Nations Development Programme Pacific Centre (UNDP PC) to provide advice to the Government of Papua New Guinea in relation to the development and implementation of a DRM National Action Plan (NAP) that is consistent with the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015 (Madang Framework) and other linked regional policy instruments. In response to the request an initial joint SOPAC and UNDP PC mission was undertaken from 8th – 12th February 2010. This was followed by a second mission from 3rd – 14th May 2010. The SOPAC/UNDP DRM Mainstreaming Programme was endorsed by the PNG National Disaster Committee on May 12th 2010.

Purpose: The purpose of this document is to outline the package of support to be undertaken by SOPAC and the UNDP pursuant to the commitment by the Pacific Disaster Risk Management Partnership Network¹ to assist Pacific island countries with the mainstreaming of disaster risk management. The support is to be carried out in conjunction with the Government of PNG and its local partners.

Process: The programme of support has been developed following a process of assessment and consultation with key stakeholders in PNG commencing in February 2010 and involving two (2) country missions by a joint team from SOPAC and the UNDP Pacific Centre. The missions have developed the programme based on:

- (i) A brief assessment of the progress made with regard to the implementation of the 2005 PNG Framework for Action.
- (ii) A review of the recommendations of recent DRM assessments for PNG as conducted by the UNDP (2008) and UNDAC mission (2009).
- (iii) Review of other relevant literature.
- (iv) Consultations with Government departmental representatives, development partners and donors resident in Port Moresby.
- (v) Meetings with the senior staff of the National Disaster Centre.
- (vi) Discussions and advice from UNDP DRM Program Manager out-posted to the National Disaster Centre by the UNDP PNG Country Office since August 2009.

ANNEX 1 provides a brief summary of the process used by SOPAC and UNDP to develop the programme.

¹ The Pacific DRM Partnership Network was established in 2006 to coordinate support by regional and global development partners and donors in relation to the implementation of the Madang Framework. SOPAC is the coordinator of the Partnership Network.

Following the consultations and literature reviews it is evident that the task of implementing a DRM mainstreaming exercise in PNG is extremely complex and challenging given the physical size of the country and a number of related issues for example the system of decentralised government. The different layers of government in PNG renders irrelevant the conventional DRM NAP approach whereby a committee of key agency representatives would work closely with partners to identify issues pertinent to each part of the country and then develop a NAP to address this. Rather, the consultations raised some interesting perspectives on the way forward for mainstreaming as summarised below. These findings have directly determined the approach and range of interventions which are discussed later.

Key Findings:

- i. There is a draft PNG DRM Framework for Action 2005 which for all intents and purposes represents a 'NAP'. This is a very high level strategic document and while it has not been formally endorsed by the Cabinet it provides some guidance for the creation of more specific and targeted DRM interventions.
- ii. The NDC as the lead DRM focal point for PNG must be able to lead the process of mainstreaming and effectively manage within existing resource constraints or limitations. The NDC cannot be reasonably expected to lead a comprehensive process of mainstreaming involving all agencies and covering the entire country since it does not have the human and financial resources to do so.
- iii. There are a significant number of existing national commitments and priorities which will potentially compete with a DRM mainstreaming initiative and so the approach for such an exercise must be manageable by the key agencies (and particularly the members of the National Disaster Committee) within that context.
- iv. Current national efforts such as the establishment of Liquefied Natural Gas (LNG) project for PNG has significantly occupied the development agenda of Government and so efforts in relation to DRM mainstreaming need to have a significant advocacy element. This would need to be strategically targeted at political level and as well at those relevant officials that provide policy advice and decision-making support at different levels.
- v. Existing Sector-led development initiatives also potentially provide an in-road for mainstreaming.
- vi. The decentralised nature of Government requires DRM interventions to also be focussed at provincial level in addition to national level.
- vii. That a comprehensive national level exercise, covering all provinces is not desirable and would indeed undermine meaningful mainstreaming.
- viii. The findings of recent DRM reviews, in particular the DRM situation analysis for PNG conducted in 2008 and the UNDAC mission review of 2009 provide a very useful starting point for the identification of DRM mainstreaming interventions.

The above findings and in particular the discussions held with a number of stakeholders have highlighted the following issues and challenges in relation to disaster risk management which have been translated into the focal areas of intervention under this Programme of support from SOPAC and UNDP. These are:

1. DRM Capacity of Key Agencies

There is a need to strengthen the capacity of a few agencies that are critical to the overall challenge of DRM. Whilst agencies generally have specific roles to play in terms of what has been established

...s their capacity to adequately fulfill some of these roles and to ...ative manner is inhibiting the overall ability of Government to ... more meaningfully address the issue of disaster risk.

In terms of disaster management, the National Disaster Centre, Police and Fire Services perform a key role in terms of the overall coordination of response to disaster and emergency events. The National Disaster Centre is expected to provide a conduit for both the identification of post-disaster needs in terms of relief etc for donors and partners to the affected community, and to do so must be able to link up effectively with Provincial Disaster Committees and Coordinators. They are at present unable to do so due to various skills and resource constraints and thus some direct investment in capacity building is essential.

Likewise the Police and Fire Service support emergency/disaster response but also carry resource and capacity constraints. A major challenge for the Police is in relations to the ability to address response from a security/conflict dimension. Since many emergency/disaster events can spurn conflict situations the Police must be able to, amongst other concerns, maintain regular contact with various levels of operational control. The need to bolster communications capacity has thus been identified as a significant challenge.

The Fire Service has in relation to natural hazard events, and specifically in terms of earthquakes a responsibility for Urban Search and Rescue. To be able to fulfill this responsibility (and other emergency response functions) there is a need for continuous in-service training of staff.

Another technical agency requiring capacity building support is the Department of Mineral Policy and Geohazards Management. As a reservoir of technical and scientific data and information that can be used to inform disaster risk reduction measures it is essential that they are best placed to provide for the coverage of hazard, vulnerability and risk information for the wide range of clients within and outside of Government. An assessment of capacity in this area acknowledges that whilst there is continuing investment in capacity building through AusAID and Geoscience Australia, the Pacific DRM Partnership Network can also provide support to ensure address gaps in terms of requisite equipment and related training and as well in terms of strengthening coordination with client groups.

2. Coordination on DRM

The issue of coordination between Government agencies on the one hand and also with non Government partners, donors and internal/external development partners continues to be a challenge. The institutional framework in terms of legislation and administrative direction provide opportunities for coordination but more effort by key agencies such as the National Disaster Centre needs to be made to ensure that progress is made on an overall DRM front.

Specifically in relation to disaster risk reduction, the National Disaster Centre is also given a coordination responsibility but the recent assessments and discussions have highlighted that as disasters are a development issue the challenge of improved coordination and dialogue must move beyond the confines of the National Disaster Centre's sphere of influence and into the mainstream of fora established specifically to address the development debate.

agement the National Disaster Centre must ensure that the course currently embedded within the existing institutional

The assessment for this programme has revealed that improvements can be made for DRM in terms of rejuvenating some of the existing mechanisms to progress dialogue and interaction for disaster management. In terms of disaster risk reduction the opportunity is also available to better use the existing 'development' machinery for the purpose of giving disaster risk a higher profile.

3. Institutional mechanisms/arrangements

There is a need to strengthen the current institutional or governance arrangements for DRM so as to improve interaction and dialogue on matters of emergency response and as well on disaster risk mainstreaming into planning and budgeting in a manner that will be sustainable to PNG over the longer term.

In 2008 the Government invested in the development of 'Disaster Protocols' to provide an overarching framework for DRM policy and practice. The assessment and discussions have revealed that certain aspects of the protocols have been addressed but only in part such as the development of an updated draft of the National Disaster Management Plan and a Procurement Policy. A major aspect of the protocols however that needs to be addressed is the development and promulgation of new legislation to supersede the existing Disaster Management Act 1984.

4. Awareness and understanding of disaster risk as a development issue

A significant aspect of the whole issue of DRM is in terms of the inextricable link between disasters and development. Interestingly and not surprisingly though, the assessments have revealed that the general interpretation of DRM mainly hovers around disaster or emergency response. Disaster events trigger a lot of interest at political level and galvanize support for response. In terms of 'peace time' efforts however issues in relation to the reduction of disaster risk do not make much headway. Disaster impact is more difficult to predict and may require investments which sometimes cannot necessarily be manifested in visible results.

The low profile of disaster risk reduction in existing discourse is a challenge that needs to be addressed. There is empirical evidence to demonstrate that national development budgets are often 'diverted' to address relief and rehabilitation arising from major disaster events. As a result planned development programmes are compromised.

The challenge is to provide a range of opportunities through targeted interventions to highlight the importance of planning with hazards and related risks in mind when considering development activities. The programme by SOPAC and UNDP will attempt to contribute in this area.

5. DRM Capacity at National and Provincial Level

A general issue (as already alluded to earlier) is the need to strengthen DRM capacities at a national level within PNG. This same emphasis however equally applies at a provincial level. While there are institutional mechanisms to foster increased and improved DRM activity at a provincial level the results of previous investments are mixed. Part of this is due to a significant emphasis on addressing

is also looking at opportunities to address mitigation. Another collaborative approach across sectors and importantly involving development planners from the key sectoral as well as national planning in the DRM discussions at provincial level

There is a need for a more comprehensive approach to disaster risk management at the provincial level whereby local stakeholders can be mobilized to identify the root causes of vulnerability and risk and to identify measures to address these.

6. Extensive/comprehensive assessment of risk

Exchanges with the Department of Mineral Policy and Geohazards Management (DMPGM) have revealed that there are gaps in the ability of the agency to provide a full suite of risk information to support planning and decision-making by Government and non Government agencies. There are limitations in their ability to collate for example, landslides data, lifelines data, infrastructural data etc. There is also a challenge in terms of the recovery of information and data collected previously and archived.

Under regional funding jointly provided by the Asian Development Bank and the World Bank and supported by SOPAC, PNG through the DMPGM is the technical focal point for a project to establish a national risk exposure database. Similar undertakings are being pursued in seven other Pacific island countries. The project will gather hazard and vulnerability/exposure data to inform risk assessments. Such an initiative will thus assist PNG to widen its coverage and depth in terms of risk data and information. PNG is also receiving on-going support in a related way through twinning with Geoscience Australia funded by AusAID.

With these existing projects/programmes in place there is an opportunity to assist the DMPGM to close the gap in terms of their overall capacity building requirements. The planned programme through SOPAC and UNDP will further address additional gaps and in an immediate way through for example the acquisition of specialised software and related training in tsunami and flood inundation modelling. Such an investment will facilitate more extensive and comprehensive assessments of risk.

7. Risk information flows for planning and decision-making

In connection with the capacity building of technical agencies (as highlighted earlier) there is also a corresponding challenge to ensure that the risk data and information is packaged and disseminated in a way that planners and advisors to Government and also outside Government can use to better frame development interventions. Discussions with the DMPGM have revealed that only a limited range of clients (largely in the mining and infrastructure sector) request hazard and risk information. The challenge therefore is to ensure that a systematic approach is established to ensure that national/sectoral and other agencies are aware of the existence of this hazard and risk information and know how to act on this to strengthen advice in relation to the planning of development interventions.

The proposed approach for the DRM Mainstreaming Programme is based on the key findings from consultations and the range of challenges and issues highlighted during the initial scoping and follow up missions. It is evident that the task of implementing a DRM mainstreaming exercise in PNG is extremely complex and challenging given the physical size of the country and other related issues such as the provincial government system. The different layers of government in PNG renders irrelevant the conventional approach to developing DRM National Action Plans whereby a committee of key agency representatives work closely with partners to identify issues pertinent to each part of the country and develop a NAP to address this. Rather, the consultations raised some interesting perspectives on the way forward for mainstreaming. These findings have directly determined the proposed strategy for the DRM mainstreaming programme:

- *National level Action Plan?* There is a draft PNG National Framework for Action 2005 which for all intents and purposes represents a ‘NAP’. This is a very high level strategic document and while it has not been formally endorsed by the Cabinet provides some guidance for the creation of more specific and targeted DRM interventions.
- *Capacity of Government:* the NDC as the lead DRM focal point for PNG must be able to lead the process of mainstreaming and effectively manage within existing resource constraints or limitations. The NDC cannot be reasonably expected to lead a comprehensive process of mainstreaming involving all agencies and covering the entire country since it does not have the human and financial resources to do so.
- *DRM reviews:* the findings of recent DRM reviews, in particular the DRM situation analysis for PNG conducted in 2008 and the UNDAC mission review of 2009 provide a very useful starting point for the identification of DRM mainstreaming interventions.
- *Provincial level?* The decentralised nature of Government will require DRM interventions specifically focused at provincial level in addition to those at the national level.

The mainstreaming exercise has been customised to suit the unique circumstances of Papua New Guinea. It uses an approach which limits the number of interventions in a way that is perceived as manageable by the National Disaster Centre as the lead focal point, and also by other key agencies that will be required to provide significant guidance in implementation. As such the strategy for the DRM Mainstreaming Programme involves the following two key components:

- **Implementation of DRM measures at the national and provincial level:** from information found during the scoping mission it has become clear that a number of activities need to take place before a fully-fledged mainstreaming process begins. These activities are focused on enhancing the capacity and enabling environment for mainstreaming DRM at the national and provincial levels. As such a series of immediate term interventions aimed at laying the foundations for medium to longer term activities over a 3 year period will be implemented. Medium to longer



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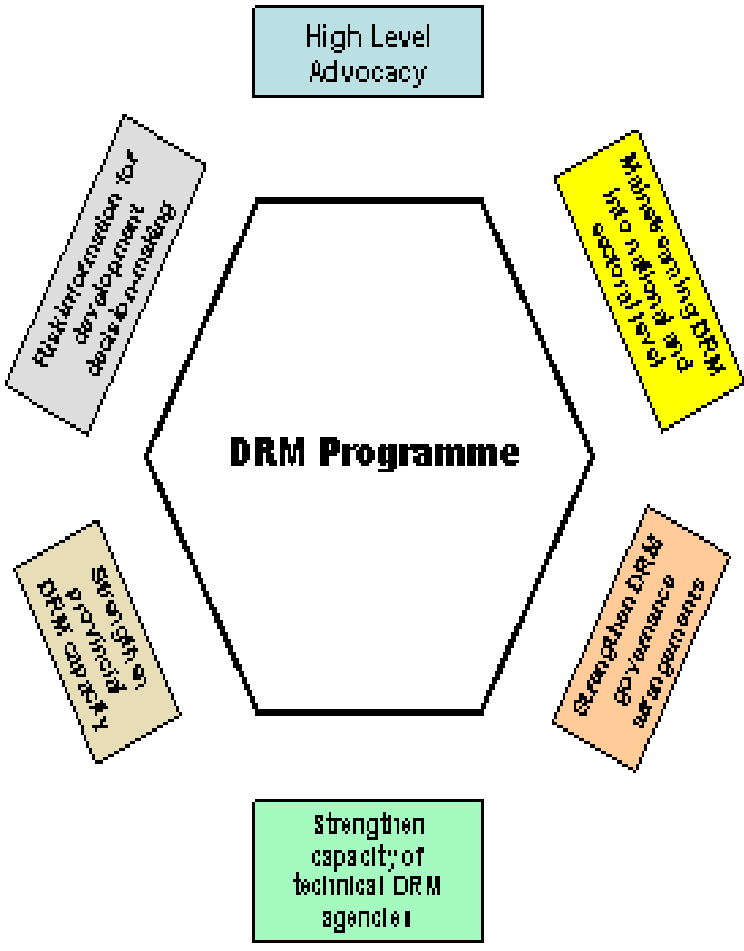
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the development of a DRM Action Plan at the provincial level, as well as planning activities within specific sectors.

- **Provincial level DRM Action Plan:** the development of an DRM Action Plan for mainstreaming DRM at the provincial level. This would draw from experiences in other Pacific Island Countries on the development of a NAP but would be applied to one selected Province. Morobe Province will serve as a pilot, the outcomes of which will inform the process of mainstreaming DRM in other provinces. This province-by-province approach reflects both the diversity and complexity of the disaster risk profile of PNG as well as the decentralised governance arrangements across the provinces.

IV. DRM Programme

The following provides a summary of the focal areas of the DRM Mainstreaming Programme. Each of the Focal Areas identified have cross-linkages and so are mutually re-enforcing. ANNEX 2 is a Results & Resources Matrix which provides a detailed breakdown of actions, expected results and projected costs for each of the Focal Areas.



Purpose: to establish and support a strategic mechanism of high-level advocacy for DRM mainstreaming into development planning and budgeting. This will initially be aimed at the national and sectoral levels but eventually also at provincial, district and local levels.

Strategy: demonstrate the link between disasters and development through economic analysis and targeted high-level advocacy at all levels of decision making. This approach will also complement the separate but related initiatives within Government in terms of climate change adaptation.

- Activity 1.1: Identify advocacy ‘champions’ in consultation with the National Disaster Centre and the Office of the Acting Chief Secretary
- Activity 1.2: Develop knowledge products to support focussed DRM advocacy at different levels of governance
- Activity 1.3: Undertake advocacy programmes at different levels

Activities and Sub-Activities:

Activity 1.1: Identify and ‘appoint’ DRM ‘champions’	
1.1.1	Support the Acting Chief Secretary to identify and ‘appoint’ high level champions
1.1.2	Undertake briefing/orientation for identified ‘champions’
Activity 1.2: Develop knowledge products to support focussed DRM advocacy at different levels	
1.2.1	Undertake economic impact assessment of selected major events using accepted methodology
1.2.2	Undertake analysis of existing levels of budgeted investment by the GoPNG in DRM across all sectors
1.2.3	Reports in 1.2.1 and 1.2.2 to be considered by key partners and NDC
1.2.4	Report submitted to key decision making mechanisms such as the National Disaster Committee, the CACC and the NEC
1.2.5	Report outcomes incorporated into the high level advocacy programme in Activity 1.3
Activity 1.3: Undertake strategic advocacy programmes at different levels	
1.3.1	Develop advocacy programme in consultation with high level ‘champions; National Disaster Centre and the Acting Chief Secretary
1.3.2	Support the implementation of the advocacy programme and undertake regular monitoring and evaluation to ensure adaptability to new and emerging needs and challenges

M into National and Sectoral Plans

Purpose: to ensure that disaster risk is integrated into the development planning and budgeting process and that there is greater prominence and acceptance of disasters as a development issue.

Strategy: strengthen existing planning and budgeting processes through the assessment and revision of public investment programmes, medium term strategic planning and sectoral planning and the integration of natural hazard and related risk information.

- Activity 2.1: Support the National Disaster Centre to develop a DRM sector plan in connection with the PNG Government Medium Term Development Plan to support the promotion of disaster risk management as a significant cross cutting development issue
- Activity 2.2: Review the planning process for the Public Investment Programme (PIP) and recommend revised processes/procedures to prescribe planning requirements for the use of natural hazard and related risk information
- Activity 2.3: Support sector level mainstreaming activities in two Ministries

Activities and Sub-Activities:

Activity 2.1: Strengthen the MTDP	
2.1.1	Support the National Disaster Centre to develop a DRM sector plan in connection with the MTDP
Activity 2.2: Strengthening the PIP planning process	
2.2.1	Assess planning processes and procedures in relation to the PIP
2.2.2	Submit recommended changes for strengthening the PIP process
2.2.3	Develop and implement a training and capacity building programme for national and sectoral planners to address changes to the PIP process
Activity 2.3: Support sector level DRM mainstreaming in the Department of Education and Department of Lands	
2.3.1	Undertake DRM mainstreaming in Education in relation to the development and implementation of the Education in Emergencies Policy
2.3.2	Undertake DRM mainstreaming in the Department of Lands in relation to the Physical Planning Act and related policies

Governance Arrangements

Purpose: to strengthen collaboration and coordination across Government and with Provincial, District and Local levels as well as with partners and other stakeholders with a view to greater efficiency and effectiveness in relation to all phases of the DRM cycle: prevention, mitigation, preparedness, response, relief, recovery, rehabilitation and reconstruction

Strategy: review of the Disaster Management Act 1984 and all DRM related legislative, policy and operational instruments and the subsequent development and dissemination of a policy framework and new legislation.

- Activity 3.1: Review of DRM Governance arrangements

Activities and Sub-Activities:

Activity 3.1: Review of DRM Governance Arrangements

- 3.1.1 Undertake the review of the Disaster Management Act 1984 and all associated legislation/policies (including the draft 'protocols')
- 3.1.2 Develop policy framework to guide revisions to the DM Act and related policies, plans
- 3.1.3 Develop new draft legislation to support new governance arrangements (following endorsement by the NDC and the NEC of the policy framework in 3.1.2)
- 3.1.4 Undertake awareness and training for the new governance arrangements at national, provincial and community levels.

Capacity of Key Agencies

Purpose: to increase technical capacities of key Government agencies that are relied upon by the Government in relation to disaster risk reduction and disaster management

Strategy: provide support in selected areas of need to bolster the capacity of agencies to better address their roles and responsibilities in relation to DRM.

- Activity 4.1: Strengthening of emergency communications capacity of the Police
- Activity 4.2: Support capacity development of Fire services personnel through in-service training
- Activity 4.3: Strengthen the capacity of the Department of Mineral Policy and Geohazards Management to provide natural hazard, vulnerability and risk information for development decision-making across PNG

Activities and Sub-Activities:

<p>Activity 4.1: Strengthening of emergency communications capacity of the Police</p> <p>4.1.1 Procure equipment based on assessed needs.</p> <p>4.1.2 Undertake training to support procurement of new equipment.</p>
<p>Activity 4.2: Support capacity development of Fire Services personnel through in-service training</p> <p>4.2.1 Review in-services training needs for the Fire service jointly with PNG Fire Services executive team</p> <p>4.2.2 Develop training materials for in-service training</p> <p>4.2.3 Assist PNG Fire Service to implement training programmes.</p>
<p>Activity 4.3: Support capacity development of the Department of Mineral Policy and Geohazards Management</p> <p>4.3.1 Procure GIS workstations, AO plotter and A3 scanner equipment to support DMPGM</p> <p>4.3.2 Conduct GIS training for DMPGM staff and selected staff of other key technical agencies</p>

Focal Area 5: Strengthen Capacity for DRM at the Provincial Level

Purpose: to strengthen the capacity of key stakeholders at the Provincial level for disaster management and risk reduction.

Strategy: strengthening planning functions for DRM by developing an overarching DRM action plan for a selected pilot province. This will be complemented by targeted capacity building initiatives such as training in DRM to key Government and civil society organisations, as well as investments in the provision of basic equipment for provincial Disaster Management offices.

- Activity 5.1: Develop a comprehensive Provincial Action Plan
- Activity 5.2: Strengthen the capacity of Provincial Disaster Coordinators and inter-sectoral DRM linkages at provincial level

Activity 5.1: Develop a comprehensive DRM Provincial Action Plan in Morobe

- 5.1.1 Undertake DRM advocacy
- 5.1.2 Conduct situation analysis for DRM at provincial level.
- 5.1.3 Engage stakeholders to review the current and forecast hazard situation, DRM gaps and identify opportunities for investment.
- 5.1.4 Use information in 5.1.2 and 5.1.3 to help develop a log frame for the action plan.
- 5.1.5 Finalise action plan with stakeholders and seek endorsement of provincial government
- 5.1.6 Submit action plan for review by the National Disaster Centre and endorsement by the National Disaster Committee.
- 5.1.7 Seek support of donors and partners for implementation. The NDC is to assist with resource mobilisation within Government.
- 5.1.8 Implement the action plan and undertake a regular system of monitoring and evaluation.

Activity 5.2: Strengthen the capacity of Provincial Disaster Coordinators in selected provinces

- 5.2.1 Identify institutional resource/capacity requirements of selected PDCs.
- 5.2.2 Establish costing of 5.2.1.
- 5.2.3 Procure relevant resources and undertake training as may be required

or Development Decision-making

Purpose: to facilitate the development and dissemination of hazard and related risk data and information from the Department of Mineral Policy and Geohazards Management to inform development planning and decision-making at national and sectoral level.

Strategy: support and the development of critical hazard and risk data and information to strengthen the application of hazard and related risk information for risk management in relevant sectors at national and provincial level.

- Activity 6.1: Develop a national seismic hazard model and map
- Activity 6.2: Develop a landslide susceptibility model and maps
- Activity 6.3: Develop a Geographic Information System to assist in visualising volcanic risks for development planning

Activities and Sub-Activities:

Activity 6.1: Develop a national seismic hazard model

- 6.1.1 Review and update of the national earthquake catalogue.
- 6.1.2 Development of a national seismic hazard model based on an updated earthquake catalogue and existing fault information
- 6.1.3 Production of seismic hazard maps at a 1:1 or 1:4 million scale showing maximum ground acceleration/shaking intensities for different return period events and other vital information required by end-users
- 6.1.4 Consultation with development planners and decision makers, such as DOW, national and provincial development planning/building boards on information requirements
- ...

Activity 6.2: Develop a landslide susceptibility model and maps

- 6.2.1 Development of the capacity of the Engineering Geology Branch in landslide hazard assessment and mapping
- 6.2.2 Production of a landslide susceptibility map at a 1:250,000 scale for selected pilot areas along the Highlands Highway
- 6.2.3 Development of a proposal for a regional landslide mapping programme
- 6.2.4 Consultation with development planners and decision makers, such as National Planning and DOW on information requirements

Activity 6.3: Develop a Geographic Information System to assist in visualising volcanic risks for development planning

- 6.3.1 Digitisation and compilation of existing spatial volcanic hazard information
- 6.3.2 Acquisition of very-high resolution satellite imagery of selected priority volcanoes
- 6.3.3 Compilation and collection of risk exposure information from remote sensing data and field surveys
- 6.3.4 Consultation with development planners and decision makers on information requirements and presentation.

V. Implementation Arrangements

SOPAC and the UNDP will jointly provide support to implement the range of identified interventions. In addition both agencies will be able to coordinate a wider base of support from other members of the Pacific DRM Partnership Network.

Financing

To facilitate financing for the implementation of activities under each Focal Area in the programme SOPAC and UNDP will mobilise support available to it through a regional facility for DRM mainstreaming under its control via the ACP-EU Natural Disaster and the AusAID NAP Facility. The ACP-EU Natural Disaster Facility was established by the European Union and the ACP Secretariat under the 9th European Development Fund. SOPAC is the regional organisation entrusted with the implementation of the facility. A total of €1.868 million is available to Pacific ACP states under the facility.

The AusAID NAP Facility was established in 2008 by the Australian Government to support regional efforts for DRM mainstreaming. A total of A\$2.265 million is available for the development and implementation of DRM National Action Plans over a 3-year period commencing from 2008.

SOPAC is also able to mobilise related funding through its core work programme to help augment the ACP-EU NDF and the AusAID NAP Facility where this may be necessary and in exceptional circumstances.

The UNDP will be able to mobilise support for the planned programme through its existing budget provided through the Bureau of Crisis Prevention and Recovery.

Technical advice from SOPAC, UNDP and other members of the Pacific DRM Partnership Network will be provided in-kind.

Implementation Structure

SOPAC, UNDP and other members of the Pacific DRM Partnership Network will coordinate their support through a special sub committee established under the oversight of the National Disaster Committee and chaired by the Director of the National Disaster Centre. The members of the sub committee will be representatives of the key Government agencies and local partners that will serve in a direct 'lead' role for the implementation of the programme. The terms of reference of the sub committee are at ANNEX 3.

Communications Strategy

The communication of the programme to all stakeholders local and external is critical to the success of the initiative. A comprehensive communication strategy for the programme will be developed by the Sub committee following NDC approval. Some of the considerations of the communications strategy will cover:

er Committee, CACC and NEC are regularly updated on

- Strengthen communication linkages with various regional development committees in order to facilitate the communication of the NAP to rural communities
- Maximise the use of free-to-air broadcasts on radio and television
- Utilise specialist public relations expertise to help define and develop awareness campaigns and associated material
- Use the networks provided through church and affiliated groups to ensure wide dissemination of information

The resource requirements and costs of the communications strategy will be identified by SOPAC and UNDP and be funded under the overall budget of the programme.

Monitoring and Evaluation

The monitoring, evaluation and reporting of implementation progress is to be managed through the appointed Sub Committee of the National Disaster Committee. In compiling reports those responsible will be required to undertake evaluations to determine the extent of progress in terms of qualitative and quantitative indicators in the programme and record any lessons learned to help identify future interventions in relation to climate change adaptation and disaster risk management.

In terms of donors and partners, the Director of the National Disaster Centre is obliged to fulfil reporting requirements in line with any Memorandum of Agreement/Letter of Agreement which SOPAC and UNDP (or other donors/partners) may prescribe to outline the nature of support each will provide for programme implementation. In cases where such MoA/LoA are concluded directly with a given Ministry, each such Ministry will be required to provide reports directly to SOPAC and UNDP (or the relevant donor or partner) in the format prescribed and inform the Sub Committee of the same.

The Task Force will also be required to develop reports to fulfil PNGs reporting obligations at regional level and global level in terms of contributing to progress reports against the:

- Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015
- Hyogo Framework for Action

The regional and global reports will be developed with the support of SOPAC.

The table below summarises the reporting requirements in relation to Programme implementation.

Roles and Responsibilities for DRM Programme Reporting

Stakeholder Group	Reporting Role/Responsibility
Sub Committee	<ul style="list-style-type: none"> → Assist each member’s line ministry’s with respective reports on programme implementation → Report progress against Memorandum of Agreement/Letter of Agreement

	<p>SOPAC/UNDP and other donors and development partners as the case</p> <p>Report implementation progress at least once every 6 months to the National Disaster Committee, DACC and NEC</p> <p>→ Develop reports to fulfil PNG's reporting obligations at regional level and global level</p>
Ministries	<p>→ Report progress against Memorandum of Agreement/Letter of Agreement with donors and development partners</p> <p>→ Contribute to reporting obligations of the Sub Committee</p>
Development partners and donors	<p>→ Prescribe reporting requirements for Memorandum of Agreement/Letter of Agreement</p> <p>→ SOPAC: prescribe reporting requirement in relation to the Pacific DRR & DM Framework for Action</p>

Planning and Implementing the Programme

The process for the development and implementation of a DRM Mainstreaming Programme consisted of the following key steps.

STEP 1:	Scoping Mission (<i>Country Engagement 1, February 2010</i>) <u>Output:</u> Proposed strategy for DRM Mainstreaming Programme
STEP 2:	DRM Mainstreaming Programme Design (<i>Country Engagement 2, May 2010</i>) <ul style="list-style-type: none">• <i>Validation of proposed strategy</i>• <i>Drafting of DRM Mainstreaming Programme</i> <u>Output:</u> DRM Mainstreaming Programme
STEP 3:	Design of Implementation Arrangements (<i>Country Engagement 2, May 2010</i>) <ul style="list-style-type: none">• <i>Estimating resource needs for activities within the DRM programme and associated costs</i>• <i>Identifying lead and support agencies</i>• <i>Timeframes</i> <u>Output:</u> Implementation Plan
STEP 4:	Implementation, Monitoring, Evaluation and Reporting of National and Provincial level activities (<i>On going from Country Engagement 3, September 2010</i>) <ul style="list-style-type: none">• <i>Activities based on implementation plan above</i>

Intended Outcome: DRM successfully mainstreamed in planning and budgeting processes across all sectors and levels of Government in PNG. Comprehensive Risk information systems developed with DRM and Risk data integrated into development planning and the necessary institutional frameworks and governance arrangements in place to facilitate effective DRM mainstreaming.

Outcome indicators including baseline and targets:

Indicator: DRM and risk considerations integrated into national planning and budgeting including PIP submission template. Budget allocations provided for DRM.

Baseline: DRM considered by PNG Government in terms of emergency response with insufficient governance framework and institutional arrangements to allow for DRM mainstreaming.

Target: DRM successfully mainstreamed and recognised by Government of PNG as a development issue with effective institutional frameworks in place and DRM advocates present in Government Ministries and Departments at the National and Provincial level.

Partnership Strategy: Programme jointly implemented by UNDP and SOPAC drawing on assistance by the Pacific DRM Partnership network

INTENDED OUTPUTS	OUTPUT TARGETS	INDICATIVE ACTIVITIES	TIMEFRAME	RESPONSIBLE PARTIES	INPUTS
OUTPUT 1: Increased commitment to DRM Mainstreaming through Advocacy					
<p>Baseline:</p> <p>NDC as sole coordinating body for DRM with a lack of 'key DRM focal points' in Govt to facilitate and advocate for DRM Mainstreaming.</p> <p>Lack of data on PNG Govt. investment and budgeting for DRM across sectors</p> <p>Lack of economic data on impacts of</p>	<p>DRM 'champions' identified, oriented/trained on DRM mainstreaming issues</p> <p>Economic impact assessment of major events conducted</p> <p>Analysis of existing levels</p>	<ul style="list-style-type: none"> Activity 1.1 : Identify advocacy 'champions' in consultation with the NDC and the Office of the Acting Chief Secretary Activity 1.2 : Develop knowledge products to support focussed DRM advocacy at different levels Activity 1.3 : Undertake strategic advocacy programmes at different level 	Qrt 4 2010 – Qrt 2 2011	<p><u>Lead</u> National Planning</p> <p><u>Support</u> SOPAC / UNDP, NDC</p>	<p>\$ 39,500 K</p> <p>\$ 24,000 K</p> <p>\$ 28,000 K</p>

	TARGETS	INDICATIVE ACTIVITIES	TIMEFRAME	RESPONSIBLE PARTIES	INPUTS
<p>Indicators:</p> <p>DRM 'champions' identified and established in key Govt offices, including NPO.</p>	<p>Investment by Government in DRM across all sectors completed</p> <p>DRM advocacy conducted at different levels of Gov PNG</p>				
Total for Output 1:					\$ 91,500 K
OUTPUT 2: Integration of DRM into development planning and budgeting process and greater prominence and acceptance of DRM as a development issue					
<p>Baseline: Disasters and emergencies largely regarded in terms of response with NDC as coordinating body. Insufficient recognition of DRM as a development issue and limited coordination into development planning and budgeting for DRM.</p> <p>Indicators:</p> <p>PIP submission templates include DRM as cross-cutting issue as with HIV/AIDs and Climate change</p> <p>Number of Government Agencies/Depts. utilising DMPGM risk info and hazard data for planning at the National/Provincial and LLG level</p>	<p>DRM sector plan developed in line with MTDP requirements</p> <p>Natural hazard and risk information incorporated into PIP process</p> <p>Emergency Education policy developed and implemented</p> <p>Physical Planning Act reviewed to incorporate natural hazard and risk information in development planning</p>	<ul style="list-style-type: none"> • Activity 2.1 : Support the NDC in development of DRM sector plan in connection with the GOVPNG MTDP • Activity 2.2 : Review of the PIP Planning process to incorporate natural hazard and risk information • Activity 2.3 : Support sector level mainstreaming in the Dept of Education and the Dept of Lands 	<p>Qrt 4 2010 – Qrt 2 2011</p>	<p><u>Lead</u> National Planning</p> <p><u>Support</u> SOPAC/UNDP</p>	<p>\$ 23,800 K</p> <p>\$ 35,000 K</p> <p>\$ 144,100</p>

TARGETS	INDICATIVE ACTIVITIES	TIMEFRAME	RESPONSIBLE PARTIES	INPUTS	
Total for Output 2:				\$ 202,900 K	
OUTPUT 3: Strengthened DRM Governance Arrangements					
<p>Baseline: Intergovernmental agency interaction and dialogue on DRM lacking with institutional framework and governance geared toward emergency response rather than DRM, holistically.</p> <p>Indicators:</p> <p>Policy framework developed to facilitate implementation of DM Act revisions</p> <p>Legislation drafted to support new governance arrangements</p> <p>Training workshops conducted to raise awareness of new governance arrangements</p>	<p>Disaster Mgt. Act 1984 reviewed</p> <p>Policy framework developed to guide revisions to Disaster Mgt. Act</p> <p>New draft legislation to support DRM governance arrangements</p> <p>Training and awareness conducted for new governance arrangements</p>	<ul style="list-style-type: none"> Activity 3.1 : Review of DRM Governance arrangements 	<p>Qrt 4 2010 – Qrt 2 2011</p>	<p><u>Lead</u> NDC</p> <p><u>Support</u> SOPAC/UNDP</p>	<p>\$ 189,400 K</p>
Total for Output 3:				\$ 189,400 K	
OUTPUT 4: Enhanced Capacity of Key DRM Agencies					
<p>Baseline:</p> <p>Emergency communications in Morobe Police outposts lacking with insufficient comms in times of</p>	<p>Morobe Police outposts outfitted with emergency communications</p>	<ul style="list-style-type: none"> Activity 4.1 : Strengthening of emergency communications capacity of RPNGC Activity 4.2 : Support capacity development of Fire services 	<p>Qrt 4 2010 – Qrt 4 2012</p>	<p><u>Lead</u> RPNGC, PNG Fire Services, DMPGM, NDC</p>	<p>\$ 250,000 K</p>

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	TARGETS	INDICATIVE ACTIVITIES	TIMEFRAME	RESPONSIBLE PARTIES	INPUTS
<p>Lack of accredited training programmes for Fire personnel. DMPGM</p> <p>Indicators:</p> <p>Emergency comms provided for Morobe outposts and necessary training conducted in selected outposts.</p> <p>PNG Fire Services in-service training programme developed and implemented over two year period with accredited certifications and diploma programs developed.</p>	<p>Training developed and implemented for PNG Fire Services</p> <p>DMPGM provided with necessary tools including hardware, software and related training to carry out effective risk mapping to be utilised by PNG Government Departments and Ministries</p>	<p>personnel through in-service training</p> <ul style="list-style-type: none"> Activity 4.3 : Strengthen capacity of the DMPGM to provide natural hazard, vulnerability and risk information for development decision-making 		<p>Support SOPAC, UNDP</p>	<p>\$ 391,000 K</p> <p>\$ 198,169 K</p>
<p>DMPGM equipped with</p>	Total for Output 4:				<p>\$ 839,269</p>
OUTPUT 5: Strengthened capacity for DRM at the Provincial level					
<p>Baseline: DRM arrangements for Morobe Province requires cross-sectoral coordination for effective DRM mainstreaming.</p> <p>Indicators: Morobe Action Plan developed through inclusive and cross-sectoral consultation process.</p>	<p>Comprehensive DRM Provincial Action Plan developed and implemented for Morobe Province</p> <p>Needs analysis conducted for selected PDC's and equipment provided and related training provided</p>	<ul style="list-style-type: none"> Activity 5.1 : Develop a comprehensive Provincial Action Plan for Morobe Activity 5.2 : Strengthen capacity of PDC's in selected Provinces 	<p>Qrt 4 2010 – Qrt 2 2011</p>	<p>Lead Morobe PDC, NDC</p> <p>Support SOPAC, UNDP</p>	<p>\$ 125,200 K</p> <p>\$ 200,000 K</p>

TARGETS	INDICATIVE ACTIVITIES	TIMEFRAME	RESPONSIBLE PARTIES	INPUTS
capacity.				
Total for Output 5:				\$ 325,200 K
OUTPUT 6: Hazard and risk related data developed and disseminated from DMPGM to inform development planning at national and sectoral level				
<p>Baseline: Risk information not currently utilised in development planning processes across Govt sectors</p> <p>Indicators: Risk products developed and awareness of risk products communicated effectively and utilised by PNG Government Departments and Ministries</p>	<p>Establishment of systemic approach to ensure hazard and risk data is made available across Govt sectors and communicated effectively</p>	<ul style="list-style-type: none"> • Activity 6.1 : Develop a national seismic hazard model and map • Activity 6.2 Develop a landslide susceptibility model and maps • Activity 6.3 : Develop a GIS system to assist in visualising volcanic risks for development planning • Communication of risk products 	<p>Qrt 4 2010 – Qrt 2 2011</p> <p><u>Lead</u> NDC, DMPGM</p> <p><u>Support</u> SOPAC, UNDP</p>	<p>\$ 178,200 K</p> <p>\$ 755,600 K</p> <p>\$ 196,700 K</p> <p>\$ 75,100 K</p>
Total for Output 6:				\$ 1,205,600 K



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ANNEX 5. TERMS OF REFERENCE – NDC Sub Committee for the DRM Mainstreaming Programme

Introduction and Background

In January 2010 the National Disaster Centre requested the Pacific Islands Applied Geoscience Commission (SOPAC) and the UNDP Pacific Centre to assist in the development (and subsequent implementation) of a DRM Mainstreaming Programme.

In this connection consultations were undertaken and a programme was developed with the endorsement of the National Disaster Committee. These terms of reference articulate the responsibilities of a special Sub Committee of the National Disaster Committee in relation to the implementation of the DRM Mainstreaming Programme (Programme).

NDC Sub Committee

The NDC Sub Committee for the Programme provides operational and technical guidance for the implementation. In this regard the Sub Committee also provides counterpart support to donors and partners that will be assisting PNG with implementation.

The Sub Committee also provides a leadership and coordination role for any in-country consultation that may be required and serves as the link to national government on the reporting of the progress of Programme implementation. The reporting to Government will be specified in the implementation arrangements for the Programme but will reflect and acknowledge the existing systems of monitoring, evaluation and reporting.

Membership

The Sub Committee includes a mix of agencies and organisations from PNG whose input and commitment will be integral to the DRM mainstreaming process. These include Government Ministries and the representation of interests from a cross-section of non Government and community interests.

The Chair of the Sub Committee will be the Director of the National Disaster Centre.

Sub Committee Responsibilities

The Sub Committee should at least meet once a month for Programme activities and discussions and members will be expected to actively engage in the following activities:

1. Individually provide direct leadership and oversight for Programme implementation in relation to specific activities pertaining to their respective agency.
2. Develop and implement a communication strategy to support NAP implementation including the identification of the requisite resource requirements and associated costs.



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M mainstreaming at different levels internally within PNG
development partners.

4. Ensure that thorough monitoring, evaluation and reporting is undertaken in relation to Programme implementation and work closely with the relevant Ministries and other key stakeholders in this regard.
5. Provide regular reports and at a minimum of six (6) month intervals to the NDC, CACC and NEC on Programme implementation.
6. Submit reports and acquittals to donors and development partners in relation to any specific funding and technical assistance that may be provided for Programme implementation.