

GAPS AND OPPORTUNITIES FOR DRM PROGRAMMING IN PAPUA NEW GUINEA

A study undertaken by

HERMAN TIMMERMANS

for the UNDP PNG CPR Programme

herman.timmermans@undp.org

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The analysis and recommendations of the study do not necessarily reflect the views of the United Nations Development Programme, its Executive Board or its Member States.

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INTRODUCTION

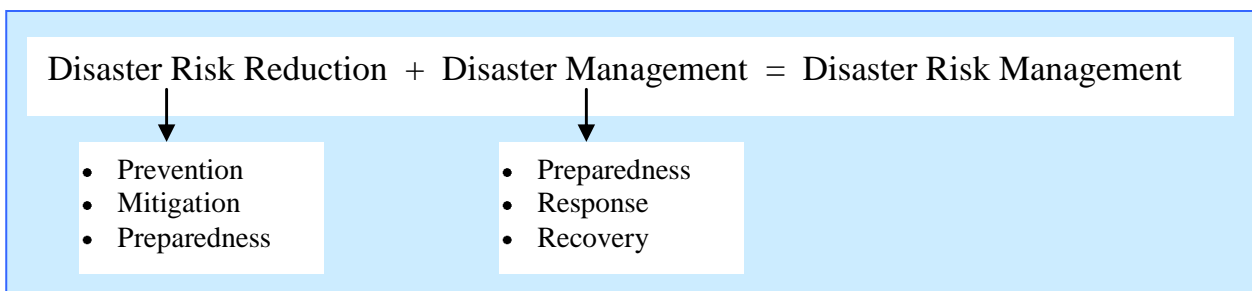
This report was commissioned by UNDP to inform an expansion of its programming in Disaster Risk Reduction in Papua New Guinea under its Crisis Prevention and Recovery practice area. The UN Country Programme (2008-2012) identifies Nation Building as a key organising principle for all UN Agencies in PNG. Peace building and Community Security, Gender Based Violence and Disaster Risk Reduction were identified as CPR thematic pillars to contribute to the development outcome articulated in the UNCP. The three themes represent important elements of Human Security, a key development issue which underpins prospects for Nation Building in PNG.

Disaster Risk Reduction is increasingly being viewed as a development issue. Natural disasters are no longer being seen as ‘acts of God’ divorced from all human influence. Rather there is increasing awareness that social, economic, physical and environmental vulnerabilities are important shaping features of the disaster context¹. Development pathways themselves can contribute to disaster risk – by eroding environmental protection systems and societal coping mechanisms, by adding to the risk profile (e.g. unregulated urbanisation processes) and by failing to be prepared to respond to natural hazards. In addition, development processes bring with them a host of new kinds of technological hazards, e.g. oil spills, agricultural and industrial pollution, etc. A key concern is Climate Change and the associated phenomenon of Sea Level Rise which it would appear is already reshaping and intensifying PNG’s hazard profile. There is also growing awareness that natural disasters have the capacity to rapidly erode hard won ‘development gains’ and that greater attention is needed on ‘disaster proofing’ of development interventions.

Natural disasters have the capacity to increase conflict. A recent example being the Geza landslide that closed the Highlands Highway for a prolonged period causing a conflict between landowners and commuters over access to alternative routes. Resettlement initiatives as a result of volcanic activity and island subsidence raise potential for conflict between host and resettled communities. Conflict is prone to emerge in the period following a disaster when people are traumatised as a result of disruption to livelihoods and break-down of societal norms and values. Research has shown that disasters disproportionately affect marginal groups, such as women, children and the elderly. Thus UNDP’s decision to integrate the three themes of conflict, gender based violence and DRR into one integrated programming package.

The term Disaster Risk Management (DRM) is used in this report to describe an approach that combines the more conventional Disaster Management (DM) with the more recently introduced concept of Disaster Risk Reduction (DRR). Disaster Risk Reduction includes Prevention and Mitigation activities, while Disaster Management includes Response and Recovery. Preparedness is a set of actions common to both DRR and DRM.

Box 1 – The conceptual relationship between DRM, DM and DRR



¹ Reducing Disaster Risk. A Challenge for Development. UNDP. Bureau for Crisis Prevention and Recovery. 2004

METHODS

The study was conducted over a three month period² and included a combination of desk based research and interviews with Government, Development Partner and Civil Society role-players at both the national and sub-national levels. Sub-national focus provinces included Eastern Highlands, Bougainville and Oro Province. In each province the consultant was afforded the opportunity to meet with key stakeholders and to undertake orientation fieldtrips. Where possible, regional consultations were combined with two associated CPR research consultancies dealing with the issues of Small Arms Control and Gender Based Violence.

Initial findings were presented back and discussed at a national stakeholders' workshop held in Port Moresby on 11 December 2008 (see annex 3). This workshop provided an additional opportunity to elicit stakeholder views on the subject.

The study was undertaken by Herman Timmermans, an independent consultant formerly DRM Advisor to the UNDP Pacific Regional Centre in Fiji and currently a resource person for SOPAC's roll-out of DRM National Action Plans in Pacific Island Countries.

STATUS OF DRM IN PNG

Given the development context of PNG (a predominantly rural and geographically dispersed population, poor communication and transport infrastructure, low Human Development Index, governance challenges, etc.), it is encouraging to note that Disaster Risk Management arrangements with respect to hazard monitoring, emergency response and relief are reasonably well advanced (a clear structure exists from National to District Level, legislation is in place, technical monitoring agencies exist and government is committed to financing response efforts). The level of DRM development in PNG is no doubt influenced by the country's high disaster risk profile and the cumulative experiences of government and development partners in dealing with frequent natural disasters. While government has succeeded in putting in place the basic elements of a national DRM system, it is also the case that the system does not always function effectively and PNG is still heavily reliant on overseas assistance in responding to national disasters. This study identifies a number of key challenges and opportunities to strengthen DRM arrangements in PNG to improve the safety and security of Papua New Guinean citizens.

An important observation is that, despite being a signatory to key international and regional DRM framework agreements, PNG has not yet made the paradigm shift from Disaster Management (with its focus on response) to Disaster Risk Management (which in addition to DM includes a strong focus on DRR). While it is important to acknowledge that some attempts have been made, e.g. a draft National Disaster Mitigation Policy was prepared and a directorate for DRR was established in the National Disaster Centre, there has been little traction with regard to the thinking under-pinning DRR, with activities in this area being very limited.

The following presents some of the main findings regarding the status of DRM in Papua New Guinea:

- Government continues to be reactive rather than proactive in responding to natural hazard risk.
- Much of the emphasis from the Government, NGO and Donor sectors is on strengthening preparedness arrangements for emergency response and early recovery.

² November 2008 to January 2009

- Emergency response capability is improving judging from the responses to more recent disasters (Oro flooding and the recent tidal surges).
- An institutional restructuring initiative is underway to rationalize the Emergency Services in an attempt to strengthen response time and coordination.
- A number of NGOs and FBOs are gearing up to introduce dedicated DRR programmes at Community level.
- Donors and International Development Agencies such as AusAID, the World Bank and UNDP are gearing up for dedicated programming in DRR.
- An EU funded initiative is underway to strengthen monitoring capacity of seismic events and to improve prediction and early warning for tsunamis.
- Capacity for effective DRM planning and action at sub-national levels remains low.
- Mainstreaming of DRM into national and sub-national development and budgetary processes is not taking place.
- Awareness of Climate Change and the hazard risks associated with it is relatively high at all levels – from Community to National.
- Sectors such as agriculture, fisheries, health, environment, infrastructure, etc. do generally include DRR considerations in their programming, although it is not always captured in the documentation as such.
- There is no central coordination and/or monitoring of DRR sector activities at national or sub-national levels.
- There is no overall coordination of DRR activities undertaken within the various UN agencies.
- The emphasis within the UN is on strengthening coordination for rapid emergency response through provision of relief and early recovery.
- Government commitment to allocating funds for emergency response and relief is strong, but this is not the case for DRM (prevention, mitigation and preparedness) activities during normal times.
- Donor support to national level DRM institutional strengthening has not yielded satisfactory outcomes. There is a willingness on the part of these institutions to accept donor support in as far as this increases the resources available to them, but at the same time there appears a reluctance to fully cooperate with development partner agendas.

A key question is whether PNG is ready to take on the more conceptually and institutionally complex component of DRR, and to what degree its introduction would detract from on-going initiatives to strengthen the equally important DM arrangements. As a relative new-comer to the development arena, DRM theory and praxis is itself in an emergent phase, with much fluidity in the international discourse. While international and regional organizations have taken it on-board and are eager for developing country governments to do likewise, there is the risk that it can add another layer of complexity to an already challenging development agenda³. The DRM agenda is likewise broad-ranging and ambitious and presents a significant challenge to weakly capacitated developing country institutions in attempting to implement it (Box 2 below depicts the differences that DM and DRR approaches entail). This is not to say that it is not important – the DRM agenda, much like the

³ During this study it became apparent that there is some confusion regarding the concepts of DRM and DRR both within donor agencies as well as government counterparts, with different meanings being ascribed to various DRM related terminologies by different people.

Sustainable Development agenda and the Climate Change Adaptation agenda – has been subject to rigorous critical thinking and has emerged in response to the changing global environmental circumstances in which we find ourselves. It is intuitive that for an agrarian based country such as PNG, with its extensive coastline and islands, adaptation to climate change and associated sea level rise and natural hazard risk reduction are paramount considerations in the quest for sustainable development. What the above amounts to is that while PNG government institutions may not be optimally placed to take on the ‘additional burden’ of DRM, they may have little choice given their mandate to provide security for their citizens in the context of a changing climate and increasing natural hazards. This decision is up to the leaders of PNG who have already agreed to DRM in principle through the signing of international and regional DRM framework agreements. Should political commitment for implementation of DRM be forth-coming then it will become imperative that the process of promoting DRM into PNG be closely and intensively managed, with clear roles and responsibilities being allocated. It will also require strong political leadership to ensure that the necessary policy, planning, budgetary and institutional reforms are realized.

Box 2 - Contrasting the DM and DRR paradigms

Disaster Management strategies	Disaster Risk Reduction strategies
Primary focus on HAZARDS and DISASTER events.	Focus on VULNERABILITY and RISK issues.
Single, event-based scenarios.	Dynamic, multiple risk issues and development scenarios.
Basic responsibility to respond to an event.	Fundamental need to assess, monitor, update.
Often fixed, location-specific conditions.	Extended, changing, shared or regional, local.
Responsibility in single authority or agency.	Involves multiple authorities, interests, actors.
Command and control, directed operations.	Situation-specific functions, free association.
Established hierarchical relationships.	Shifting, fluid and tangential relationships.
Often focused on hardware, equipment.	Dependent on related practices, abilities, software.
Specialized expertise.	Specialized expertise, squared with public views.
Urgent, immediate-to-short time frames in outlook, planning, attention, returns.	Comparative, moderate-to-long time frames in outlook, planning, values, returns.
Rapidly changing, dynamic information usage. Often conflicting or "sensitive". Primary, "authorized" or singular sources. Need for definitive "facts".	Accumulated, historical, layered-updated, comparative, information. Open or public. Multiple and diverse or changing sources. Differing perspectives, points of view.
In-out, or vertical flows of information.	Dispersed, lateral flows of information.
Matters of public security, safety.	Matters of public interest, investment and safety.

(Source: Living with Risk. A global review of disaster reduction initiatives. ISDR 2002)

NATIONAL LEVEL CHALLENGES

Political commitment – Disaster Risk Management is clearly not a national priority in PNG. This is reflected in the fact that the issues of natural hazard exposure and vulnerability and the need to build a society and economy resilient to natural disasters do not feature in the current Medium Term Development Strategy. As in the rest of the Pacific Islands Countries, and in accordance with the Johannesburg Plan of Action for Sustainable Development and as promoted by the Pacific Island Forum, PNG has embraced the notion of a ‘national sustainable development strategy’ as a first level, and overarching planning framework for guiding the country’s development. National budgeting, political commitment and donor aid is closely allied to this high-level plan with those sectors identified in the plan as priorities receiving the bulk of the resources. The absence of DRM in the MTDS translates into a lack of support (both political and resources) for key DRM agencies. *The challenge therefore is for the DRM community to ensure that disaster risk considerations are included in the preparation of the next MTDS scheduled for 2011.*

Making the transition from DM to DRM – It is also clear that while Government claims to have taken on board DRM (as per terminology used in policies, legislation and plans), in practice it is still focusing strongly on the more conventional Disaster Management. There is currently little movement towards ‘building a culture of prevention’ – a central tenet of the DRR paradigm. There is little evidence of ‘mainstreaming’ DRR into national budgeting and planning, or across key sectors, necessary to ensure a ‘whole of government’ approach to DRM. While a well considered National Disaster Mitigation Policy exists, it has not been adopted in practice. *The challenge here is to successfully advocate for, and support government in, making the paradigm shift to DRM.*

Lack of continuity in policy and legislation development – Despite various good attempts to review and update DRM policy and legislation, it is instructive to note that PNG is still using policy and legislation from the late 1980’s. While various short-comings of the existing policy and legislation have been acknowledged, the process of ensuring that new policy and legislation gets endorsed by Parliament appears to be problematic. This apparent ‘bottle-neck’ is both an outcome and a cause of the two points raised above, i.e. lack of political support has blocked the progress of more recent drafts which attempt to take on-board the more progressive concepts in DRM. For example, the draft National Disaster Mitigation Policy and the draft National Disaster Management Plan (2004), and the National DRR & DM Framework for Action are all good forward-thinking documents that provide the building blocks for DRR, yet all have become bogged down in the process of seeking approval. To the National Disaster Centre’s credit, it has decided to proceed with the implementation of the National DRR & DM Framework for Action following approval from the National Disaster Committee, although Parliament has not yet approved it. The lack of formal endorsement of the more recent and up-dated DRM policies and legislation means that the models for DRM implementation (inter-sectoral and national to local level) are only half-heartedly being implemented, and that the NDC’s authority in overseeing implementation is compromised. *The challenge is to consolidate the disparate pieces of draft policy and legislation that have been produced more recently into a coherent set of documents and to ensure that there are political champions to take them through the final stages of political endorsement.*

Rationalisation of Emergency Services – A key initiative is currently underway to combine the National Disaster Service, the Fire Service and the Ambulance Service under one Authority. The proposal is that this Authority – to be called the National Disaster and Emergency Authority – report to a proposed Ministry for Defence and Emergency Services. The proposal is based on the perceived need to foster better coordination between these key response agencies, and to shorten the government’s reaction time through more decentralised decision-making. It is also presaged on the need to elevate the political profile of the emergency services who have been described as ‘orphans’ – shifting from Ministry to Ministry and being too small a part to receive needed support. It is recommended that the new service, envisaged to be an ‘elite, disciplined force committed to serve our people’, will be uniformed and conditions of service will depart rigorously from the almost lifetime tenure of the present Public Service. The model includes the establishment of multi-functional Emergency Service Units at the sub-national level. While this initiative to consolidate emergency services in PNG to promote more effective delivery of emergency services is commendable, it remains to be seen what this means for DRR. Given the cross-cutting nature of DRR, the international trend has been towards placing DRR coordination functions under the ministry or agency responsible for national planning and budgeting – itself often closely linked to the Prime Minister, or Presidents Office. It is widely acknowledged that DRR is a development issue and that while emergency services such as the Police or Military may be better equipped for DM functions, they lack the required developmental thinking and skills for DRR. *The challenge is to determine how best to deal with the issue and function of DRR in the context of the rationalisation process of emergency services being proposed.*

Making DRM a national concern – While public awareness of disaster risk (and associated Climate Change) is relatively high, there is little evidence of nation-wide solidarity in addressing it.

Government, Civil Society, the Private Sector and Communities continue to work in isolation from one another. There is no national DRM implementation framework in place that can serve to consolidate and coordinate inputs from all levels of society. Following international and regional developments, this is increasingly becoming the role of a DRM National Action Plan – a costed, national operational plan that is developed with the full participation of all segments of organised society, and in which each sector’s responsibilities and actions are clearly laid out. DRM National Action Plans are promoted by the Pacific Island Forum as a key means of giving effect to the Hyogo Protocol and the Regional DRR & DM Framework of Action. The South Pacific Applied Geoscience Commission (SOPAC) – one of the CROP agencies – has the mandate to support the role-out of DRM NAPs in Pacific Islands Countries. Neither does there exist a ‘national platform’ for DRM in PNG. National platforms are promoted by ISDR – the UN agency established to promote the implementation of the international Hyogo Framework for Action - as a way to ensure that all sectors are actively involved in DRM. *The challenge therefore is to find and support an appropriate mechanism/process to unite and coordinate the actions of key sectors in DRM – Government, Civil Society, Private Sector and Community.*

Institutional capacity – Although the level of institutional capacity varies between the key DRM technical agencies (NDC, NWS, Geophysics Observatory, Emergency Services, NAQIA, NARI, Water Services Branch, etc.), on the whole institutional capacity is relatively low. This is particularly the case with respect to information management - research, mapping and documentation. The lack in capacity can be attributed to a number of factors and is not unusual given the level of development of PNG. Capacity concerns are however a critical issue in that they constrain these institutions from competently fulfilling their mandates. Often a root cause has to do with organisational culture and leadership. Where leadership is poor (out-dated, hierarchical, autocratic, etc.) there is little scope for organisational change. There are no incentives for staff performance and accountability is low. Key documents are not valued and simply go missing and there is no build up of institutional history. These can be very demoralising working environments for new recruits, many of whom would have been exposed to more progressive forms of management at tertiary institutions. *The challenge is to ensure sufficient scope for institutional and organisation change towards a more modern, rewarding and fulfilling environment for professional employees.*

Planning for the impacts of Climate Change and Sea Level Rise – PNG is inadequately prepared for the impacts of climate change and sea-level rise. It lags behind other PICs in that the country does not yet have a National Action Plan in place and there is little integration of climate change considerations in national and sub-national planning and budgeting processes. Institutional capacity within Government is at a low ebb following the transferral of the climate change function from the Department of Environment and Conservation to the Prime Minister’s Office. To date the focus of the Office has mainly been on climate change mitigation (REDD) rather than on adaptation. The new Office of Climate Change is still in the process of being established and it is anticipated that adaptation considerations will receive greater attention once it attains its full staff complement.

With a largely agrarian rural economy and significant coastal populations, PNG is likely to be heavily impacted by climate variations and rises in the sea-level (as recently demonstrated by the uncharacteristic tidal surges that affected over 50,000 coastal inhabitants). With numerous low lying atolls and coastal areas, it is likely that large numbers of people will require resettlement. The same applies to infrastructure located in coastal areas. Past experience with resettlement has shown that the process is fraught with problems, not least of which is the issue of customary land tenure rights, issues of compensation and conflict. Resettlement and climate-proofing and/or relocation of coastal infrastructure will become a more pressing concern for PNG going forward. *The challenge is to begin to mainstream Climate Change Adaptation into national planning and budgeting and to find operational linkages between CCA and DRR.*

Coordination and Capacity Building of Civil Society for DRR – It is acknowledged that civil society (NGOs, FBOs, CBOs) plays a critical role in ensuring that essential development services and activities reach often remote populations in PNG. Consultations have revealed that many civil society organisations are in the process of gearing up to deliver DRR programming. However there remains a lack of understanding and experience, and capacity in this area is limited. Civil society will be a key partner in ensuring DRR strategies are implemented on the ground and the *challenge therefore is to support civil society DRR activities through coordination, resourcing and capacity building.*

SUB-NATIONAL REGIONAL CHALLENGES

Weak DRM capacity at Provincial, District and Local Government Level – Despite the thrust of national policy and legislation pushing for greater decentralisation of DRM responsibility, in line with Organic Law and greater provincial autonomy, levels of institutional (incl. human) capacity for DRM at the sub-national level is generally very low (although regional capacity differentials do exist). Part of the problem here is that DRM is a function that is delegated to the Provincial Administrations, with national DRM agencies such as NDC having little executive authority or influence. The experience thus far has been that Provincial Administrations do not take this function very seriously and have been slow in appointing Provincial DRM Coordinators and in establishing appropriate office facilities. Where such staff has been appointed it is often the case that the official selected is unqualified for the position. Accountability of these officials is to the Provincial Administration rather than to the National level, which is solid in theory, but problematic in practice given the often limited understanding of DRM issues by senior members of the administrations. Full-time Provincial DRM Coordinators are seen as something of a luxury, given that the understanding is that they are only really necessary during times of disasters. *The challenge then is to build up capacity for DRM at sub-national levels and an important part of a capacity building strategy will be to build the understanding and awareness of senior level provincial administration staff.*

Resourcing of Provincial DRM offices – Allied to the above is the issue of resourcing. It follows that where Provincial Administrations view DRM as secondary in value, they are reluctant to allocate scarce funding to this function. Where funding is allocated, it is often erratic, with budgets fluctuating dramatically from year to year. The NDC tries to assist where it can, normally with distribution of office hardware such as computers, but it does not have a dedicated budget for this purpose. It is not uncommon for delegations from provincial DRM offices to visit the NDC in search of financial support. Resources for DRM reduce even further moving down the administrative chain to the district and local level government levels. *The challenge is to ensure that sufficient resources exist at the sub-national level for a robust system of DRM.*

DRM assessments and planning – Capacity for information collection, hazard and vulnerability research, documentation and planning is extremely weak, with only four of PNG's nineteen provinces having Disaster Management Plans (East and West New Britain, Milne Bay and Oro Province). As a result of the absence of Disaster Management Plans, Contingency Plans and/or Standard Operating Procedures, provinces are ill prepared to respond to disasters. Not surprisingly issues of coordination frequently constrain response efforts at sub-national level with national level government having to step in and take the lead. *The challenge is to build capacity for strategic hazard and vulnerability assessments and systematic planning at provincial, district and local-government levels.*

Compensation during disaster response and recovery – There is a 'tradition' within PNG civil service that public servants that are called upon to assist with response, recovery & relief efforts are paid supplementary wages. It appears that there is considerable latitude displayed by Provincial

Administrations with the implementation of this Public Service arrangement with the result that many public officials climb on the band-wagon. Poor monitoring and management of this funding has lead to much scope for fraudulent activities as well as conflict amongst public servants. It has also lead to a situation where some public servants (*sic*) now expect and demand compensation before availing their services to disaster response efforts. NGO and FBO members and volunteers that assist with response efforts are also beginning to question why they do not qualify for these disbursements. This is potentially a dangerous situation which could hamper the future effectiveness of government and NGO response efforts. *The challenge is to find an equitable way to deal with the issue of compensation for public servants during disaster response, and to clearly communicate and consistently implement the policy.*

Government Civil Society Coordination – Mechanisms for coordination of DRM activities between government and civil society are weak at the sub-national level. It is not unusual for coordination structures to be established during times of disaster response, when the need is highest for all stakeholders to work together. However government motivation for participating in these fora appears to decrease once the crisis is over and a semblance of ‘normalcy’ has returned. There is little coordination and cooperation in the field of DRR, this despite civil society’s interest and willingness to work with the authorities. One of the problems is that weakly capacitated government structures with weak records of delivery often feel threatened by the criticism they receive from NGOs. *The challenge is to motivate government to see civil society organisations as partners in development and in DRM, and not as adversaries.*

Mainstreaming of DRR – Despite many provincial sectoral divisions implementing DRR activities (e.g. Agriculture, Health, Natural Resources, Community Development) there are no mechanisms to coordinate and monitor them. The move to introduce ‘Emergency Service Units’ at provincial level may further serve to undermine the DRR agenda, through tilting the balance in favour of DM. As at the national level, the responsibility for overseeing the mainstreaming of DRR at the provincial level should ideally be with the policy and development planning divisions. These divisions would also be ideally placed to facilitate the integration of DRR considerations into the bottom-up development planning process. *The challenge is to lobby for increased attention to DRR at sub-national levels and to promote its integration into provincial development planning and budgeting.*

Bougainville

The Autonomous Bougainville Administration sees DRM as an important part of its programme and with UNDP’s assistance is eager to put in place the necessary arrangements. A Provincial DRM Coordinator is in the process of being appointed and a solid process has been designed for developing a provincial Disaster Management Plan/Framework. The process is strongly focussed on eliciting the views of communities in determining the DRM priorities for the province. This will take place through the administration of a questionnaire as well as through a number of workshops with community leaders.

A key DRM issue in Bougainville concerns the resettlement of the Carteret Islanders as a result of the sinking of their island homes. The ABG appears serious in addressing this issue, but it is unfortunate that there appears to be a lack of solidarity between the ABG and a local NGO dedicated to the issue of resettlement. Resettlement is a complex issue to deal with and it is one that is likely to become a growing priority for PNG as the impacts of climate change and sea-level rise are felt. The Carteret and Duke of York resettlement process provides PNG with a good opportunity to pilot approaches to resettlement and to build the required experience and expertise going forward.

There are relatively few NGOs working in the field of DRM in Bougainville, with a key NGO - the Red Cross - struggling to sustain its presence due to human resource and funding challenges.

Key challenges for Bougainville therefore are to establish its DRM administrative capacity, to get its Disaster Risk Management Plan in place and to finalise a robust process for the equitable resettlement of the Carteret and Duke of York Islanders. Disaster Risk Reduction measures to reduce the threat of coastal sea-water inundation for much of the island will constitute an additional priority, as will the issue of preparedness for volcanic activity, landslides and flooding.

Oro Province

The recent flooding disaster in Oro Province has increased the Provincial Administration's awareness of the need to strengthen DRM arrangements. However the thinking is still very much within the DM mould and there is little acknowledgement or awareness of the need for DRR. Oro provincial administration has a draft disaster management plan which, although lying dormant for some time, is now being reviewed and finalised. The province is also one of the few that has a Provincial Disaster Management Coordinator and office. The provincial administration is proactive in broadcasting a weekly DRR radio programme. While these are positive steps, the recent experience with the Oro flooding revealed that there was little preparedness on the part of the administration. There was no early warning and initial reaction to the disaster was slow, chaotic and disorganised. Relief efforts have subsequently become bogged down in compensation squabbles and there is no clear strategy for the management of care centres.

The province is host to Mt Lamington, one of PNG's most active volcanoes. While the volcano is monitored, preparedness for mass evacuation is poor. A concern is that the airport and the coastal road leading to the port are both within the volcano's potential area of impact. As much of Oro Province is low-lying and has a number of large river systems, the province is prone to flooding making flooding prevention, mitigation and preparedness a priority.

Public servant housing and Provincial Administration office facilities in Popondetta are run down and in need of urgent upgrade. The prevailing infrastructural conditions need addressing if public servant morale and governance effectiveness are to be promoted.

Key challenges therefore are to better prepare for the key hazards of flooding and volcanic eruption and to improve the working conditions of Provincial Administration officials.

Eastern Highlands

Of the three provinces visited, the Eastern Highlands appears to have the most organised and capacitated Provincial Administration. Since 2001 it has a relatively well developed DRM office staffed by a Provincial DRM Coordinator and a Clerk. The office is modern and is relatively well resourced with equipment (donated by the NDC). However, the office suffers from a lack of a capital budget and is vastly under-funded by the Province. As is the case with the NDC, the provincial DRM Office in Goroka appears to be somewhat isolated from the rest of the administration and DRM is not viewed as a priority. As a result the office is not able to be particularly pro-active in the field of DRM with the main activity being restricted to recording of compensation claims made by local farmers following localised hazard events (mostly hail damage, drought, landslides and flooding along river banks). The coordinator is aggrieved that he has no vehicle to investigate claims and no budget to compensate claimants and strongly feels that the Provincial Administration needs to make provision for this. Unfortunately the thinking at this office is fixed in a compensation mind-set and there is little understanding of DRR and the concepts of 'learning to live with risk'. Without a sufficient budget, and without a vehicle, the DRM Coordinator is unable to visit communities to engage in DRM. The strength of this office lies in the documentation of hazard events following reports by prospective claimants – even localised events are recorded. The office is also well equipped with radio communications and has direct contact with some of the Districts through DRM focal points. Other district DRM focal points lack radios. A Provincial DRM Committee chaired by the Provincial Administrator exists but has not met since

2001. According to the Provincial DRM Coordinator, the Committee only meets when there is a need, either during a disaster, or if there are compensation funds to disburse. The office has done some public awareness through NBC radio broadcasts in the past (including sharing long-term weather forecasts received from the NWS), but has no regular awareness programme. DRM resource materials such as posters and brochures are distributed to schools and districts whenever they are received (the province does not produce its own).

Drought (coupled with frost) in Eastern Highlands is the most pressing hazard with the largest potential for wide-spread damage. The lack of water impoundments and/or water reticulation schemes serve to increase the vulnerability of the largely agrarian communities.

Key challenges include resourcing in the form of a vehicle and budget for travel, radio's for those districts without them, a field officer to assist the Provincial DRM Coordinator, and policy formulation concerning the issue of compensation for people that suffer livelihood damage as a result of hazard events. Hazard assessments and district profiles need to be compiled as a basis for planning and drought preparedness needs to become a priority.

CURRENT DRM PROGRAMMES AND INITIATIVES

Government & Development Partners

The most noteworthy initiative by government at the present time is the initiative geared at **rationalisation of the emergency services** (NDC, Fire Service and Ambulance) under one authority – the proposed National Disaster and Emergency Authority (as described earlier). This development represents a 'shake-up' of the existing institutional set-up for DRM, particularly with respect to disaster response. At present the future of DRR within the proposed new arrangements is unclear.

An initiative is also underway to develop new **systems and protocols for DRM** and a national working group has been established for this purpose.

A number of DRM initiatives are underway in the area of **monitoring and early warning systems** with the support of development partners. These are a European Union funded programme (EDF 9 B Envelope) of support to the NDC, NWS, the PMGO and the Department of Environment and Conservation to upgrade and purchase additional monitoring equipment for the seismic, weather and hydrological monitoring networks. This 3.2 million Euro project has the aim of improving the national early warning system through improved monitoring, communication between technical agencies and public awareness. A related initiative by SOPAC aims to establish a **Melanesian Volcanological Network (MVN)** to foster sharing of resources and partnership between technical agencies in Papua New Guinea, Solomon Islands and Vanuatu.

The Government of Australia, through AusAID and the Australian Bureau of Meteorology is funding a **Pacific Islands Climate Prediction Project**. The objective of this project is to enable participating PICs to generate and make better use of seasonal climate predictions by key climate-sensitive sectors. Apart from direct training and equipment support to the PNG National Weather Service, the project also includes a pilot project to test the application of climate forecasts for improved management of drought and crop production (sweet potato) in Papua New Guinea. The ultimate aim of this initiative is to develop a drought forecasting and early warning system for PNG. Additional pilot projects will take place on water management and malaria incidence.

An AusAID funded initiative by the Australian Bureau of Meteorology, Emergency Management Australia, SOPAC and the University of Guam is taking place to **assess PNG's capacity to receive and respond to Tsunami warnings**. The assessment process included a workshop involving all DRM agencies and the media that took place in Port Moresby in October 2008. The final results of

the assessment are due to be completed in April 2009. No funding has yet been committed for implementation of the 25 preliminary recommendations. It is hoped that the assessment will pave the way for the strengthening of early warning systems for all major hazard types in PNG.

Additional projects by the Australian Bureau of Meteorology include a **Pacific Islands Data Rescue Project** (to recover and digitise historical meteorological records) and a **South Pacific Sea Level and Climate Monitoring Project**. Papua New Guinea, through its National Weather Service, participates in both these regional initiatives.

The **World Bank** lists “protecting the environment and mitigating the risk of natural disasters” as one of its six areas of cooperation with the PNG government in its 2008-2011 Country Assistance Programme. While proposals have yet to be officially endorsed, a stock-taking exercise undertaken in 2008 came up with five concrete proposals for DRR programming (1-5 below) and three provisional proposals (6-8 below).

1. Develop a Coordinated Hazard Policy and Integrated Spatial Hazard Risk Information and Mapping System for PNG (USD300k over 3 years)
2. Rationalise and Strengthen the Hydrological and Meteorological Capability in PNG (USD6.4 million over 3 years)
3. Development and promulgation of a Climate Change Adaptation policy framework (USD600k over 1.5 years)
4. Development and distribution of new varieties of sweet potato capable of tolerating extremes in soil moisture conditions for the Highlands Region (USD820k over 2 years)
5. Disseminate drought-coping strategies to at risk rural communities (USD3 million over 3 years)
6. Develop a water supply action plan for rural communities at risk from drought (USD4.5 million over 4.5 years)
7. Support demonstration projects for ‘climate proofing’ community based fisheries in vulnerable coastal areas (USD1.12 million over 3 years)
8. Support a demonstration of an ecosystem management based prawn fishery project (USD1.35 million over 3 years)

Apart from the above, which are likely to receive some element of funding from the Global Facility for Disaster Risk Reduction, the World Bank is also active in a number of areas that indirectly link to DRR, such as road maintenance and rehabilitation, the Second Gazelle Restoration Project, and the Oil Palm Small Holder Agricultural Development project (Oro and West New Britain Provinces).

A traditional supporter of DRM in PNG, **AusAID** is in the process of embarking on a new phase of support for the period 2009 – 2012 that will see PGK20.5 million committed – PGK1.8 million of which is ear-marked for response and recovery operations and PGK 2.1 million for continued support to UNOCHA. Other areas of support will include:

- 1 x DRM Adviser and 1 x DRM Project Officer to be placed at NDC. 1 x Provincial DRM Advisor to be placed in a high risk province – most likely East New Britain (PGK3.6 million)
- Continued support for Technical Agencies DRR programming which includes a twinning arrangement with GeoScience Australia (PGK7.8 million)
- Continued support for strengthening community and NGO DRM capacity (PGK2.5 million)

AusAID will discontinue its DRR dedicated ‘Prepared Communities Small Grant Fund’ although CBOs will still be able to access resources for DRR awareness and preparedness under a similar scheme being established under its Democratic Governance Programme.

The new AusAID programme will take on a stronger provincial focus than was the case previously as it seeks to work with DRM stakeholders in a small number of the eight most disaster prone provinces. The strategy is to begin by providing support to one province, and then to slowly roll out support to other interested provinces, based on the fulfilment of certain selection criteria.

The development partners listed above are the main supporters of DRM in PNG. Bilateral donors such as New Zealand, France, United States of America and Japan provide relief funding during emergencies, but do not actively engage in DRR or DRM activities.

Civil Society

International and local NGOs in PNG recognise the vulnerability of PNG communities to disasters and most have active disaster response programmes focussed on assisting government in providing relief. Few, however, currently have dedicated Disaster Risk Reduction programmes, although much of the community development activities carried out as part of normal programming (health, water & sanitation, agriculture, etc.) is indirectly DRR related. The NGO community is however picking up on the international trend towards DRR and a number are preparing to become more actively engaged in this field. While on-the-ground presence is strong (some NGOs like the Red Cross, Save the Children, etc. have well developed and extensive networks of volunteers), **institutional knowledge and experience in DRR is lacking.**

NGOs in PNG tend to work in an isolated manner from one another. There is no national umbrella body and this makes it difficult for government to coordinate engagement with the sector. The UN driven **Inter Agency Standing Committee Disaster Management Team (IASC DMT)** provides one of the few fora for structured NGO/Government interaction. The IASC DMT plays a critical role in coordination of international and NGO response and relief in the wake of disasters in PNG, but to date it has played little role in advocating for, or coordinating, DRR activities between organisations. In order to address the fragmentation within the NGO community, four international NGOs (World Vision, Child Fund, CARE International and Save the Children) have recently founded the **International Development Council**, which is envisaged to become an umbrella body for NGOs in PNG.

In terms of membership, reach and services offered, faith based organisations (FBOs) and other community based organisations (CBOs) play a critical role in servicing the development needs of PNG’s rural populace. They are equally important role-players in the field of DRM where they provide invaluable support in post-disaster relief efforts. These FBOs and CBOs are often the only organisations that are able to reach isolated and remote communities.

The value of faith based networks in delivering DRR programming has to date not been tapped into. Discussion with a number of these organisations suggest that, like the NGO community, they have picked up on the international trend towards DRR and are interested and willing to become involved. The DRM agenda in PNG can be hugely advanced if the DRM community commits itself to mobilising the potential of the extensive voluntary social development networks in the country.

The table below provides a brief indication of the level of NGO and FBO involvement in DRM activities in PNG.

Name of Organisation	Activities in DRM
PNG Red Cross	Training of volunteers in First Aid Placement of containers containing emergency relief items at

	<p>provincial branches</p> <p>DRR awareness raising</p>
Oxfam	<p>Have active preparedness and response programmes (mostly internal)</p> <p>In the process of building their DRR capacity – one dedicated DM Officer</p> <p>DRR pilot project focussing on communities living around Sepik Mine</p> <p>Offices in POM and Goroka. Planning to open office in Buka.</p> <p>Believe in value of CBDRR through use of community level hazard assessments using Vulnerability and Capacity Analysis (VCA)</p>
World Vision Pacific Development Group	<p>Full-time officer for DM and DRR</p> <p>Prior successful experience in CBDRR from Manam</p> <p>Has funding proposals to do CBDRR work on Karkur Island and North Coast (Madang Province)</p> <p>Offices in POM, Madang and Buka</p>
Save the Children	<p>Active in five provinces: East Sepik, Madang, Morobe, Eastern Highlands and NCD</p> <p>New programme 2009-2014 has Disasters and Emergencies as cross-cutting programme</p> <p>Are not currently active in DRR but are gearing up to do so</p> <p>Mostly concerned with DM arrangements concerning the welfare of children</p>
Caritas	<p>Have dedicated DM desk and disaster programme</p> <p>Engage in public awareness of hazards in high risk provinces (produce own material)</p> <p>Doing research on effects of commercial logging on safety of communities</p> <p>Encouraging diocese in high risk provinces to develop DRM action plans</p>
Salvation Army	<p>History of involvement in relief efforts but do not engage in DRR</p>
CARE International	<p>CARE currently delivers programs in three provinces – Eastern Highlands, Chimbu and Bougainville.</p> <p>Have an active disaster response programme incl. Gera Landslide Relief Assistance. Not currently involved in DRR but have a number of proposals incl.:</p> <ul style="list-style-type: none"> Rekindling traditional knowledge for DRR in Kumusi Areas and the Managalas Plateau (Oro Province), Obura Wonenara District (Eastern Highlands), Middle Ramu (Madang Province).

	<ul style="list-style-type: none"> • Project dealing with resettlement issues concerning Carteret Islanders • Project to better manage logging • Project to distribute drought-resistant crop - African Yam <p>Active in facilitating community involvement in District Development Planning.</p>
Medecins Sans Frontieres (MSF)	MSF is a new-comer to PNG and have not yet developed their Emergency Preparedness programme.
St Johns Ambulance	<p>Important player in maintaining the National Communications Centre (5 ground stations) and Emergency Hotline (35 staff)</p> <p>Links with Health Communications Network which has 2100 radios</p> <p>Wanting to adapt 'Home Based Care' programme to include DRR Awareness and First Aid training for 12 year olds.</p>
ADRA	<p>Have a relatively small disaster response and relief programme.</p> <p>Would like to expand their programme to include DRR.</p> <p>Participated in a disaster response simulation exercise on Karkar Island with Caritas in June 2008.</p>

GAPS & OPPORTUNITIES FOR UNDP PROGRAMMING

This section draws on the analysis of the current status of DRM in PNG (Section 1) and the current programmes and initiatives by Government, Civil Society and Development Partners (Section 2), to identify current gaps and opportunities for programming to further develop DRM in Papua New Guinea. The analysis is presented in tabular form. It is followed by a reflection on the proposed activities of the UNDP CPR Nation Building through Crisis Prevention programme (2008 – 2011) and comment on the relevance and applicability of the programme design with regards to the DRM strategic pillar. Finally a range of additional options are presented for consideration for UNDP programming in this field.

DRM situation, gaps and opportunities

Situation	Gap	Opportunities
Lack of political commitment for DRM	DRM not included in the MTDS	To advocate for inclusion of disaster risk considerations in the preparation of the next MTDS scheduled for 2011.
DRM in PNG continues to be reactive, rather than proactive	Absence of a 'culture of prevention'	To advocate and build capacity for DRR amongst all sectors of society To facilitate a change in national consciousness towards a structured 'whole-of-country' approach to DRM
Attempts to have new DRM policy, legislation and plans endorsed by Parliament have failed	A coherent policy, legislative and planning framework for DRM that reflects international best practice and empowers DRM agencies	Political championing of DRM policy, legislation and planning development processes
Restructuring of emergency services will see a greater emphasis on DM	Uncertainty with regard to future positioning of DRR function	Rationalisation of emergency services creates space to initiate a policy discourse concerning institutional alignment of DRR function
Fragmented approach to DRM by Government, Civil Society, Private Sector and Community	No national mechanism to unite and coordinate the actions of key sectors in DRM	Facilitation of a national DRM Action Planning process, pulling in all players Establishment of a National DRM Platform Widening of IASC DMT to include DRR
Out-dated management systems in DRM Agencies	Progressive management for organisational growth and development	Management training and mentorship for organisational transformation
Hazards and vulnerabilities related to Climate Change and Sea Level Rise increasing	Climate change not a political priority. Little planning for Climate Change Adaptation and Sea Level Rise	Support to new Office of Climate Change for mainstreaming Climate Change Adaptation into national planning and budgeting and to find operational linkages between CCA and DRR
Willingness but limited institutional capacity for DRM programming amongst Civil Society organisations	No mechanisms to promote knowledge sharing and learning between Civil Society DRM organisations	Facilitation of regular fora aimed at strengthening DRM programming Establishing a DRM 'Community of Practice'

Weak systems of DRM at sub-national level	Dedicated support to sub-national DRM capacity building	<ul style="list-style-type: none"> • Resourcing of provincial, district and local level government DRM • Training and mentorship • Support with hazard & vulnerability assessments and planning • Support with mapping and documentation • Community Based DRM planning • Mainstreaming of DRR into District Development Planning • Mechanisms for improved coordination between sub-national government and civil society
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Main thrust of Government, Development Partner and Civil Society DRM initiatives

From Section 2 it is apparent that much of the current and anticipated work in DRM is occurring in the following areas:

Upgrading of hazard monitoring and early warning systems. The European Union, AusAID and the World Bank are providing support in this area with the assistance of SOPAC, the Australian Bureau of Meteorology and Emergency Management Australia. This includes upgrade of seismic, volcanological, hydrological and meteorological monitoring networks as well as assessment of tsunami early warning systems. The actual national to local communication component of early warning systems in PNG remains undeveloped and this may be an area in need of further attention. The rapid expansion of the Digicel network provides opportunities for utilisation of bulk SMS early warning services for tsunami, cyclones and volcanic activity. There may also be room to explore the installation of multi-hazard alert towers and signage in at-risk coastal towns, following the model introduced in Thailand.

Improving emergency preparedness and response. Government, development partners and civil society are all engaged in attempting to improve their systems and programming for emergency response. Government, through its restructuring of emergency services, is aiming to address some of the problems experienced in the past with regard to response time and coordination. The UN, through its IASC DMT, is working to strengthen coordination and provision of humanitarian relief. NGOs, FBOs and CBOs are all alert to the need to strengthen their internal programming with regard to rapid provision of ‘on-the-ground’ relief. This is, and is likely continue to be, a strong area of DRM programming in PNG.

Introduction of climate change tolerant agricultural crop varieties. An important area of DRR work in PNG involves the cultivation and distribution of new crop varieties. There is growing awareness amongst government and the development community of the potentially serious implications of climate extremes on food security, particularly in the Highlands region. A race against time is underway to hybridise drought, flood and salt tolerant varieties of sweet potato, yams, etc., to establish distribution centres and networks, and to raise public awareness. The Department of Agriculture and Livestock and the National Agricultural Research Institute are lead agencies in this field and require the full support of the DRM community.

Community Based DRM. Although not yet a strong area of activity, a number of NGOs and FBOs are preparing to engage more actively in CBDRM planning. Government has not yet seen the potential for introducing DRM considerations in bottom-up District Development planning, and the potential role that civil society organisations could play in facilitating this process at the local level.

Some pilot projects are required in order to inform government development planning policy and process.

Hazard and vulnerability assessments. Most DRM actors acknowledge that spatial information concerning hazards and social vulnerabilities in PNG is inadequate and most see this as a key area of intervention. A more detailed and finer resolution information base is required in order to inform sub-national planning. Despite this acknowledgement, it is instructive to note that apart from some attempts by the University of PNG, very little has taken place in this regard. As the World Bank points out, there is a need for an Integrated Spatial Hazard Risk Information and Mapping System for PNG, one that is based on good technical research at a fine resolution. Given the geographical extent of the high-risk provinces in PNG and the multitude of hazards which the country is exposed to, this is an area requiring the full commitment of donors and development partners, if inroads are to be made. There is considerable scope for the process of hazard and vulnerability mapping to dovetail with CBDRM initiatives at the local level and with District Development Planning processes.

UNDP's DRM programme

The UN Country Programme 2008 – 2012: A Partnership for Nation Building articulates the CPR focus under the UNCP outcomes for Governance and Crisis Management and Gender. These are further divided into the following intermediary outcomes that focus specifically on CPR, i) conflict prevention and nation building, ii) disaster risk management, and iii) Gender-Based Violence (GBV).

Where possible, the CPR programme wishes to address issues of human conflict, natural disaster and gender-based violence in a unified manner under the organising theme of 'human security'.

Following an extensive and consultative Preparatory Assistance project the following activities have been developed for the DRM pillar of the CPR programme:

- **Provincial level Consolidated Development Assessments (CDAs)** on Conflict, Hazards & Vulnerabilities, and Gender Based Violence in three provinces (USD 580,000 over 2 years). This output would also include the preparation of tools, methods & a strategy for a national level risk assessment (all 9 provinces) and an assessment of climate risk management and climate adaptation needs with the Office of Climate Change
- **An advocacy and awareness raising campaign** packaging the human security issues of conflict, natural disaster and gender violence (USD300,000 over 2 years)
- **DRR Risk Assessments in 3 Provinces** (USD655,000 over two years). A number of activities have been earmarked for this output including: Review of legislation; development of Standard Operating Procedures for Provincial Disaster Centres; Research on the role of women & other vulnerable groups; DRM awareness tools for community level; DM training for Provincial Disaster Centres; Facilitation of a National DRM Conference; DRM Knowledge management system and mainstreaming of DRR into the school curriculum.
- **DRR: Strengthening of sub-national DM organizations** (USD505,000 over two years). Activities under this output include: Facilitation of two Provincial DM plans and two Contingency Plans; basic DRR training; establishment of a roster of 'disaster responders'; CBDRM plans and seed funding in 30-40 communities; mapping of coping strategies; support for an atoll resettlement programme; Early Recovery framework for Oro; collaboration with AusAID and UNDP Pacific Centre.

Comments on UNDP's DRM programme

The UNDP programme represents a mixed bag of DRM interventions with a clear strategic focus on building capacity at the provincial level. Part of the thinking behind this provincial level focus is to build on UNDP's on-going work in other areas in the provinces of Bougainville and Oro. It is also the intention to open a field office in Goroka and to include DRM components in the programme for Eastern Highlands. The shift to capacity building at the provincial level is something that AusAID is also contemplating and it makes sense to build on synergies between the two programmes. AusAID will most likely be working in East New Britain to begin with, but will be rolling out to other provinces as the programme unfolds. Between them, UNDP and AusAID have the potential to make inroads into addressing structural weaknesses in DRM by facilitating conditions for more effective sub-national DRM arrangements. The provincial level programmes also lend themselves to sharing of experiences and learning, and all opportunities for partnerships should be explored.

UNDP's proposed DRM programme is ambitious given the time frame of two years, and given its lack of institutional experience in the DRR field. As AusAID found in its recent review of its previous four year programme, the gaps in the DRM field in PNG are so large and the challenges so daunting that it is necessary to accept that interventions will be needed to be sustained for the long-term and that short-term gains will be minimal. Thus while UNDP's programme of activities are well considered in terms of addressing current critical gaps, there may be reason to scale down the scope of activities envisaged for the next two years, in favour of spreading them over a longer time period. It is essential that activities are planned well and executed thoroughly with a high level of public participation. PNG urgently needs continuity in the field of DRM development and the way to do this is to ensure that there is a national vision and structure and that each activity becomes a commonly understood building block towards the next level.

On this note the preparation of a DRM National Action Plan involving all stakeholders will be a useful mechanism to build momentum for a strengthened, whole-of-county approach to DRM in PNG. However this will require careful management and facilitation to ensure that it receives the necessary exposure and public support. It can not be rushed. UNDP is encouraged to give full support to such an initiative. The national DRM workshop to be held in 2009 provides an excellent opportunity to showcase what has been achieved in other PICs and to elicit support for a similar process in PNG.

There is a certain amount of overlap between some of the activities proposed by UNDP and those being planned by other organisations. As a result there is some scope for establishing partnerships around common activities and these synergies should be explored. Areas of overlap are likely to include the development of resettlement policies, the documentation of indigenous DRM knowledge, and Climate Change Adaptation policy. The NGO CARE International has expressed interest in these areas and may be a good choice of local-level partner.

Additional areas of DRM programming for consideration

- For meaningful advances to be made with Disaster Risk Management in PNG it is critical that DRM considerations are included in the next **Medium Term Development Strategy**. UNDP should join forces with its international development partners in lobbying for its inclusion. The National DRM Stakeholders Workshop should be used as part of the strategy to raise the political profile of DRM.
- **Coordination of 'One UN' approach to DRR.** The UN has a country programme describing how the different UN agencies will coordinate their activities in disaster management (DM). However, many UN agencies are also indirectly involved in DRR work and UNDP may be well positioned to capture this for documentation and reporting

purposes. Such a consolidation and documentation of the DRR activities undertaken by the UN system would also be useful to identify strengths and weaknesses and to structure a coherent approach to DRR by the UN.

- Given the likely growth of resettlement as a security need and as a political issue in PNG it may be prudent to include in the UNDP programme a focus on **researching the lessons arising from previous resettlement initiatives**. Such research could make a valuable contribution to development of resettlement policy.
- **Support to Civil Society DRM sector.** Following the model used by the UNDP Pacific Centre, consideration should be given to the facilitation of a 'Community of Practice' for DRM. This could involve regular fora for NGOs, CBOs and FBOs to share experiences and receive training on various themes in DRM.
- **Support to academia.** Consideration should be given to supporting UPNG in establishing a diploma and/or degree course in DRM, in partnership with other tertiary institutions (a proposal exists). This would ensure a steady throughput of skilled local DRM practitioners to fill public service, professional and civil society posts. The raised profile of DRM that a diploma or degree course would offer has the additional benefit of strengthening local research capacity in the DRM field.
- **Mainstreaming of DRM.** While mainstreaming will be advanced with the development of a DRM National Action Plan, UNDP could advocate for inclusion of DRM considerations in the process of bottom-up development planning currently underway in PNG. UNDP could assist government in establishing a screening mechanism to ensure integration of DRM into sector plans and divisional plans at provincial level.
- **Strengthen government/NGO coordination at provincial level.** The absence of meaningful and structured engagement between provincial administrations and NGOs has been identified as a gap and is an area of potential UNDP support.
- **Drought mitigation plan for the highlands.** This is a critical gap and should form one of UNDP's initial priorities once the field office in Goroka is established.
- **Ensure restoration activities in Oro include DRR.** UNDP is ideally placed to assist the Oro Restoration Authority to include DRR programming in its restoration activities.
- **Pilot the Local Level Risk Management approach.** LLRM is an approach designed by UNDP to enable CBDRM⁴. The approach recognises the limited capacity of local level government and seeks to harness the resources of all actors at the local level in achieving sustainable DRM arrangements. LLRM and CBDRM should include support for early warning communication systems, evacuation planning, first aid training, access to savings mechanisms and diversification of livelihoods.

CONCLUSION

This study has established that, given the context of PNG's level of development and the complexity of its hazard profile, Disaster Management (DM) arrangements are reasonably well-advanced. This is not the case however with regards to Disaster Risk Reduction (DRR). A number of initiatives are underway, or expected to commence in the short-term, by Government, Development Partners and Civil Society to strengthen DRM arrangements both at national and sub-

⁴ Lessons learned and Approaches to Managing and Reducing Disaster Risk at the Local Level. UNDP. BCPR. 2006

national regional level. Past experience has shown that without strong political commitment from the highest level these initiatives will have limited impact. Much remains to be done including a shift in national consciousness from DM to DRM and in getting all stakeholders to form a united front. A strong all-inclusive national action planning process, supported by all development partners, represents a solid approach for mobilizing all stakeholders to chart the way forward for Disaster Risk Management in PNG.

Situational mapping studies of Crisis Prevention and Recovery in Papua New Guinea (PNG)**Disaster Risk Management Study Consultant**

I) BACKGROUND

1. Papua New Guinea is a young country with a heterogeneous society comprising of more than 800 languages and identity groups. Law and order problems in the form of crime, localised violent conflict often aggravated by the use of Small and light weapons (SALW), and gender based violence (GBV) are recurrent threats to human security. Another major threat to human security is natural disaster risk, with Papua New Guinea facing risks from volcano eruptions, tsunamis, floods, hurricanes, and land-slides. Disaster Risk Management (DRM) is an essential area of work to promote enhanced human security.
2. The current United Nations Country Programme (UNCP) has as one of its major outcomes that Government develops and implements effective governance and crisis management policies. A UNDP supported Crisis Prevention programme is currently being designed to assist Government in this process.
3. The upcoming Crisis Prevention programme will be addressing issues of Disaster Risk Reduction, Small Arms Reduction and Gender Based Violence.
4. In order to make the programme properly informed and building on work already ongoing, a study on disaster risk management (DRM) is to be undertaken to investigate the scope of DRM work already undertaken in PNG. The study will take stock of DRM work ongoing by Government, Civil Society and Development Partners in Papua New Guinea, identify the main DRM challenges at the national and at regional levels in Papua New Guinea, and identify gaps currently not being adequately addressed. The consultant will present the results of the study at a stakeholder workshop towards the end of the assignment.

II) EXPECTED OUTPUTS

1. An expert paper outlining the current status of DRM in Papua New Guinea, providing an analysis on
 - National, sub-national regional challenges
 - Current programmes and initiatives by Government, Civil Society and Development Partners
 - Gaps and opportunities for programming to further develop DRM in Papua New Guinea given the context and within the parameters of the upcoming Crisis Prevention Programme and the UN Country Programme.
2. Study results presented at a workshop involving the main DRM stakeholders (towards end of three months assignment)

III) MAIN TASKS

a. Work in consultation with the UNDP CPR team:

- Liaise closely with the UNDP CPR team, led by the Chief Technical Adviser (CTA), who will provide guidance to the consultant
- Liaise closely with possible concurrent studies (including Peace and Development Analysis (PDA) and Community Conversations) being undertaken by the programme and other stakeholders, and pool resources and information where possible

b. Provide research and technical expertise in the development of a report on disaster risk management:

- Month 1:
 - Conduct a desk review of secondary research / available documentation
 - Undertake a mapping of organisations in PNG (government and non-government) engaged in addressing issues of Disaster Risk Management, including their institutional structures and their respective roles
 - Conduct a review of available and used methodologies in researching DRM in PNG and the Pacific, as well as review and document sources of available data
- Month 2:
 - Conduct review in focus provinces on Disaster Risk Management activities of Government, UN agencies, other major donors and NGOs
 - Identify gaps in current approaches highlighting regional differences (if any)
- Month 3:
 - Synthesise results of desk and field research
 - Propose a methodology for researching DRM in the field and submit to the National Building CTA/CPR team to endorse
 - Formulate recommendations as to where UNDP can add value in addressing Disaster Risk Management
 - Produce final report, and present to a stakeholder workshop

Annex 2 Record of Consultations

Port Moresby

Mark Wedd	Second Secretary	AusAID
Tim Baerwaldt	Head of Mission	Medecins Sans Frontieres (MSF)
Paul Norton	Chief of Mission	International Organisation for Migration (IOM)
Douglas Kelson	Commissioner	St Johns Ambulance
Hugh Davies	Director	Geological Survey. Mineral Resources Authority
Joe Espi	Head	Natural Disaster Reduction Centre. Earth Sciences Division. University of PNG
Bruce Grant	Head	Child Protection Unit. UNICEF
Martin Mose	Acting Director	PNG National Disaster Centre
David Fresnaye	Attache	European Union
Mary Tomlinson	Director	Caritas
Jack Siroi	Manager	Disaster Programme. Caritas
Paul Fru	Head of Mission	International Committee of the Red Cross (ICRC)
Andrew Kalai	Commissioner	Salvation Army
Chris McKee	Head	Geophysical Observatory
Harry Gabula	DM Officer	Oxfam PNG

Goroka – Eastern Highlands

Namanea Omahe	DRM Coordinator	Eastern Highlands Provincial Administration
Arnold Calo-oy	Director	Goroka Field Office, UNICEF
Ben Haili		Red Cross. Goroka & Division of Health Eastern Highlands Provincial Administration
Manish Jain	Director	Save the Children
Najel Zanepa	Chief Regional Planner	Dept. of Lands and Physical Planning
Zamzai Sinikupa	Advisor	Natural Resources. Eastern Highlands Provincial Administration
Danny Benjamin	Project Officer	Environmental Conservation. Eastern Highlands Provincial Administration
Henry Braun	Country Director	CARE

John Bailey	Research Programme Leader	National Agricultural Research Institute (NARI)
Michael Kilau	Provincial Coordinator	CARITAS Goroka Diocese
Mick Kopave		Policy Planning and Monitoring. Eastern Highlands Provincial Administration
Philip Wanua	Deputy Director	Health Programmes. Eastern Highlands Provincial Administration
Vega Jovono	Advisor	Community Development. Eastern Highlands Provincial Administration
Moahle Vagikapi		AusAID
Bubia Muhuzu	Advisor	Dept of Livestock and Agriculture

Buka - Bougainville

Howard Wilson	Director	UNDP Field Office
Ursula Rakuva	Director	Tulele Peisa
Kirsten Forsyth	Senior Planner	Division of Lands and Physical Planning. Autonomous Bougainville Administration
James Kunnopi	Assistant Physical Planner	Division of Lands and Physical Planning. Autonomous Bougainville Administration
Ephraim Eminone	Special Projects	ABG
Noreen Dunne	Sister	Catholic Church
John Siau	Special Duties Officer	Research Division. Office of the President. ABG
David Hapoto	Senior Field Officer	CARE
Boniface Wadari	Programme Manager	World Vision
Thomas Rabanz		Headed Buka Red Cross from 2006-2007
Joeseeph Tseraha	Senior Planner	Division of Development Planning. Autonomous Bougainville Administration

Popondetta – Oro Province

Lisa Roberts	Manager	CPR Nation Building Programme Oro Province
Government – NGO Coordination Meeting		
John Pie	Director	Policy and Planning. Oro Provincial Administration

Albert Bogembo	DRM Coordinator	Oro Provincial Administration
Alphonse Andrea		PNG Water Board
Jackes Epe	Acting Advisor	Local Level Government Affairs & CARITAS
Kenneth Paire	District Administrator	Ijivitari District
Davidson Jeune	Advisor	Dept. of Livestock and Agriculture
Raymond Oza		ADRA
Reginald Kaura	Operations Manager	AROD
Father Lindsay Hove		Anglican Church
Alex Boniepe	District Administrator	Sohe District
Cornwall Gegara	Works Supervisor	Oro Provincial Administration
Major Siso Kofena		Salvation Army
Arthur Jawodimbari	President	Oro Ministers Fraternal

Annex 3

Agenda for CPR Feedback on Thematic Studies

Thursday 11th December, 2008

Crowne Plaza. Port Moresby.

08:30 Registration

09:00-09:15 Welcome and Opening Speech by

Mr. Eric Carlua. Principal Advisor/Provincial Liaison. Department of the Prime Minister and National Executive Council.

Dr. Jacqui Badcock. United Nations Resident Coordinator and UNDP Resident Representative to Papua New Guinea.

09:15-09:30 Gender Based Violence Study. Ms. Sarah Garap, UNDP Consultant.

09:30-10:00 Feedback and Q & A.

10:00-10:15 Coffee Break.

10:15-10:30 Community Security Study. Mr. Daniell Cowley, UNDP Consultant.

10:30-11:00 Feedback and Q & A.

11:00-11:15 Disaster Risk Management. Mr. Hermann Timmermans, UNDP Consultant.

11:15-11:45 Feedback and Q & A

11:45-13:00 Lunch.

13:00-14:00 Breakout session.

14:00-14:30 Feedback on Breakout Sessions.

14:30-15:00 Crisis Prevention and Recovery in PNG. Bernard Choulai. National Peace Building Specialist.

15:00-15:15 Afternoon Tea.

15:15-15:45 Open Session and Plenary.

15:45-16:00 Closing remarks from Mr. Eric Carlua. Department of the Prime Minister and NEC.