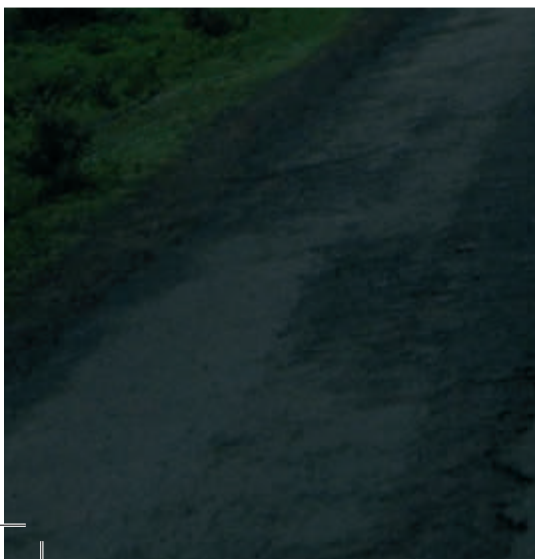
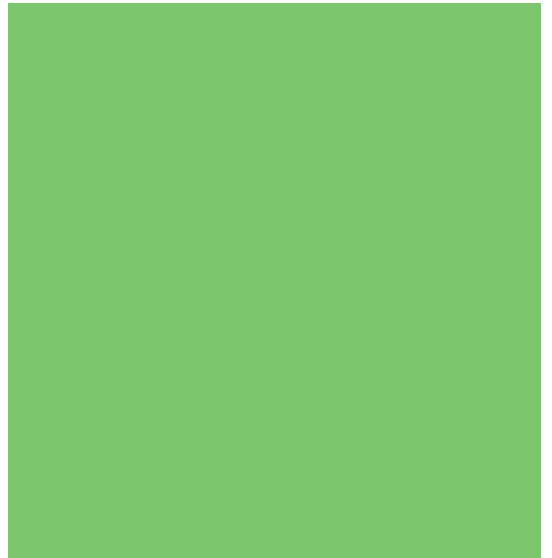
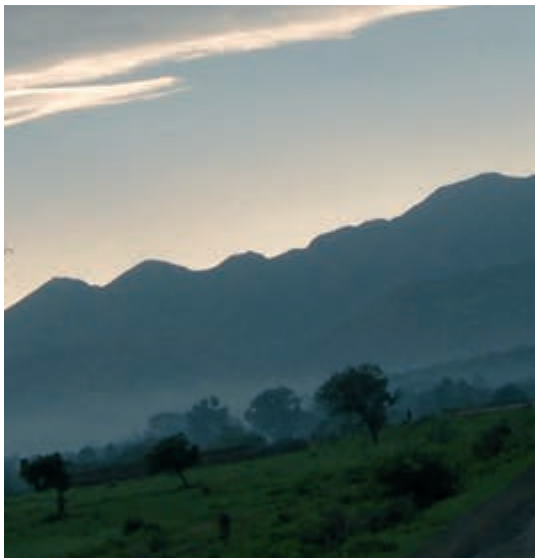
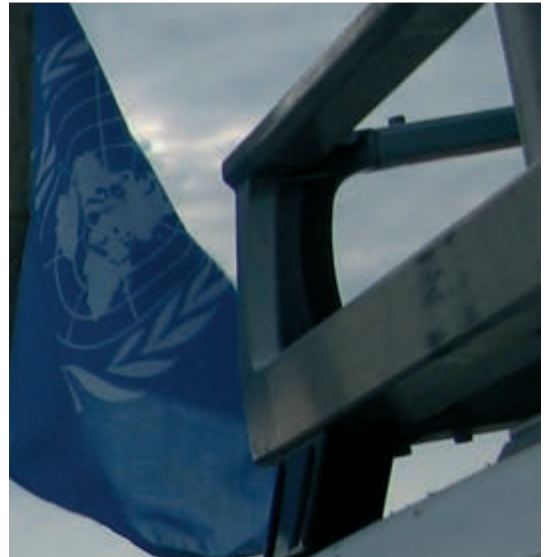


ANNUAL REPORT 2011



NORWEGIAN CAPACITY
OPERATED BY NRC



**GOOD PEOPLE
OUR GREATEST RESOURCE**



**NOR
CAP**
NORWEGIAN CAPACITY
OPERATED BY NRC





FOREWORD

Last year saw numerous emergencies and disasters that led to massive displacement, refugee flows and damage to infrastructure. Famine in the Horn of Africa, civil war in Libya, unrest in Yemen, monsoon flooding in Pakistan and post-election violence in Ivory Coast were among the events to attract the most media and public attention during 2011. The independence of South Sudan was also an event of immense significance. As the South Sudanese people celebrated the birth of their country, the world's newest nation faced tremendous challenges as internal and border conflicts intensified. Massive population displacement took place both internally and from the north as people of South Sudanese origin arrived in the country in large numbers. Together these events set the scene as the Norwegian Refugee Council's stand-by roster (NORCAP) enters its 21st year.

Since its inception in 1991, the roster has been part of the extensive mobilisation of resources in response to such crises, seconding experts to international operations across the globe. Over the years it has evolved and expanded, increasing both its number of partners and the extent of its support exponentially. It has provided staff for more than 7,000 assignments worldwide. With two decades' experience in roster management under its belt, NORCAP is well-placed to play a leading role in discussions about the future of the stand-by mechanism in contributing to the provision of humanitarian relief.

On 28 November 2011, UN agencies, stand-by partners, donors, secondees and representatives from affected countries gathered in Oslo to celebrate NORCAP's 20th anniversary. The conference provided a unique forum to review lessons learned and identify challenges that lie ahead. Such collective learning is of the essence, as stand-by partners have become a critical part of the UN's response capacity. They have taken on international significance in their own right.

With these developments in mind, NORCAP sees a need for a more systematic approach in mapping and analysing the relationship between stand-by partners and UN agencies – something which was also reflected in the recommendations from the conference:

- A better evidence base is needed from which to analyse the outcomes produced by the stand-by mechanism

- UN organisations and stand-by partners should continue a joint dialogue on how to better engage and support national authorities

- UN agencies, donors and stand-by partners should collaborate more closely with civil society, sharing their experience and expertise to support the establishment and management of national stand-by partners and so helping to build local capacity

- In addition to their focus on emergency response, stand-by partners should play an increasingly active role in prevention and disaster risk reduction (DRR)

Civilian Capacity in the Aftermath of Conflict, a UN-commissioned report written by a panel of experts headed by the former Under-Secretary-General for Peacekeeping Operations, Jean-Marie Guéhenno, highlights ownership, partnership, expertise and nimbleness as central aims. Improving civilian capacity is also a focus at the national level in Norway, where steps are being taken to bring the various parties involved closer together. This is a process in which NORCAP is involved with a view to advancing the work and impact of stand-by partners.

NORCAP goes into 2012 with all of the above recommendations very much in mind. It will strive to become not only a better provider of high quality specialists, but a stronger and more strategic international partner. Some of the points have been part-and-parcel of NORCAP's priorities for 2011, but much remains to be done.

We look forward to your continued partnership and collaboration,

Elisabeth Rasmusson
Secretary General of the
Norwegian Refugee Council



Afghanistan

Belgium

Benin

CAR

Chad

Chile

Colombia

DRC

Egypt

Ethi

France

Ghana

Guatemala

Guinea

Haiti

Iran

Iraq

Italy

Ivory Coast

Jordan

Kenya

Kyrgyzstan

Lebanon

Liberia

Mauretania

Myanmar-Burma

Namibia

Nepal

North Korea

OPT

Pakistan

Philippines

Sierra Leone

Somalia

South Sudan

Sudan

Switzerland

Syria

Tanzania

Thailand

Tunisia

Uganda

Venezuela

Yemen

Zimbabwe

THE RIGHT PERSON IN THE

STAGES OF CRISIS:

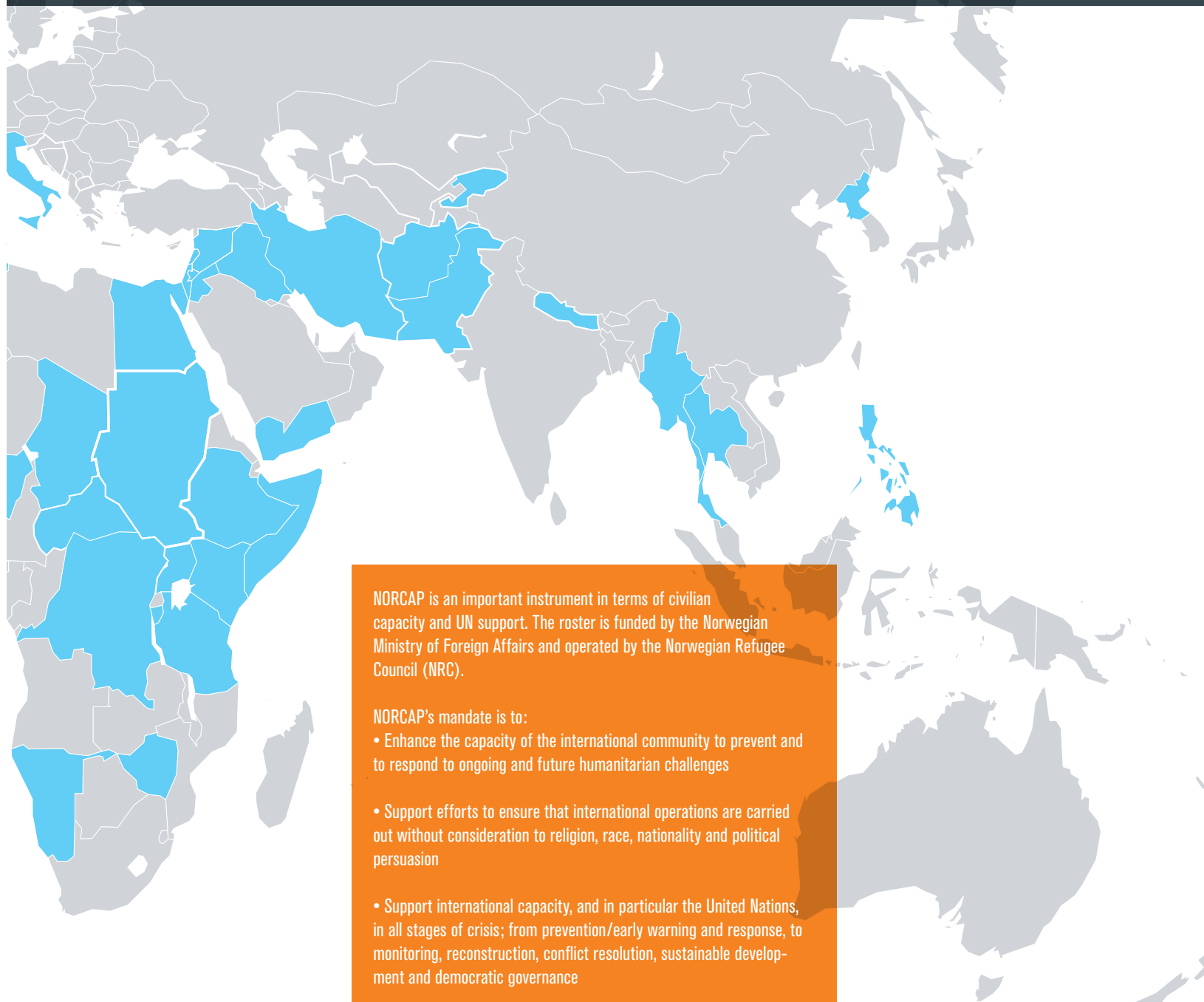
PREVENTION/EARLY WARNING

RESPONSE

MONITORING

R

RIGHT PLACE AT THE RIGHT TIME



NORCAP is an important instrument in terms of civilian capacity and UN support. The roster is funded by the Norwegian Ministry of Foreign Affairs and operated by the Norwegian Refugee Council (NRC).

NORCAP's mandate is to:

- Enhance the capacity of the international community to prevent and to respond to ongoing and future humanitarian challenges
- Support efforts to ensure that international operations are carried out without consideration to religion, race, nationality and political persuasion
- Support international capacity, and in particular the United Nations, in all stages of crisis; from prevention/early warning and response, to monitoring, reconstruction, conflict resolution, sustainable development and democratic governance
- Ensure that people in emergencies receive protection and assistance according to their needs and rights, with particular emphasis on the protection of civilians and the implementation of relevant UN Security Council resolutions

RECONSTRUCTION  CONFLICT RESOLUTION  SUSTAINABLE DEVELOPMENT AND DEMOCRATIC GOVERNANCE

INTRODUCTION

This report sets out the range and scale of NORCAP's activities during 2011. It outlines the roster's contributions to UN agencies and international operations, and includes global information about the size and frequency of the support provided.

The Norwegian Refugee Council (NRC), which operates NORCAP, aligns itself closely with the country's humanitarian policy as expressed in parliamentary report no. 40.¹ Support for the UN humanitarian reform process, launched in 2005, lies at the core of this policy.

The reform process has centred on the cluster approach, financing, improving coordination and partnership building, the latter in terms of better relationships between UN and non-UN organisations. As the majority of NORCAP's contributions are channelled through UN agencies, it sees the reform process as an important term of reference for its activities.

STRUCTURE

- Chapter II presents general trends and developments during 2011
- Chapter III gives a brief resume of NORCAP's priorities
- Chapter IV summarises the year's secondments by region, including detailed statistics on support provided by country and by agency
- Chapter V provides secondees' personal accounts from the field with six different agencies, as they respond to some of the year's most prominent crises
- Chapter VI focuses on the management of the roster in terms of recruitment and staff care

METHODOLOGY

The content is based on:

- NRC HQ's analysis of NORCAP's contributions during 2011, supported by quantitative data compiled throughout the year. The units of measurement used are mostly person-months in the field and number of secondments. A secondment is described as an uninterrupted field assignment for one person with a single organisation.
- Qualitative information from the field, provided by seconded personnel on contract during 2011 via interviews or specific requests
- Perspectives emerging from the continuous dialogue with strategic partners at both HQ and field levels

¹ White Paper No. 40 (2008–2009) to the Storting, "Norway's Humanitarian Policy."



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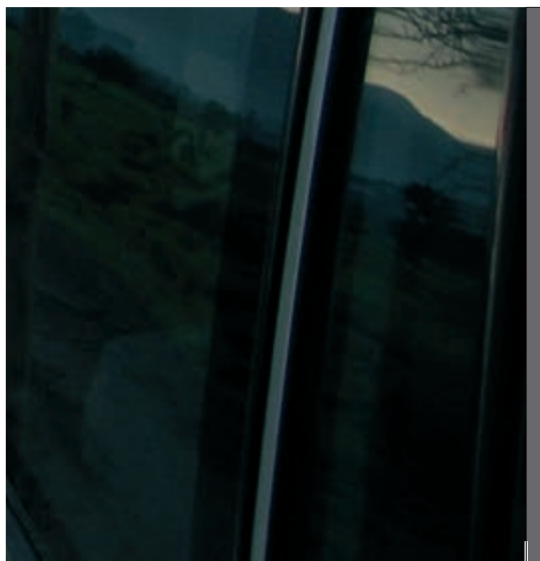
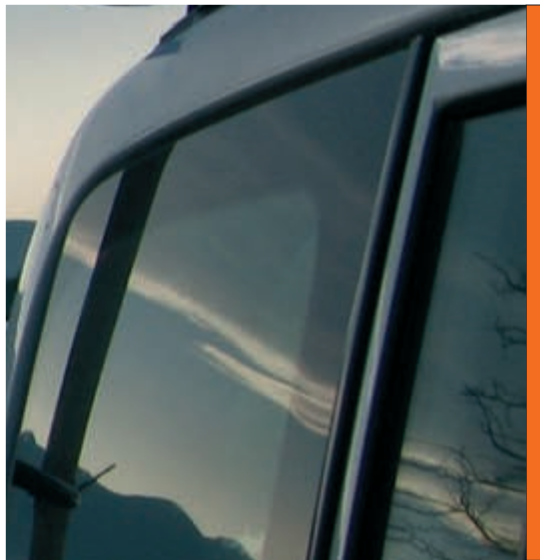
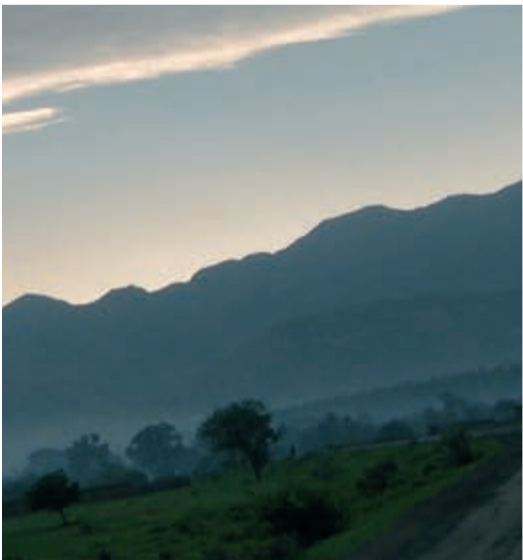
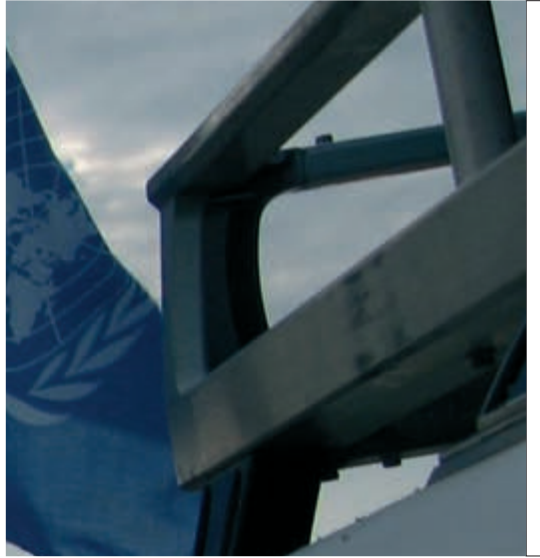
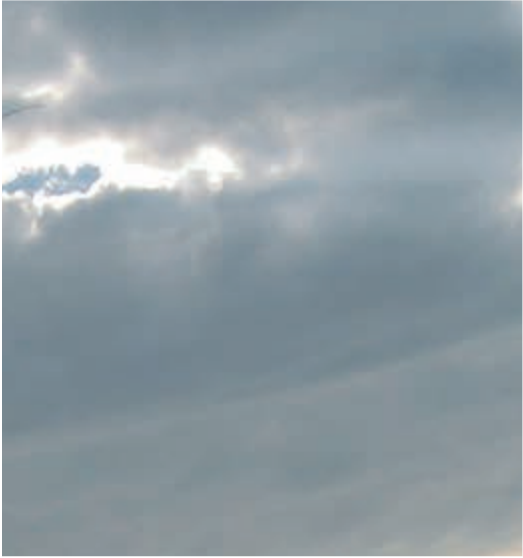
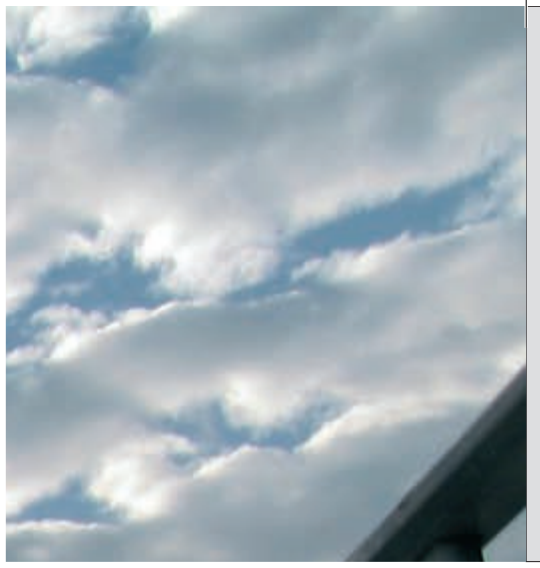
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TRENDS, EVENTS AND CHALLENGES

*This chapter presents
the general trends in
NORCAP contributions
during 2011, including
a review of main partners
and events.*

NORCAP IN THE FIELD

The scale of NORCAP contributions grew considerably in 2010 compared with previous years, mainly due to the scale of the disasters in Haiti and Pakistan.

In 2011, NORCAP maintained its level of engagement in both countries and met numerous other requests related to the crisis in Ivory Coast, the famine in the Horn of Africa and volatile situations in the Middle East and North Africa. NORCAP secondees were deployed in 45 countries with 22 partner organisations and monitoring missions. The total volume of contributions amounted to 1,659 person-months in the field, compared with 1,503 in 2010. Fig. 2.1 shows the number of person-months by organisation.

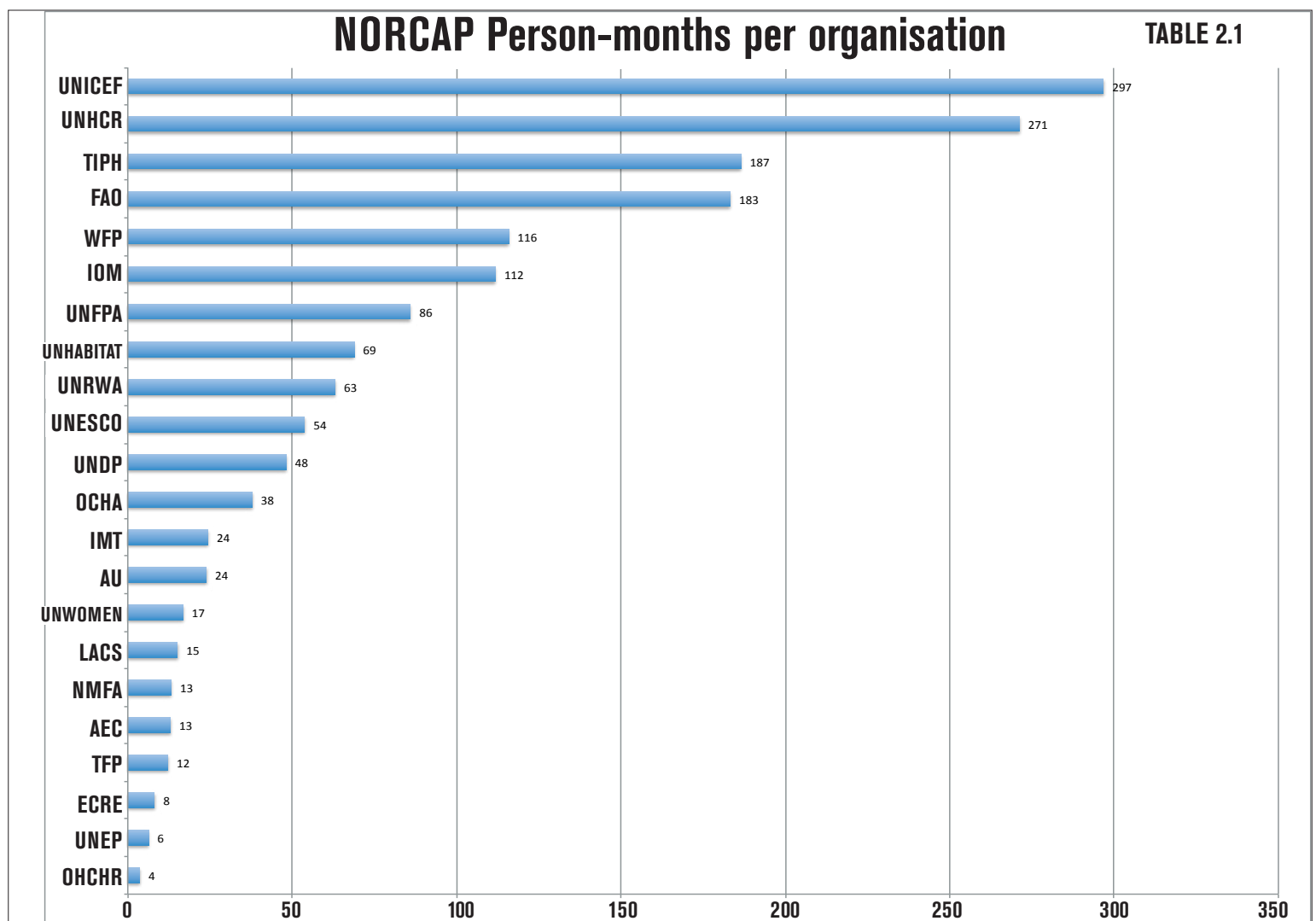


Fig. 2.1 NORCAP contributions to seconding organisations in person-months

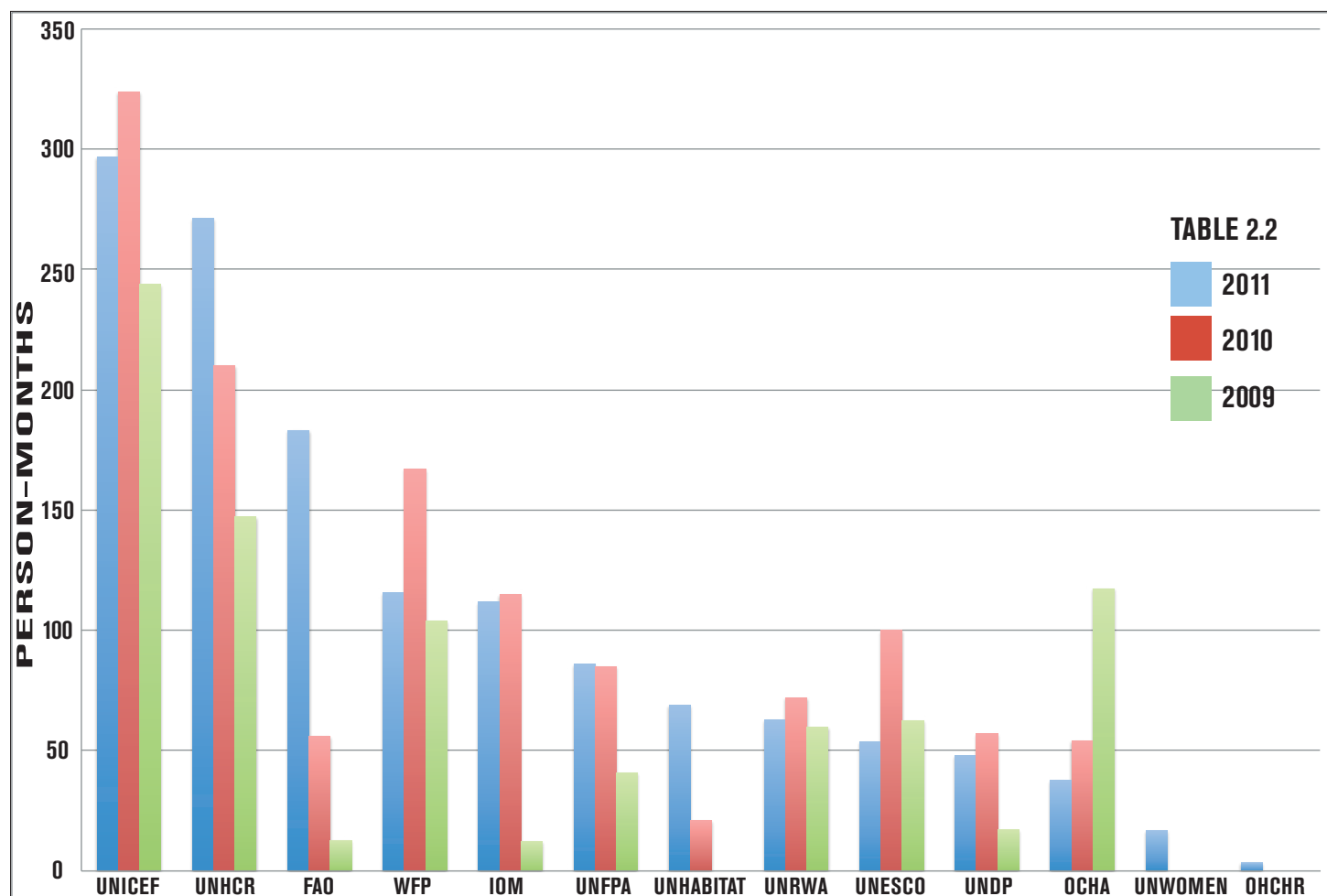


Fig. 2.2 NORCAP contributions to UN agencies (including IOM) from 2009 to 2011

UN PARTNERS

The United Nations Children's Fund (UNICEF) remains the main recipient of NORCAP personnel.

The **United Nations Children's Fund (UNICEF)** remains the main recipient of NORCAP personnel, though there was a slight fall in the volume of support in 2011 compared with 2010. Child protection and education specialists were most in demand. Requests for water and sanitation expertise increased while the need for logistics support remained stable. Efforts to strengthen NORCAP's gender-based violence (GBV) section resulted in two UNICEF deployments in 2011, and GBV will remain a priority in 2012. The introduction of rapid response for the child protection working group was another new initiative. Rapid response refers to professionals on full-time contracts, who spend 70 per cent of their time in the field and the remaining 30 per cent between missions on policy awareness and training. Rapid response will be increased in 2012, and introduced for the education cluster.



NORCAP also worked extensively with the **UN Refugee Agency (UNHCR)** in 2011, mainly as a result of the large number of people fleeing the conflict in Ivory Coast for Liberia, the famine in the Horn of Africa and the civil war in Libya. Contributions to UNHCR's work increased by almost 60 person-months compared with 2010. The agency's greatest need was for protection staff, including those with technical sub-skills such as refugee status determination. The latter were in great demand, primarily for secondments to Egypt and Tunisia linked to the influx of refugees from Libya. Education specialists were also crucial, as UNHCR has very few of its own staff dedicated to this area.



The **UN Food and Agriculture Organisation (FAO)** was the third largest recipient of NORCAP secondees in 2011. Contributions increased by some 130 person-months compared with 2010, including staff seconded through FAO to the South Sudan Ministry of Gender, Child and Social Welfare. FAO generally requested experts in agriculture, food security and disaster risk reduction (DRR), and other more managerial areas such as logistics, communications and administration. The agency received three secondees to the food security cluster, in line with NORCAP's support for the UN's cluster coordination system.

The roster's work with the **UN World Food Programme (WFP)** decreased by 50 person-months, mainly due to the fact that there were fewer large-scale natural disasters in 2011 than 2010. Experts in logistics, and in information and communications technology (ICT) were the most frequently requested, and cash and voucher specialists were also in demand. NORCAP also provided WFP with staff for cluster coordination (logistics), DRR and nutrition projects.

The **International Organisation for Migration (IOM)** continued to receive a relatively high number of secondees in 2011 to support its ongoing operations in Haiti. Following NORCAP's large-scale response to gaps in camp management and coordination after the 2010 earthquake, secondees in 2011 focused on site planning, protection, debris removal and management. The roster also provided IOM in Pakistan with logistics and shelter experts in response to the monsoon floods.

The **UN Population Fund (UNFPA)** received a slightly increased level of NORCAP support, in line with the roster's focus on gender, GBV and reproductive health. UNFPA has been efficient in training roster members to address capacity gaps in GBV, and this meant NORCAP was able to provide gender experts for operations in countries such as Haiti, Yemen, Afghanistan and Kenya in 2011. In Haiti, the secondee worked closely with the Interim Haiti Recovery Commission (IHRC), the planning body for the Haitian recovery. This type of secondment aims to enhance capacity transfer and local ownership, and will be further prioritised in 2012.

The **UN Human Settlements Programme (UN-HABITAT)** is a relatively new partner, and received 14 secondees in 2011. These went primarily to Pakistan and South Sudan. Experts in shelter, water and sanitation and resettlement were the most frequently requested.

NORCAP's work with the **UN Educational, Scientific and Cultural Organisation (UNESCO)** decreased in 2012, but contributions remained targeted and strategic. The key areas of collaboration were education, communication and DRR. Communications secondments to UNESCO are distinctive in that they require knowledge in areas such as the production of radio programmes or the training of journalists in conflict-sensitive reporting. NORCAP contributions to the cultural sector have been delayed pending an internal restructuring of the Norwegian Arts Council.



Secondments to the **UN Development Programme (UNDP)** were similar in 2011 to those in 2010, ranging from gender advisors in Sudan to DRR experts in Ghana and construction specialists in Haiti. It is hoped that collaboration with UNDP will focus increasingly on early recovery and democratisation in 2012, particularly in North Africa and the Middle East.

Contributions to the **UN Office for the Coordination of Humanitarian Affairs (OCHA)** continued to decrease in 2011, as the agency becomes more restrictive in its use of stand-by partners. Additionally, there is increased competition among stand-by partners. Most secondees were humanitarian affairs officers in countries including Sudan, Egypt, the Democratic Republic of Congo (DRC) and Ivory Coast.

NORCAP's most recent UN partner, the **Entity for Gender Equality and the Empowerment of Women (UN-WOMEN)**, seconded staff to Afghanistan, mainly experts in gender. Deployments were also made to Jordan. There is potential to expand the partnership with UN-WOMEN in 2012, particularly in the fields of GBV and gender participation.

NORCAP supported the **UN Office of the High Commissioner for Human Rights (OHCHR)** in the management of the protection cluster in Haiti. This work was carried out through UNDP as NORCAP and OHCHR are yet to sign memorandum of understanding on secondments.



2.1

NORCAP'S 20TH ANNIVERSARY CONFERENCE



As part of NORCAP's 20th anniversary celebrations, a conference brought together UN agencies, stand-by partners, donors, secondees and representatives from affected countries.

The event provided a unique opportunity to share needs, experiences and ideas about the future of stand-by partnerships. Taking the key trends, demands and challenges facing the international community as their point of departure, participants discussed how stand-by partners might play a strategic role in strengthening preparedness, response and humanitarian-to-development transition efforts in the years to come. Particular emphasis was placed on how they can better support prevention and DRR efforts and improve national and local capacities.

In line with developments in the humanitarian community as a whole, stand-by partners are increasingly engaged in preparedness activities, humanitarian-to-development transitions and the strengthening of national and local capacities. Some stand-by partners, such as NORCAP, have made it an objective to broaden their engagement beyond service provision and become a strategic partner to the UN.

In honour of the thousands of men and women who have been seconded through NORCAP over the past 20 years, an anniversary reception was held at the Nobel Peace Centre on 28 November. The event was attended by Her Majesty Queen Sonja, the conference participants and 80 secondees. All photos: Torbjørn Grønning

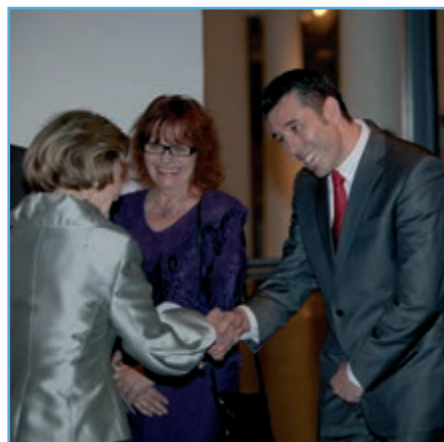
At the same time, there is no complete overview of stand-by partners' overall contribution to UN operations and capacity. Many agencies are involved, and there is no coordinated and standardised method of compiling data, or recording and monitoring deployments globally. Most importantly, there has been no joint attempt to review the role and impact of the stand-by mechanism, either with reference to overall response capacity or actual service delivery. The NORCAP 20th anniversary conference was intended as a forum to discuss how partners could better coordinate this effort. A second objective was to explore possible joint efforts to make the stand-by mechanism a better tool for advancing strategic priorities, especially in preparedness, DRR and national capacity building.



Benedicte Giæver, Director of the Emergency Response Department, in conversation with Joel Boutroue, Special Advisor to NMFA on Haiti and Humanitarian Reform



Right to left: William Lacy Swing, Director-General, IOM. Janet Lim, Assistant High Commissioner, UNHCR. Benedicte Giæver, Director ERD NRC. Amir Abdulah, Deputy Executive Director and Chief Operating Officer, WFP. Joseph Lual Achuil, Minister for Humanitarian Affairs and Disaster Management, The Republic of South Sudan.



Gabriel Khili, NORCAP member, together with Her Majesty Queen Sonja.

FIVE PRIORITIES

Participants identified five priorities for follow-up:

1. Improved evidence base:

More must be done to analyse the outcomes produced by the stand-by mechanism as a whole. There are potential benefits in standardising the monitoring and reporting of secondments, among both UN organisations and stand-by partners. A shared unit of measurement would simplify the tracking of trends and developments. More importantly, a thorough evaluation of the various partnerships would help to highlight lessons learned in a way well-suited to inform future strategies.

2. Stronger focus on supporting national authorities:

The conference showed that the traditional humanitarian sector, made up mainly of the UN system, major donor countries and western-based NGOs, represents only a small part of international preparedness and response capacity. UN organisations and stand-by partners should continue a joint dialogue on engaging national authorities and organisations more directly. As an example, the Sudanese minister of humanitarian affairs and disaster management has invited NRC to work directly with his government. NORCAP will propose a smaller, follow-up workshop to focus on how stand-by partnerships can better support national capacity development, and to review existing lessons and initiatives.

3. Closer collaboration with civil society:

A recommendation was made that UN agencies, donor agencies and stand-by partners take steps to share their experience and expertise to support the establishment and management of national stand-by partners. This will help build capacity in local NGOs and



civil society. Future partnerships must be broader, and include government institutions, faith-based organisations, local NGOs and emerging donors.

4. Greater focus on prevention and DRR:

Today's stand-by mechanism is geared primarily toward emergency response. Conference speakers repeatedly called for an increased focus on prevention and DRR efforts, and suggested that stand-by partners play an active role. A NORCAP pilot project to define a common understanding of the skills sets and competences needed for DRR secondees is one initiative that should be continued.

5. Improved collaboration between deploying agencies:

It was suggested that UN agencies and stand-by partners work to ensure that secondment requests are based on coordinated demands. Joint secondments or secondments to a cluster led by a national authority were flagged as possibilities.

Participants urged stakeholders to embrace the above recommendations, and challenged them to delve deeper into the practical consequences of the changing humanitarian landscape.

For further information about the event and an image gallery, visit www.flyktninghjelpen.no/?did=9129680

POINTS FOR FUTURE DEBATE

The conference also identified a number of points for future debate:

- If the need for closer collaboration with national institutions is to be taken seriously, one option would be to form stand-by arrangements that make it possible to second directly to them. Other possibilities include partnerships with, or more frequent secondments to, regional organisations or specialised national and civil society groups. Stand-by partners might consider moving part of their operation to regional offices in order to maintain a presence in places where disaster preparedness and response actually happen. All these options need to be explored further.
- Questions remain as to how leading stand-by partners can use their experience and expertise to support the establishment and management of regional or national counterparts. NORCAP is already participating in ongoing discussions with Indonesia and the African Union (AU), but this is a complex and demanding process in terms of resources. Similarly, how can stand-by partners create rosters with specialists in climate change and other more development-orientated issues such as DRR, national institution building or the fostering of intercultural dialogue?

At the conference, NORCAP promised to organise a series of smaller workshops with a broader group of stakeholders to start to address some of these issues. Participants were invited to give their views as to what the focus of these workshops might be, and how they should be organised and run.



Jan Egeland, Europe Director, Human Rights Watch.



Benedicte Giæver, Director of the Emergency Response Department, in conversation with Richard Blewitt, CEO, HelpAge



Dr. Michael Barnett, George Washington University



“A strong and efficient UN is at the heart of Norwegian foreign policy. NORCAP is a vital instrument of Norwegian support for the UN.”

*Jonas Gahr Støre, Norwegian
Minister of Foreign Affairs.*

“When the emergency hits, time is of the essence. Partners like NORCAP make sure that we get the right person in the right place, right away. That helps saving lives.”

*Valerie Amos, Under-Secretary-General for
Humanitarian Affairs and Emergency Relief
Coordinator*

“For 60 years, UNHCR has been working to ensure the rights of refugees. For the last 20 years, NRC has been a partner in this work. Thank you for your support ... NRC has built one the world’s largest and most professional stand-by rosters. NORCAP makes the UN stronger.”

*António Guterres, UN High Commissioner
for Refugees*

“Strong partnerships allow UNICEF to leverage diverse approaches as a method for achieving better results for children in humanitarian action. Stand-by partners represent essential complementary capacity for UNICEF’s emergency deployment and help fulfil our Core Commitments for Children in humanitarian action, including our inter-agency cluster responsibilities.”

*Louis Georges Arsenault, Director, UNICEF Office
of Emergency Programmes.*

“When hundreds of thousands of desperate Kurdish refugees fled for safety in Iraq in 1991, the world was unable to respond. The TV cameras were there, but no aid workers. That made us initiate the first NGO-UN stand-by system. Not even in my wildest dreams would I think that so many experts would go to so many places to do so much good over the next 20 years.”

Jan Egeland, Europe Director, Human Rights Watch.

2.2

INCREASED ENGAGEMENT IN DRR

NORCAP aims to enhance the capacity of the international community to prevent and respond to ongoing and future humanitarian challenges. It seeks to do so by providing expertise that targets the needs and areas of engagement of our UN partners and national stakeholders. One area of increased engagement for NORCAP in 2011 was in crisis prevention and early warning, with a specific focus on DRR.

The frequency of disasters has steadily increased over the last 50 years. The number of deaths has fallen during this time, but the number of people affected and the estimated damages caused have risen significantly. Climate change is expected to further increase the risk of extreme weather events resulting in disasters. In response, NORCAP significantly increased its engagement in DRR in 2011.

DRR aims to reduce risks through systematic efforts to identify, assess and reduce the causes and consequences of disasters. NORCAP supports the efforts of UN agencies, international organisations and local stakeholders to increase resilience and minimise vulnerabilities at all levels of society. It works to reduce the adverse impacts of hazards through prevention, limitation, preparedness and mitigation. NORCAP is mainstreaming DRR concepts and practices in all of its programmes to ensure that such issues are integrated into all phases of the disaster cycle – preparedness, response and recovery.

DRR DEPLOYMENTS

DRR secondment requests and deployments increased in 2011, ranging from country level prevention and preparedness activities during pre-disaster and development phases, to “build back better” initiatives in post-disaster humanitarian responses. NORCAP

also supported DRR strategy development and the implementation of the Hyogo Framework for Action.

The roster received 17 requests for DRR-related secondments in 2011, up from eight in 2010. The requests came from FAO, IOM, UNDP, UNESCO, UNICEF and WFP. Of the 17 requests, nine secondees were successfully deployed, seven requests were unfulfilled, and one is still pending. Six DRR-related secondments that began in 2010 also continued into 2011. Insufficient funds was the most common reason for secondees not being deployed, followed by a lack of suitable candidates.

During 2011, NORCAP personnel contributed to the development and implementation of DRR practices at the national level and during all phases of the disaster cycle in Chile, Ethiopia, Ghana, Haiti, Nepal and Pakistan.

DRR ROLES

NORCAP secondees were responsible for technical input, coordination, management, planning, monitoring and evaluation of DRR programmes, projects and other activities. Some of the positions were for dedicated DRR specialists, while others were for technical specialists with the capacity to promote DRR concepts and practices in fields such as agriculture, education, ICT, site planning, camp management and early recovery.

“*NRC secondees working in this area have helped to ensure that UNESCO is at the forefront of moving the international DRR agenda forward, especially in the field of education.*”
Mark Richmond, UNESCO



NORCAP personnel were involved in a number of successful DRR initiatives in 2011, and several deployments exemplified their role in support of UN activities, from global-level coordination and programming to national-level planning and implementation of initiatives in partnership with local stakeholders.

SUPPORT FOR THE GLOBAL AGENDA ON DRR

One NORCAP secondee was deployed to UNESCO headquarters for 14 months from the end of 2010 as a specialist in DRR and prevention in education (see chapter V). UNESCO has clearly indicated that NORCAP's contribution has been crucial in galvanising the agency's commitment and advancing its activities.

Mark Richmond, UNESCO's director for the division of education for peace and sustainable development, said:

"NRC secondees working in this area have helped to ensure that UNESCO is at the forefront of moving the international DRR agenda forward, especially in the field of education."

"Having staff time focused on DRR has catalysed the education sector's advancement of this area of work in a way which would not have been possible without the NRC's human resource support ... The UNESCO education sector is in the process of recruiting a P4 permanent post ... to further UNESCO's work in DRR and build on the momentum created by the NRC secondees."

Another NORCAP secondee responsible for promoting the international DRR agenda was deployed to UNHCR as a senior technical officer, in

support of the organisation's climate change adaptation initiative.

SUPPORT FOR NATIONAL AND REGIONAL DRR INITIATIVES

A NORCAP DRR specialist seconded to UNICEF's Middle East and North Africa regional office supported the development of an agency pool of DRR experts in the fields of education; water, sanitation and hygiene (WASH); and DRR policy and planning. The aim was to provide UNICEF country offices in the region with reliable and easy access to expertise in developing DRR programmes. NORCAP is currently exploring possibilities with UNICEF of using this pool and recruiting experts to the roster from it.

Another secondee was deployed in mid-2011 as a high-level advisor to UNDP in Ghana to support government efforts on DRR, good governance and sustainable development. The secondee is based at the office of the UN resident coordinator, where he plays a prominent role in helping to ensure that the national action plan on DRR is implemented coherently and effectively. The resident coordinator, Ms Ruby Sandhu-Rojon, personally expressed her appreciation to NORCAP for the timely and important support provided to the UN in Ghana.

NORCAP also provided DRR support to various technical sectors in 2011, such as education, agriculture and food security. One secondee was deployed to UNESCO's regional education office for Latin America and the Caribbean as a project officer for education and DRR. They were responsible for supporting various education projects at national and regional levels. Another secondee, who has extensive experience in DRR activities in his native Bangladesh, was deployed to Ethiopia as an emergency

programme officer for FAO. He was responsible for technical input to the FAO's Ethiopia DRR unit in support of its response to the drought and food crises in the Horn of Africa.

DEVELOPMENT OF DRR CAPACITY

There are critical gaps in international DRR efforts that urgently need to be addressed in order to reduce vulnerability to natural hazards and the risks posed by climate change. To this end, NORCAP recruited a DRR and climate change adaptation advisor in 2011 to manage the roster's increasing engagement in these fields from the head office in Oslo.

This initiative began with the mapping and analysis of both NORCAP and UN agencies' ongoing engagements with DRR. The aim was to clearly understand our partners' needs and to identify further opportunities to support their activities. It led to the identification of a range of profiles for stand-by personnel required.

NORCAP then initiated multilateral dialogues with UN agencies and other stand-by partners during the meetings held in conjunction with the 20th anniversary conference. The aim was to develop a plan among to ensure that the critical gaps in international DRR efforts are met in a coordinated and strategic way. The dialogues have been enthusiastically taken up by NORCAP's UN partners and will continue in the first quarter of 2012.

During 2011, NORCAP also participated in a global DRR conference hosted by the UN International Strategy for Disaster Reduction (UNISDR) in Geneva in May, and the Nansen Conference on climate change and displacement hosted by NRC, the Norwegian Ministries of the Environment and Foreign Affairs and the

Centre for International Climate and Environmental Research (CICERO). This took place in Oslo in June.

ROSTER DEVELOPMENT FOR DRR COMPETENCE

In response to the needs of its UN partners, NORCAP began the recruitment of additional DRR specialists, and the development of DRR capacity training for existing roster members. The roster advertised the recruitment of Norwegian candidates in the last quarter of 2011, and will recruit international candidates in the first quarter of 2012. The DRR and climate change adaptation advisor also met the Swedish Civil Contingencies Agency (MSB) and the Norwegian Directorate for Civil Protection and Emergency Planning (DSB) to explore possibilities for developing joint training seminars. These dialogues will continue in 2012, and will call on the relevant UN agencies for further input.

ONGOING DRR PROJECTS

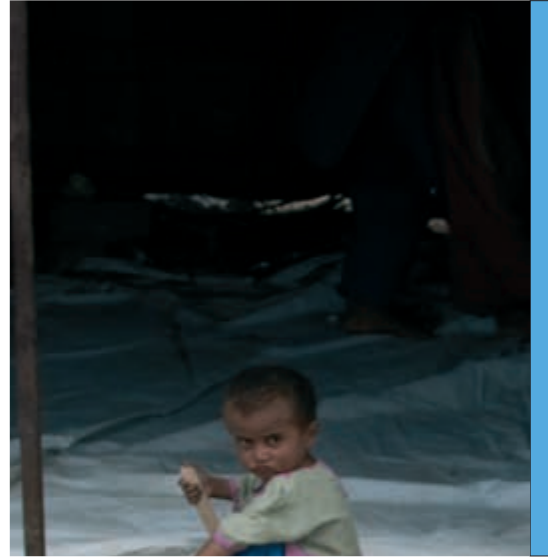
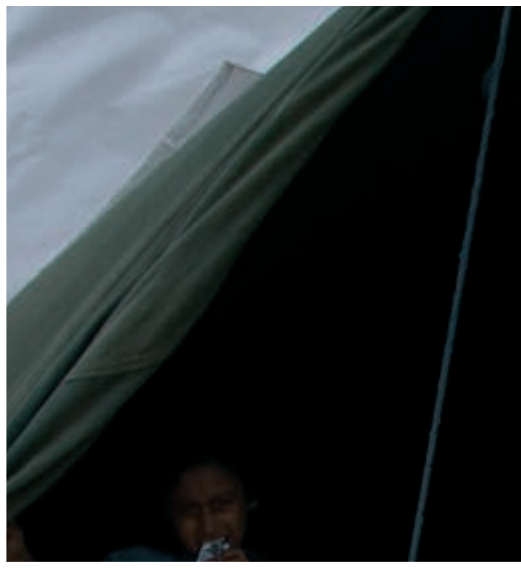
In the final quarter of 2011, NORCAP initiated several DRR projects that will be further developed and implemented in 2012. The first is a high-level, thematic DRR and climate change adaptation project, which aims to strengthen national leadership and support, as well as the coordination of operations between UN agencies, international organisations and stakeholders. In 2012, NORCAP will meet the relevant government bodies, UN agencies and international organisations, including UNDP, UNISDR and MSB, to establish the mandate, management and operation of the project.

NORCAP has also developed a project with the UN Environment Programme (UNEP), UNESCO and the World Meteorological Organisation (WMO) in support of hydro-meteorological DRR activities.

Anna Skibevaag, NORCAP member, currently seconded to UN-HABITAT as programme manager for the resettlement of IDPs in South Sudan.

TRENDS, EVENTS & CHALLENGES IN 2011





PRIORITIES IN 2011

*This chapter outlines
NORCAP's areas of
focus in 2011.*

STRATEGIC ENGAGEMENT

NORCAP's thematic priorities in 2011 were based on humanitarian needs emerging from existing crises, and capacity gaps in the international response to them. The roster continuously consults partner organisations on the expertise they require to strengthen their response to natural disasters, conflict and complex emergencies, and this chapter outlines its areas of focus as reflected in the annual plan.

3 PRIORITIES

NORCAP singled out the following three priorities for its secondments in 2011:

- The protection of civilians and the strengthening of human rights during natural disasters and complex emergencies
- Prevention and early warning initiatives with a specific focus on DRR
- Capacity building of institutions, civil society, local authorities and local UN staff in fragile and new states

The themes of gender and protection remained priorities across all sectors, as did a commitment to cultural and linguistic diversity - both on the roster and in deployments. NORCAP also focused on strengthening its relationships with agencies such as FAO that play significant roles in prevention as well as the early recovery phase, and that have previously made relatively little use of the roster. This strategy reflects a commitment to provide support during all phases of crises, from prevention and preparedness, through response to longer-term recovery, reconstruction and development.

3 OBJECTIVES

Focus activities for 2011 are presented below, grouped by the overall objectives identified in the annual plan:

OBJECTIVE 1:

To enhance the capacity of the international community to prevent and respond to ongoing and future humanitarian challenges

ACTIVITY: Contributing to a coordinated response to crises through greater focus on support for the cluster approach

The need for a more coordinated response to crises is well-known and has been a primary focus of the UN reform process. Some progress has been made, but the large-scale disasters in Haiti and Pakistan highlighted the need for further improvement of coordination mechanisms and capacity. Coordination and leadership was the largest area of expertise for NORCAP with 63 secondments. In terms of technical subcategories within this area, there were 13 emergency and cluster coordination assignments in 2011.



OBJECTIVE 2:

To support international capacity, particularly within the UN, at all stages of crises - from prevention, early warning and response to monitoring, reconstruction, conflict resolution, sustainable development and democratic governance

ACTIVITY: Strengthening NORCAP's civilian observers component (NOROBS)

A report published by the Norwegian Institute of International Affairs (NUPI) in 2010 made a series of recommendations as to how the Norwegian Stand-by Roster for Civilian Observers (NOROBS) might help to meet the increased need for civilian capacity

in international operations. The report was based on an analysis of recent developments within international peacekeeping, peacemaking and peacebuilding operations with regard to the use of civilian rosters, and a comparison of recent developments in the Nordic region. Building on NUPI's recommendations and linking with the work of the Norwegian civilian capacity task force, NORCAP continued its efforts to increase the number of assignments through NOROBS in 2011.

NORCAP continued to second staff to the Temporary International Presence in the City of Hebron (TIPH), and, since January 2011, to the International Monitoring Team in Mindanao, Philippines. It seconded personnel to AU, and has been involved in a review of the roster capacity of the African Civilian Response Capacity for Peace Support Operations (AFDEM). It is also in dialogue with the Norwegian Foreign Ministry on supporting Indonesian civilian capacity, and it has contributed to a technical working group on rosters and recruitment working under the International Stabilisation and Peacebuilding Initiative (ISPI).

ACTIVITY: Advocating for the use of NORCAP at all stages of crises with new and existing partners, including

a focus on institution building and strengthening local capacity and livelihoods programmes

NORCAP continued to focus on establishing a bridge between emergency response and early recovery phases, and on providing support to agencies working to help stabilise societies emerging from conflicts or crises. This was reflected in increased contributions to emergency activities of more development-orientated agencies such as UNESCO, FAO, UN-HABITAT, UNFPA and UNDP, with a strong focus on capacity building at local government and civil society levels.

ACTIVITY: Focusing on DRR in support provided to operations responding to natural disasters

DRR and response to natural disasters continued to be a priority in 2011, building upon the experiences and lessons learned from the field in previous years. NORCAP activities support DRR during all phases of the disaster cycle to improve the resilience of communities and nations to hazards, and to ensure that responses are in keeping with the "build back better" principle.

To ensure that civilians caught up in emergencies receive protection and assistance according to their needs and rights

NORCAP's mandate highlights protection as a key area of support by aiming to 'ensure that people in emergencies receive protection and assistance according to their needs and rights, with particular emphasis on the protection of civilians and the implementation of relevant Security Council resolutions'. The focus of NORCAP's protection support is determined by emerging needs both in terms of humanitar-

OBJECTIVE 3:

ian reform and current emergencies. Periodic consultations with key partners have revealed areas in need of continuous support, including coordination capacity for clusters and

working groups at global and field levels. Partners' assessments also identified sexual and gender-based violence (SGBV), gender mainstreaming, housing land and property (HLP), child protection and monitoring and reporting on grave violations of children's rights under Security Council resolution 1612 as specific areas that require extensive support and capacity enhancement.

Against this backdrop, NORCAP aimed in 2011 to contribute to the coordination of clusters; improving the protection of civilians in complex emergencies; research, planning and scoping capacities at the global level for GBV; and child protection. This was coupled with training initiatives for roster members in protection and other related issues. UNHCR's increased role in responding to natural disasters translated into a request for greater contributions to protection capacity in that context.

There were 56 secondments for protection assignments in 2011. South Sudan, Egypt (in response to the Libya crisis) and Haiti were the three countries to receive most protection support. Secondments to these countries targeted protection efforts in complex emergencies, conflict and natural disaster settings respectively. The main areas of support were child protection in South Sudan and refugee status determination in Egypt. In Haiti, support revolved around the transition phase from clusters to Haitian ministries, and protection in camps and resettlement sites. NORCAP also contributed to an initiative called GBV Area of Responsibility (AoR) Research: Scoping Mission on Multisectoral Response to GBV in Humanitarian Situations, which aimed to develop sound strategies sustainable in the long term.

NORCAP has explored the possibility of improving the timeliness of response through the introduction of standing capacity for the global child protection cluster working group. When part of the rapid response team, standing capacity implies that the person is on a full-time contract, spending 70 per cent of their time in the field and the remaining 30 per cent between missions on policy awareness and training. This ensures continuity from the very outset of emergency response, and the initiative will be further developed in the future.

GEOGRAPHICAL PRIORITIES

Emergency response planning is by nature fraught and subject to a considerable degree of uncertainty. Both sudden and slow-onset natural disasters are inherently hard to predict. Based on lessons learned from previous years, however, some trends are discernible and these guide the planning and provision of NORCAP support in geographical terms.

Africa was a major area of focus in 2011. Roster members contributed to responses to conflicts, complex emergencies and natural disasters, and secondments reflected the thematic priorities of protection, prevention and DRR and capacity building. They were also in line with a commitment to capacity building at various levels of government, and among local NGOs and affected populations. By far the largest recipient was South Sudan, but Ivory Coast, Kenya, Somalia, Liberia and Sudan also figured prominently.

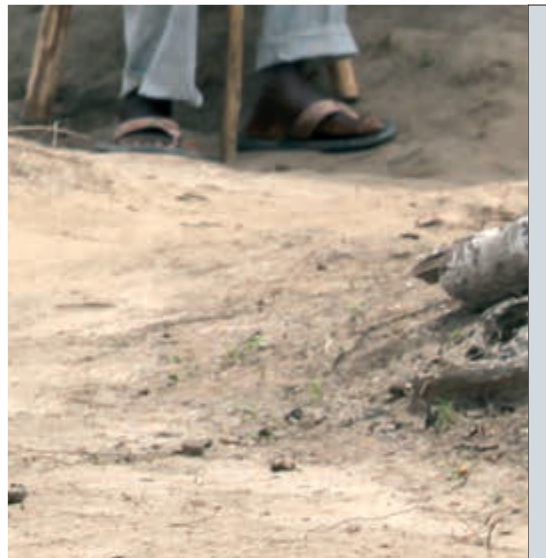
In **Asia**, responses to natural disasters triggered the majority of NORCAP secondments to the region, particularly following the monsoon floods in Pakistan. The main areas of support included cluster coordination, monitoring and evaluation, child protection, nutrition, DRR and education.

NORCAP's activities in the **Middle East and North Africa** were inevitably shaped by the Arab uprisings in the region. Yemen received much support and the civil war in Libya led to secondments in both Egypt and Tunisia. The Occupied Palestinian Territories (OPT) also continued to receive significant resources via the roster. The UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) continued to take on a large number of secondees in several countries.

In **Latin America**, interventions continued to focus mainly on the post-earthquake situation in Haiti and regional DRR efforts. UN agencies in Colombia, Venezuela, Chile and Guatemala also received small-scale support.

A Haitian woman walking past one of the newly constructed houses in the Villambetta relocation settlement. Photo: Kristian Boysen





SECONDMENTS

This chapter contains summarised statistics for all regions. The main measurements are person-months in the field and number of secondments.

STAFF & REGIONS

NORCAP seconded staff to 311 assignments in 2011, accounting for 1,659 person-months in the field. Most of the secondments took place in sub-Saharan Africa, followed by the Middle East and North Africa (MENA), Asia, the Americas and Europe – the same order as in 2010. Secondments to sub-Saharan Africa increased considerably.

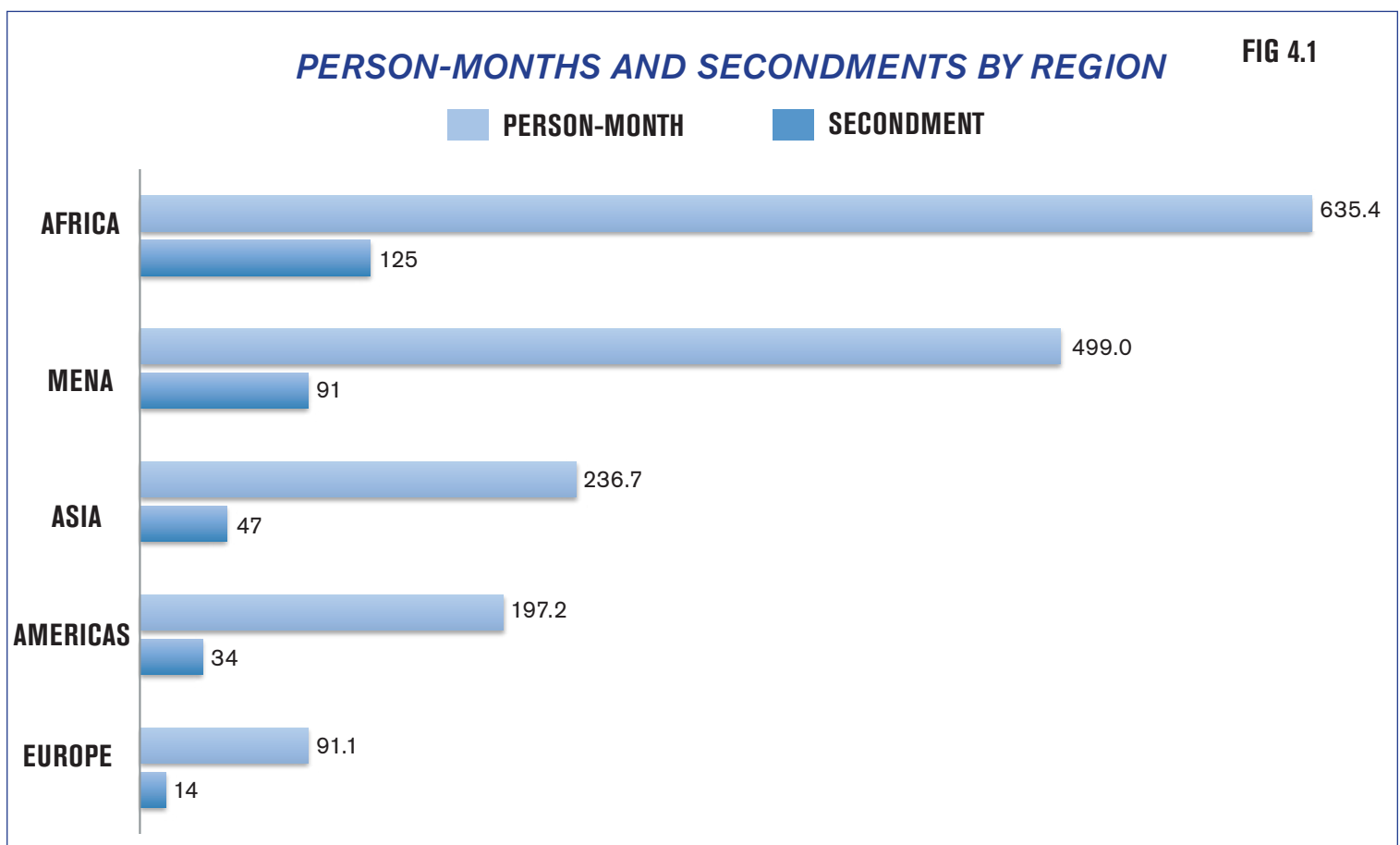


Fig. 4.1 NORCAP activities in 2011, measured in person-months and secondments per region. A secondment is an uninterrupted assignment for one person in one organisation.

Three main areas of expertise - coordination and leadership; protection; and social affairs and livelihoods - accounted for more than 50 per cent of the secondments. Peacekeeping; information and technology; logistics and supply; camp management; and engineering made up between five and ten per cent each, while civil affairs and democratisation; administration and finance; communication; health and nutrition; and rule of law and legal affairs all accounted for five per cent or less.



SECONDMENTS PER MAIN CATEGORY OF EXPERTISE

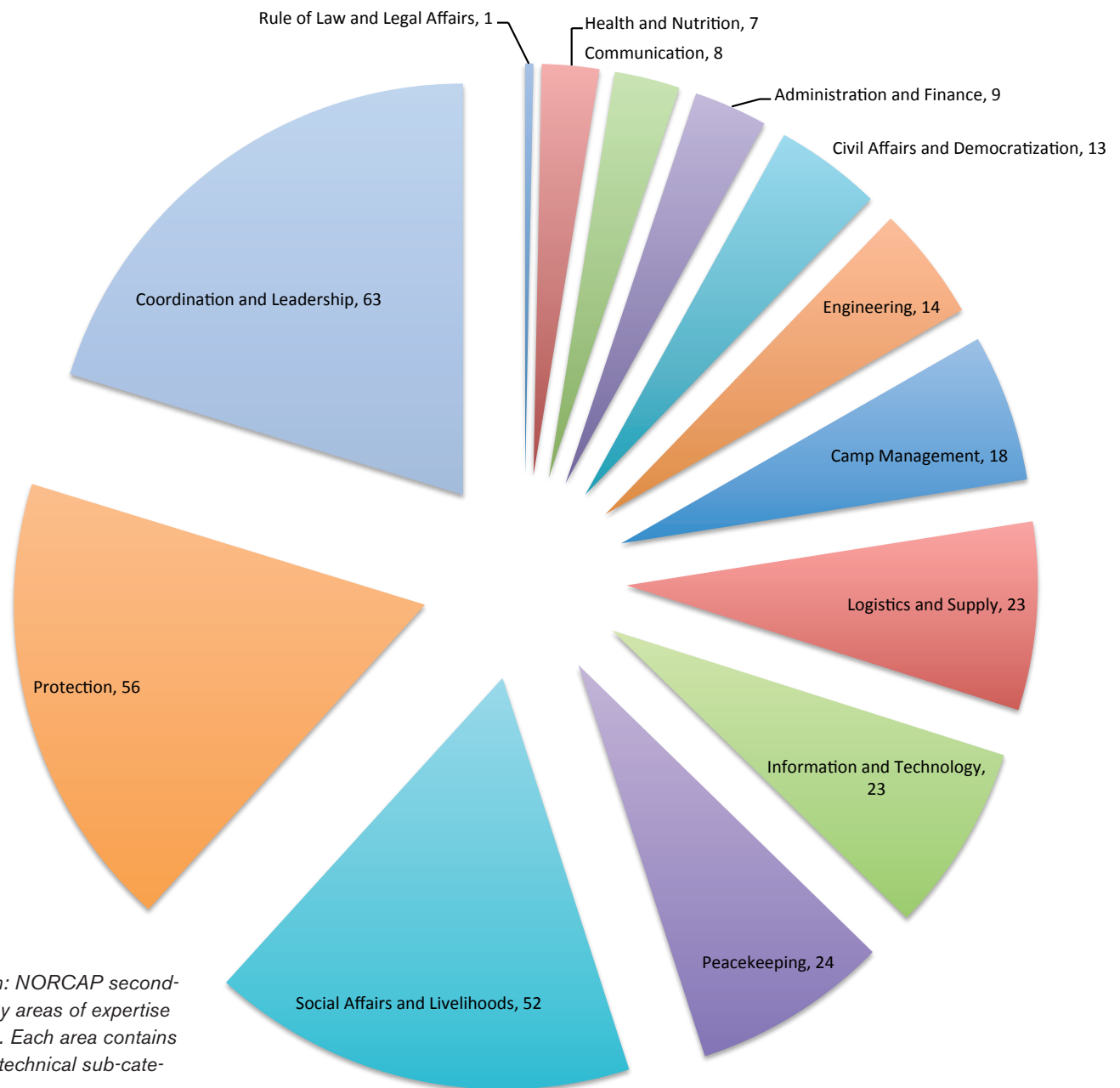


Diagram: NORCAP secondments by areas of expertise in 2011. Each area contains various technical sub-categories

Secondees who completed missions in 2011 received personal evaluation reports from their host agency. Thirty-two per cent performed above expectations, 59 per cent satisfactorily and two per cent below expectations. Six per cent were deemed unqualified or mismatched with the terms of reference.¹

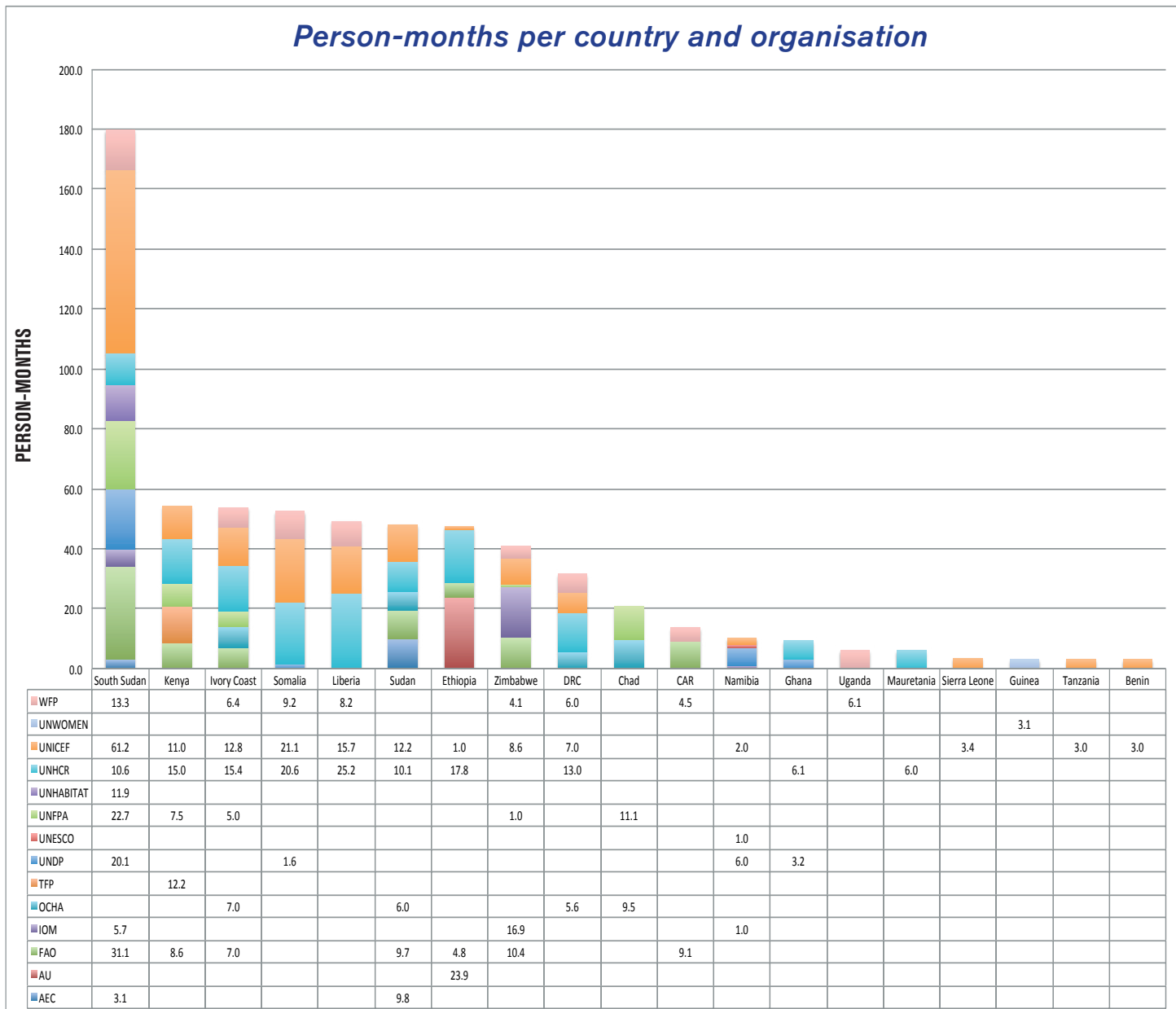
NORCAP received a total of 624 requests in 2011, of which 421 resulted in contracts being issued. Some requests extended existing secondments.

¹ At the time of reporting, 93 reports had been submitted by host agencies

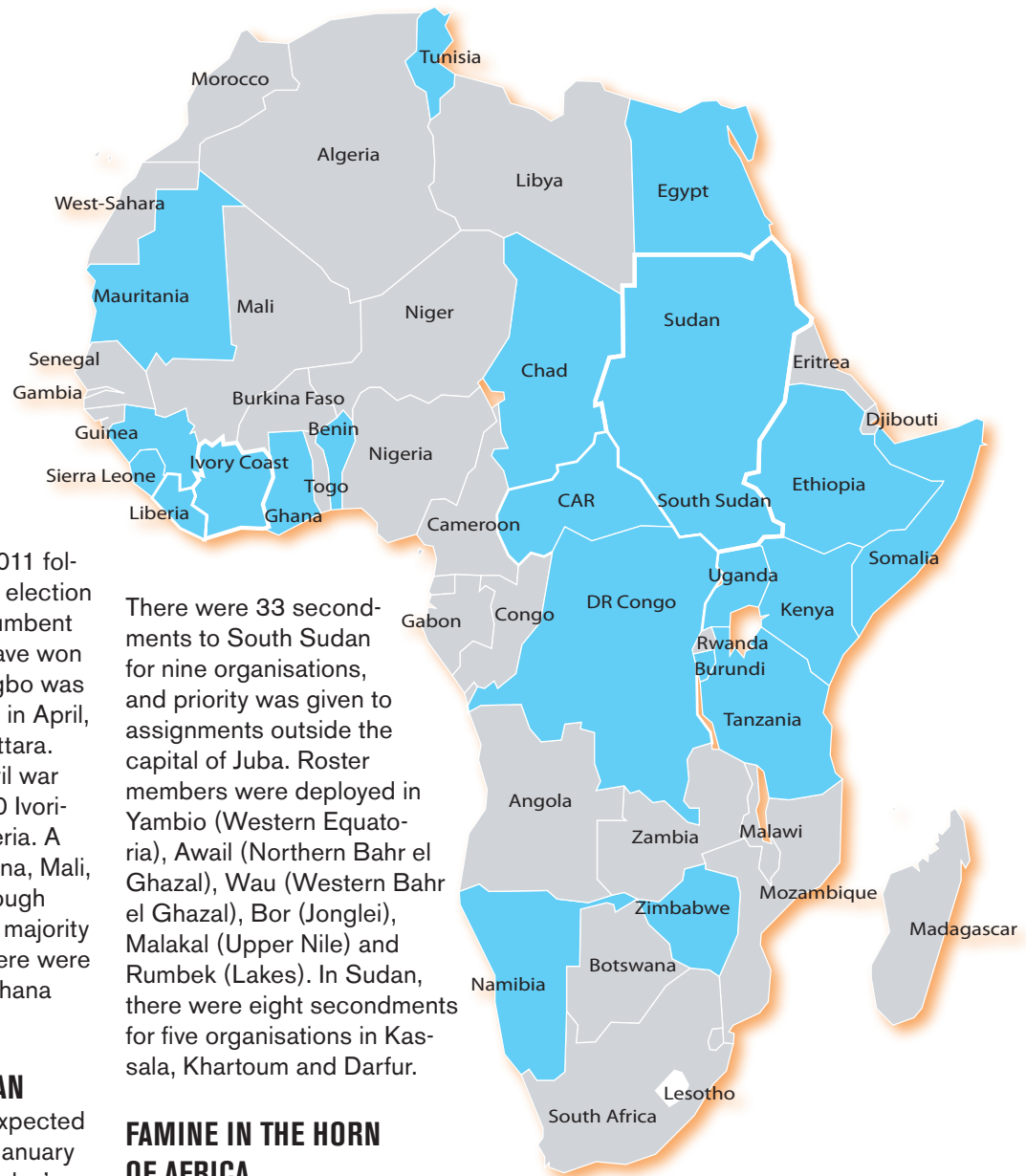
4.1

AFRICA

DIAGRAM 4.3



Three crises – the post-election conflict in Ivory Coast, the secession of South Sudan and the famine in the Horn of Africa and their effects on surrounding countries - accounted for the majority of secondments to the region. Smaller-scale support was also provided to other countries, including Chad, DRC, South Africa and Zimbabwe. Sudan and South Sudan received the most support in terms of person-months, due in part to secondments being to longer-term projects than elsewhere. In the region as a whole, NORCAP deployed 124 secondees to ten UN and four non-UN organisations in 20 countries, amounting to some 634 person-months in the field.



POST-ELECTION CONFLICT IN IVORY COAST

Hostilities broke out early in 2011 following a disputed presidential election in November 2010, which incumbent Laurent Gbagbo claimed to have won over Alassane Ouattara. Gbagbo was ultimately forced to step down in April, ceding the presidency to Ouattara. The hostilities resembled a civil war and forced more than 100,000 Ivorians to flee the country for Liberia. A few thousand also fled to Ghana, Mali, Burkina Faso and Guinea. Though many have since returned, the majority remain refugees in Liberia. There were 23 secondments to Liberia, Ghana and Ivory Coast.

SECESSION OF SOUTH SUDAN

The international community expected some turmoil to surround the January 2011 referendum on South Sudan's secession, but in fact it was conducted almost without incident. The vast majority of South Sudanese voted in favour of secession, and the new nation was officially proclaimed on 9 July 2011. Among the many challenges facing the nascent state are the building of new political, judicial and education systems and the improvement of its infrastructure.

Disputed regions remain on the border between South Sudan and Sudan, and these are the scene of frequent hostilities. There are also internal conflicts and power struggles between various tribal groups within South Sudan. Both scenarios are likely to persist in the years to come.

There were 33 secondments to South Sudan for nine organisations, and priority was given to assignments outside the capital of Juba. Roster members were deployed in Yambio (Western Equatoria), Awail (Northern Bahr el Ghazal), Wau (Western Bahr el Ghazal), Bor (Jonglei), Malakal (Upper Nile) and Rumbek (Lakes). In Sudan, there were eight secondments for five organisations in Kas-sala, Khartoum and Darfur.

FAMINE IN THE HORN OF AFRICA

The international response to the famine in Somalia, Ethiopia and northern Kenya started in the early summer of 2011. Conflict between the Somali government and al-Shabaab rebels severely hampered the international community's access to the worst-affected regions of southern and central Somalia.

Because of the dire security situation, most of the 21 experts seconded to the Horn of Africa worked in Ethiopia and Kenya, making only occasional visits to Somalia when it was deemed safe enough to do so.

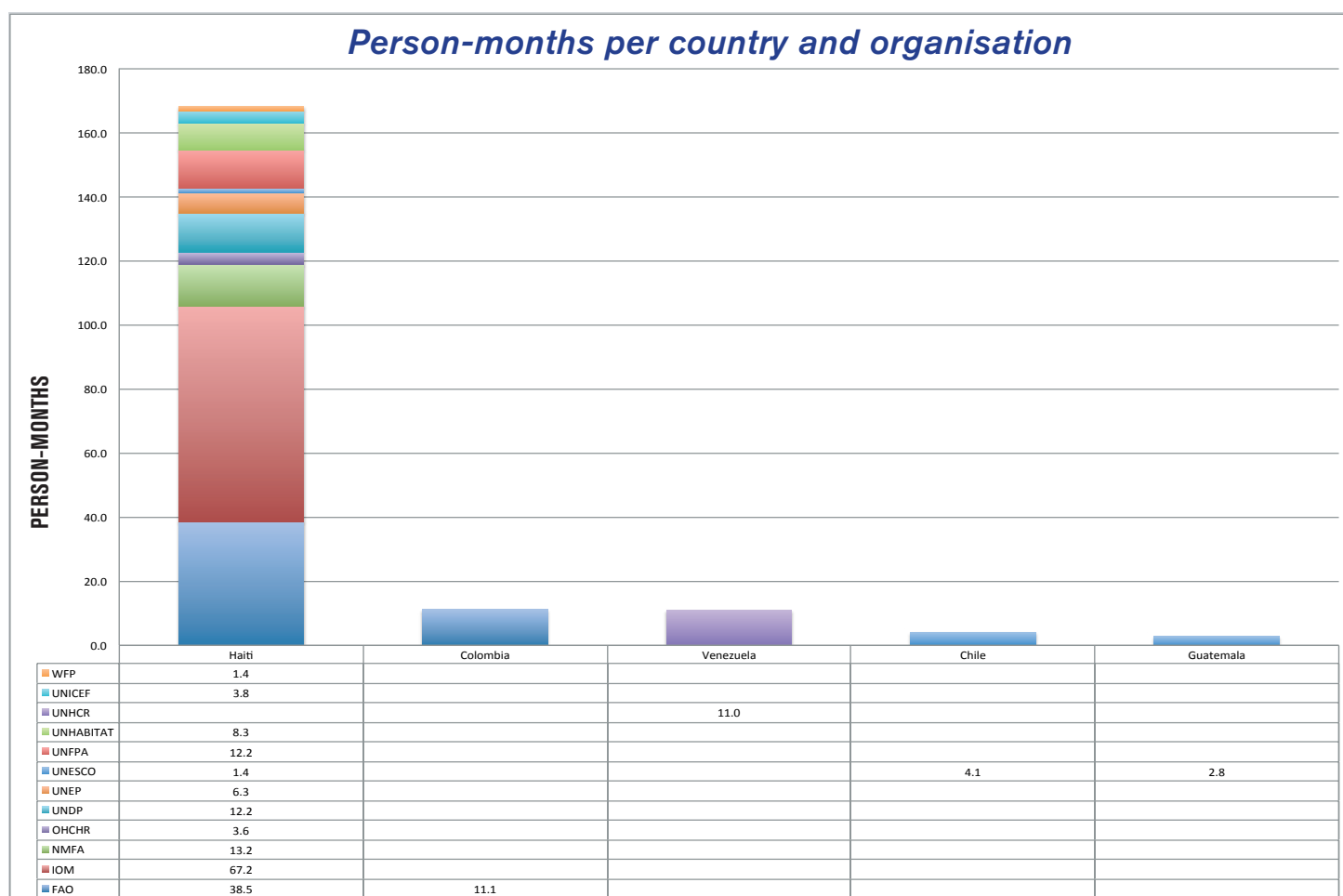
The above three crises accounted for the majority of NORCAP secondments, but roster members also

worked with the UN in Mauritania, Sierra Leone, Benin, Chad, Uganda, Tanzania, Zimbabwe, Namibia and DRC. Support was related to flooding, DRR and other humanitarian assistance. Most of the secondments were one-offs to fill critical gaps, meaning extension requests are unlikely, with the exception of Chad and DRC. As in 2011, these countries are likely to receive continued support in the form of humanitarian affairs officers and protection officers.

4.2 AMERICAS

Thirty-four secondments to 12 organisations in the Americas amounted to 197 person-months in the field. The vast majority were to Haiti, continuing support begun following the devastating 2010 earthquake. NORCAP also contributed to UN operations at a regional level for FAO and UNESCO, staffing positions in Venezuela, Colombia, Guatemala and Chile with a focus on DRR and preparedness.

DIAGRAM 4.4



LATIN AMERICA AND THE CARIBBEAN

Colombia has some of the worst indices of forced displacement in the world. The Internal Displacement Monitoring Centre (IDMC) estimates that the country has 5.9 million internally displaced people (IDPs), while the Colombian government puts the figure at 3.3 million. NORCAP seconded two people to OCHA in Colombia, and two roster members were also deployed with UNHCR in Venezuela to assist in meeting the needs of the many refugees who cross the border. Continuing violence in Colombia means there is a need for further support.

In Guatemala, NORCAP supported the Ministry of Educa-

tion's emergency initiatives and DRR measures through UNESCO.

Two regional secondments to FAO focused on DRR, prevention and communication in the areas of food security and nutrition. The secondees had some involvement in operations in Haiti, but most of their work was centred on other countries, for example Peru, Colombia and smaller Caribbean nations.

The roster also provided a regional DRR specialist for UNESCO, and a food security cluster coordinator in Colombia. A regional information manager has been working with the food clusters active in the region.



HAITI

NORCAP continued to provide substantial assistance to Haiti after the 2010 earthquake and ensuing cholera epidemic. Experts from the roster contributed to the crucial phases of recovery, reconstruction and stabilisation. Core priorities for Haiti in 2011 were divided into five main categories:

• DRR AND EMERGENCY PREPAREDNESS:

Haiti was already a fragile state before the 2010 disaster struck. As such, much emphasis needed to be placed on preparing for future challenges. Institutions needed training in emergency preparedness to be able to cope with the potential impacts of disease, political instability and natural disasters. NORCAP worked with UNICEF, FAO, IOM and UNESCO on DRR and preparedness. It also seconded experts on child protection, WASH and education whose work also included elements of preparedness and DRR, for example in the event of flooding in camps.

• RECOVERY, RECONSTRUCTION, DEBRIS MANAGEMENT AND THE PHASING OUT OF CAMPS:

Basic needs still needed to be met in 2011, particularly in terms of sustainable shelter. The phasing out of camps was expected to place a huge demand on resources in removing debris and preparing spaces for people to rebuild their property, social networks and livelihoods, while at the same time enhancing the capacity of local authorities, implementing work creation schemes and enforcing land and housing rights. NORCAP contributed to meeting these challenges through secondments to UNDP, IOM, UN-HABITAT, UNEP, and IHRC.

• SGBV AND PROTECTION, INCLUDING CHILD PROTECTION:

The protection cluster is co-chaired by OHCHR and the UN Stabilisation Mission in Haiti (MINUSTAH), and the caseload in the camps is handled by IOM. The cluster was in need of further support, and the gender sub-cluster was expected to receive substantial backing from UNFPA and IHRC. Child protection and nutrition were handled by UNICEF. NORCAP contributed to the transition of responsibilities for these areas from the protection cluster to local authorities through its work with the cluster's co-chairs. Through UNFPA, it also seconded a special advisor to the Ministry of Women's Affairs to build capacity on gender analysis and the relevant international legal instruments.

• SUPPORT FOR IHRC AND STRENGTHENING OF LOCAL GOVERNMENT:

NORCAP continued to liaise with NMFA on how IHRC and relevant Haitian ministries could be further supported. One outcome was NFMA's initiation of development hub projects in Les Cayes. For example, two roster members were seconded to UNEP to work on clean energy and private sector development.

• URBAN RECONSTRUCTION AND RURAL DEVELOPMENT:

Many people living in camps had neither the necessary skills nor background to successfully relocate to rural areas. A need to support both urban agriculture and rural development initiatives was identified in order to guarantee food security and create jobs in the coming years. NORCAP seconded personnel to various recovery projects with FAO, UN-HABITAT and UNDP to ensure progress in these areas.

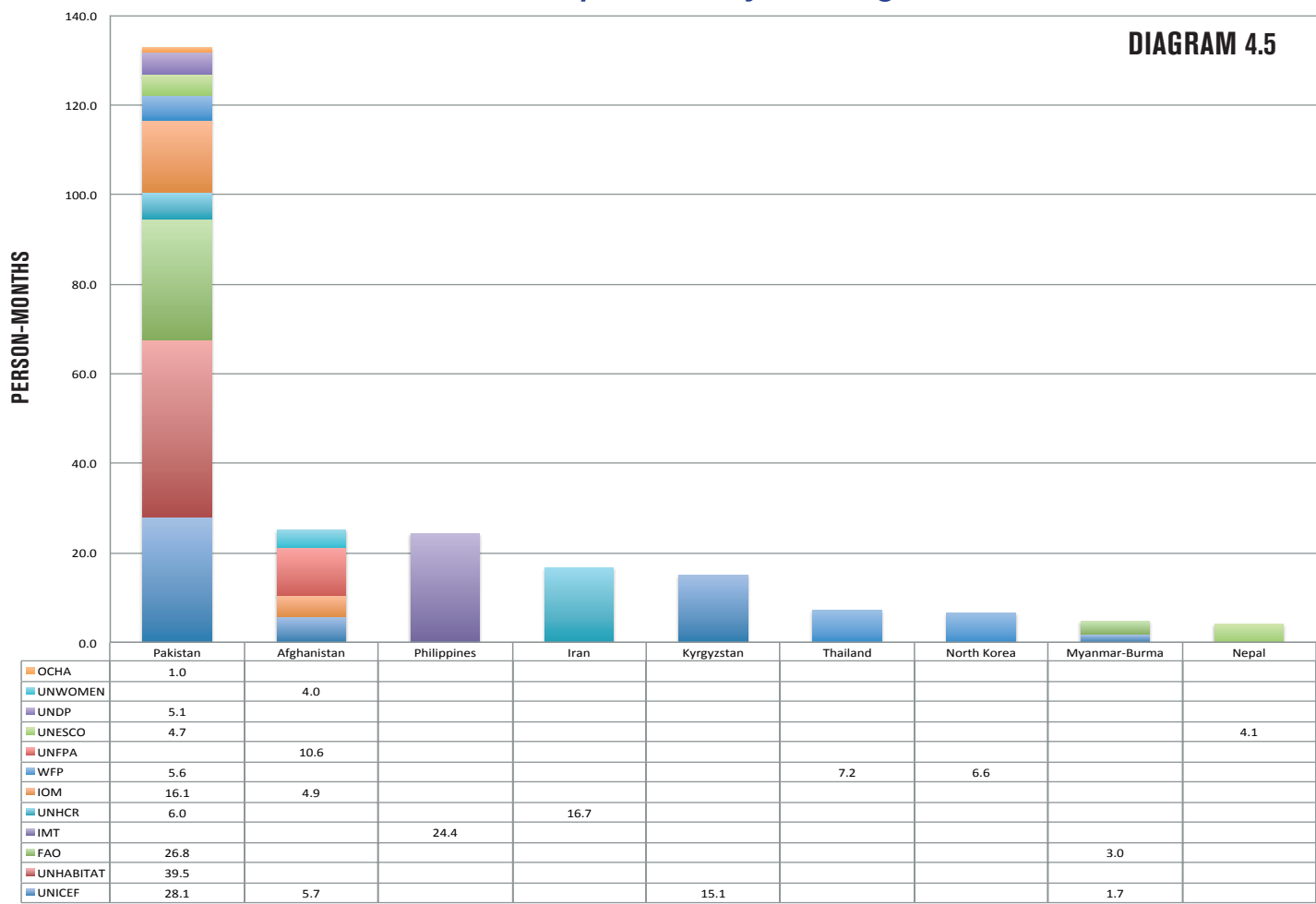


4.3 ASIA

Forty-six secondments to 12 organisations in Asia amounted to 237 person-months in the field. Most requests came from countries affected by natural disasters, from flooding in Pakistan, Thailand and Nepal to drought in Afghanistan and North Korea. Pakistan received the highest number of secondments, both in continued response to the unprecedented 2010 floods and for new projects following renewed flooding in the Sindh province last year.

Person-months per country and organisation

DIAGRAM 4.5



NORCAP seconded personnel to the following organisations: UNICEF, UNHCR, IOM, WFP, FAO, UN-HABITAT, UNFPA, OCHA, UNESCO, UNDP, UN-WOMEN and IMT². The main areas of expertise covered were coordination and leadership; protection; and social affairs and livelihoods, with UNICEF, UN-HABITAT and FAO receiving most secondments.

PAKISTAN

Pakistan continued to be the largest recipient of NORCAP support in Asia during 2011, far exceeding levels in other

countries of the region. The 2010 floods affected a vast geographical area and an unprecedented number of people, and had a devastating economic impact. It is estimated that more than 20 million people, nearly ten per cent of the population, were affected. Many were already struggling in the aftermath of the 2005 earthquake and displacement caused by military operations in 2009. The monsoon rains in September 2011 caused further severe flooding in Sindh province.

² See information on IMT under subchapter 'Special Secondments'.



There were 25 NORCAP secondments to IOM, FAO, UN-HABITAT, UNICEF, UNHCR, UNESCO, WFP and OCHA in 2011. Areas of expertise included WASH, shelter, coordination, information management and child protection, with most secondees based in Multan, Sukkur, Quetta, Karachi and Islamabad.

UN agencies faced a number of challenges, including insecurity in Balochistan and restricted access to the tribal areas. Opposition groups operating from Quetta towards the provincial border with Sindh also obstructed access to the affected population. Lack of infrastructure and scarce funding for certain programmes hampered the implementation and efficiency of the emergency operation in response to the 2011 floods. The assassination of Osama bin Laden in Abbottabad led to the evacuation of staff from field offices to Islamabad and other cities.

AFGHANISTAN

Limited snow and rainfall during the winter of 2010 and the spring of 2011 led to a slow-onset disaster in the form of drought in northern, north-eastern and western Afghanistan. Despite progress in some areas, many Afghans continue to suffer chronic vulnerability compounded by insecurity and violent conflict. There was an 18 per cent increase in security incidents in 2011 compared with 2010, a situation which hampered humanitarian work as well as impacting the local population directly.

If this winter proves harsh and prolonged, there is a risk that the crisis will deepen unless the government and its development partners can put more sustainable, longer-term DRR programmes in place. The situation leaves Afghanistan in desperate need of specialised personnel, but the safety and security of civilians and humanitarian workers remains a great concern in many parts of the country.

There were four NORCAP secondments to Afghanistan in 2011: a programme officer for IOM, a GBV advisor for UN-WOMEN, a child protection officer for UNICEF and a psychosocial counselling advisor for UNFPA.

IRAN

Iran hosts the second largest number of long-term refugees in the world. According to the country's Bureau for Aliens and Foreign Immigrants' Affairs (BAFIA), as of March 2010 nearly 1.1 million refugees were registered with the authorities – just over a million Afghans and nearly 44,000 Iraqis. The majority live in urban areas, and only three per cent live in settlements. UNHCR's main focus in 2011 was to enhance refugees' livelihood capacities through vocational training and facilitating access to education and primary health care.

There were two NORCAP secondments to UNHCR in the

field of protection and community services targeting Afghan refugees. The secondees worked primarily with refugees in the Tehran area to deliver training and services. UNHCR has requested an additional two secondees, but the time-consuming visa application process – which can take up to six months – means that the request has not been fulfilled.

The main challenges to working in Iran were government restrictions on UNHCR's activities and limitations on direct contact with refugees. BAFIA's lengthy procedure for approving projects also hampered secondees' ability to carry out community service activities and field missions.

KYRGYZSTAN

Significant discontent and a major outbreak of inter-ethnic violence in southern Kyrgyzstan in 2010 had a lasting impact on the social and economic situation across the country during 2011. The violence has largely died down but humanitarian needs remain, especially in Osh.

The country's Family Child Support Department estimated that 125,000 children, or 34 per cent, were in need of health and social services during 2011 as a result of the crisis. Children without parental care and victims of violence and abuse were among those most at risk, along with those involved in criminal behaviour, living and working on the streets, with disabilities or undertaking dangerous work. Young ethnic Kyrgyz girls in rural areas risk being abducted for marriage, and ethnic Uzbek girls face a growing trend towards early marriage.

UNICEF requested four NORCAP staff with expertise in education, water and sanitation, information and reporting. All four had completed their assignments by July 2011.

NORTH KOREA

Drought in North Korea has seriously affected nutrition and food production, and the country's economy in general. Following a rapid assessment in February and March 2011, WFP launched an emergency operation the following month targeting 3.5 million of the most vulnerable women, children and elderly in the most food-insecure parts of the country.

Despite an overall improvement in agriculture since the mid-1990s, North Korea continues to experience widespread food shortages, especially of cereals and pulses. Cereal production is far below the minimum national requirement. The country also suffers high food prices, a lack of fertilisers and agricultural machinery, limited arable land, over-exploitation of that which is available, inadequate fuel supplies and an acute energy crisis.

NORCAP roster members have worked in North Korea since the 1990s with WFP and UNICEF. The UN faces

4.3 ASIA

many challenges in its work, however, including restrictions on the number of humanitarian personnel allowed into the country, time-consuming visa formalities and limited access to the affected population. As a result there was only one NORCAP secondment to the country in 2011 - a fleet manager for WFP.

THAILAND

Thailand experienced its worst floods in decades in 2011, with 2.45 million people affected and 28 of the country's 77 provinces declared disaster areas. An estimated 113,000 people remain in temporary shelters. The government identified a lack of emergency equipment, such as boats and outboard motors to help reach victims of the disaster, as its most serious shortfall.

Through its regional office in Bangkok, WFP helped to fill critical gaps in the relief effort using its procurement and logistics capacity. NORCAP seconded a cash and voucher officer to the agency, responsible for providing technical support and guidance in Thailand and 14 other Asian countries. WFP's largest cash and voucher portfolio is in Asia.

NEPAL

Torrential rainfall in September 2011 triggered flash floods in Mahottari district and caused hardship for many inhabitants in terms of shelter and livelihoods. The Dalit communities were worst-affected, with nearly 25 per cent of agricultural crops damaged in 30 village development committees. Cash grants were distributed to affected families through local branches of the Central Natural Disaster Relief Committee.

The government has been urged to develop a countrywide DRR initiative, and out of 35 central and western districts, 24 have already completed disaster preparedness and response (DPR) plans. Although provisions have been made to form DPR monitoring committees, most districts do not have them yet.

In order to help develop a more holistic approach to DRR, UNESCO requested a NORCAP expert to focus on thematic mapping and the identification of potential donors for DRR activities in the education sector. Potential initiatives were identified and a workshop on the issue planned for November 2011, but this was postponed until early 2012 to allow UNICEF to attend. The agenda for the workshop was to take stock of DRR initiatives in the education sector, provide DRR training, lay out an action plan and suggest ways in which DRR might be integrated into education planning. A DRR focal point might be established in the Ministry of Education's information management system, and DRR might be incorporated into initiatives for education in emergencies.

Mother and child in a camp in Umerkot district, Pakistan. Photo: Åshild Eliassen

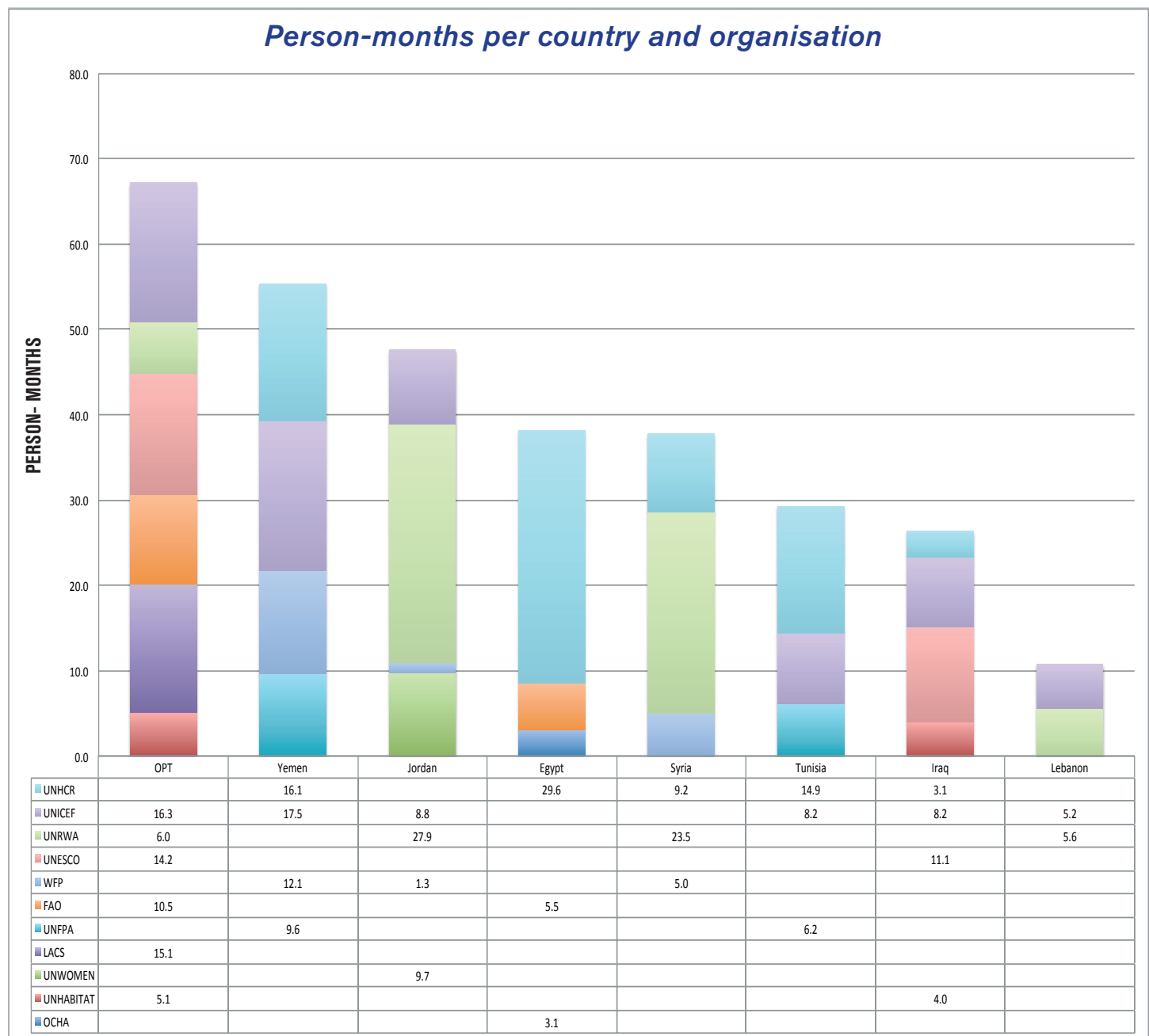


4.4

MIDDLE EAST AND NORTH AFRICA

2011 saw developments in the Middle East and North Africa that had been in the making for a long time, but few imagined they would take place with such force and ferocity. Political unrest and popular protest brought down regimes in Tunisia, Egypt and Libya, and the situation in Syria and Yemen remains highly volatile. There were 62 NORCAP secondments to 11 organisations in the region last year, amounting to some 312 person-months in the field.³

Person-months per country and organisation





NORTH AFRICA

On 20 October 2011 Libyan rebels captured Muammar Gaddafi outside his hometown of Sirte, bringing to an end eight months of armed struggle to topple the regime. In support of the UN response to the conflict and its aftermath, NORCAP personnel were seconded to agencies, particularly UNHCR, in Egypt and Tunisia. OCHA, UNICEF, FAO, and UNFPA also took experts from the roster.

From the onset of the uprising in Libya, the protection of vulnerable populations was at the forefront of NORCAP's support. Within days of hostilities breaking out, two experienced Arabic-speaking protection officers were deployed in Tunisia and Egypt. Two more protection officers were later deployed to Tunisia. Four refugee status determination officers were seconded, three to Egypt and one to Tunisia, to provide support to those fleeing the fighting.

A WASH specialist was seconded to UNICEF to take responsibility for the leadership of the sector working group, coordination, fundraising and implementation of the agency's WASH programme for Libyan refugees in Tunisia. A supply officer was also seconded to support the agency's response. A secondee deployed to UNFPA in Tunisia headed the agency's office in Zarzis on the border with Libya, where much of their work was geared towards GBV awareness and capacity building. Lastly, one secondee worked for a short period with OCHA as a humanitarian affairs officer in Cairo.

Low ceilings for international staff numbers in Libya meant that it was only at the very end of 2011 that an expert from the roster began working inside Libya itself. The secondee worked with the humanitarian unit within the National Transitional Council and conducted WASH needs assessments.

YEMEN

The situation in Yemen became increasingly volatile in 2011, with constant challenges to the state's authority and its control of the country. Huge demonstrations calling for regime change provoked violent crackdowns from the authorities. Students led the uprising against President Abdullah Saleh in several cities, including the capital Sana'a, Aden and Taiz. In the north, Houthi rebels gained control of Sa'ada province in a power vacuum created by the government's focus on threats elsewhere.

Fighting between government and armed separatist forces in the south, the activities of Islamist extremist groups and conflicts between tribes competing for local power and influence constituted further major challenges.

All these elements of conflict, combined with poverty, drought, soaring food prices and collapsing state services have made life a daily struggle for survival for millions of people – including 100,000 IDPs who fled recent fighting in the south, 300,000 displaced by previous conflicts in the north and thousands of refugees from the Horn of Africa.

Restricted access severely hampered NORCAP's support to UN agencies. It was anticipated that Yemen would have the largest number of secondees in the region in 2011, but this scenario changed with the UN evacuations of non-essential staff. As the security situation deteriorated, secondees were either evacuated or contracts cancelled. By the end of June there were only two experts from the roster working in the country.

In some cases NORCAP's contribution was seen as essential to programmes continuing. Both UNICEF and WFP kept stand-by personnel operative until late May, when gun battles erupted in Sana'a between government forces and fighters loyal to the country's most powerful tribal leader, Sadeq Al-Ahmar. New secondees were deployed when the situation had calmed in the summer and early autumn, only to be evacuated when fighting flared again a few weeks later.

SYRIA

The uprising against the regime of President Bashar al-Assad began in March 2011 and continued for the rest of the year as the authorities attempted to clamp down on the protests. NORCAP seconded a child protection officer to Lebanon to assist the UN response to Syrian refugees who had crossed the border.


Inside Syria, secondments to WFP, UNHCR and UNRWA were directed in part to supporting the agencies' Iraqi refugee programmes. Two other secondments to UNRWA were particularly praised for their contributions to the country office's reform programme and internal procedures. Because of the deteriorating security situation one of the secondees was evacuated to Amman.

OCCUPIED PALESTINIAN TERRITORIES

UNICEF was the agency to request most NORCAP personnel for OPT in 2011. The agency used the roster, among other things, to cover capacity gaps in child protection through a position based in Jerusalem that covered both the West Bank and Gaza. Protection was also an important area of focus for UNRWA, which received a protection officer who worked on reporting, advocacy and liaison between the Israeli government and the Palestinian National Authority.

UNESCO also received NORCAP support for its higher education initiatives. The project involved e-learning for

³ For information on TIPH, see separate subchapter "TIPH"



Palestinian students and teacher-training courses designed in collaboration with the University of Oslo and the Oslo and Akershus University College of Applied Sciences. FAO and NORCAP had a cost-sharing agreement for covering administration capacity gaps throughout the year.

An architect from the roster was seconded to UN-HABITAT to support the agency in mapping, planning, shelter provision, the prevention of displacements and demolitions, the establishment of building rights and the building of a database of relevant assessments to inform future planning work.

NORCAP also continued to second donor coordinators to the Local Aid Coordination Secretariat (LACS) in Ramallah. At times secondees operated as the head of the organisation.

IRAQ

NORCAP supported UNICEF in expanding its database for registering and verifying violations of children's rights in armed conflicts. The database was established and developed by secondees from the roster in 2010.

Support for UNESCO focused on improving literacy, which has declined dramatically since the 2003 invasion, and civic and human rights as they pertain to education. NORCAP also seconded an associate programme officer to UNHCR. The secondee was stationed in Basra, and helped in the design and preparation of project proposals and sub-project agreements for implementing partners.

UNRWA

As in recent years, NORCAP continued to support UNRWA in its reform process, and secondments to its HQ in Amman in 2011 focused specifically on this. Contributions included developing project cycle manuals, training local staff, improving results-based monitoring and addressing other management challenges.

An experienced education expert was also seconded to the Amman HQ to help the education department in documenting current classroom practices in UNRWA schools. The secondee is developing a framework for classroom observation in cooperation with the agency's research and teacher development unit, contributing to the analysis of teaching and learning.



4.5 SPECIAL SECONDMENTS

Special secondments are requests by NMFA to staff specific positions within the UN or other organisations. At the time of this report, five roster members are on assignment following such requests.

SENIOR POLICE ADVISOR

Training for Peace in Africa is an international capacity building programme aimed at improving and sustaining African civilian and police capacity for peace support operations, with a view to strengthening the African security architecture. The programme focuses on training, policy advice and research, with many of the activities carried out by African partners. The programme is jointly funded by NMFA and the Norwegian Police Directorate, and since 2008 NORCAP has seconded a senior police advisor to it.

PROGRAMME COORDINATOR AND PROGRAMME MANAGER

The Transitional Support Unit (TSU) was established to support negotiations on future relations between the governments of Sudan and South Sudan, which are being held under the auspices of the African Union High Level Implementation Panel (AUHIP). The TSU will manage financial and technical support to AUHIP and to a joint technical secretariat for the parties, following a demand-led model. The TSU will be strictly time-limited, with initial funding for six months, renewable once to give a maximum project lifespan of a year. The TSU is a follow-on mechanism to the Assessment and Evaluation Commission (AEC) and will continue the support functions for the negotiation process it provided. NORCAP has supported TSU with a programme coordinator based in Khartoum and a programme manager based in Juba since October 2011.

SENIOR ADVISOR ON SEXUAL VIOLENCE

In June 2008, the UN Security Council adopted resolution 1820, identifying conflict-related sexual violence as a core security challenge and an impediment to the maintenance of international peace and security. In September 2009, it adopted resolution 1888 to advance implementation. In December 2010, a third resolution was passed, which created a comprehensive monitoring and accountability architecture. Since September 2011 NORCAP has administered a consultancy funded by UN Action. The

purpose is to enable the UN Action network and Office of the Special Representative on Sexual Violence in Conflict (OSRSG-SVC) to support accelerated implementation of the monitoring, analysis and reporting arrangements in DRC, Central African Republic, Ivory Coast and South Sudan. The consultant will also undertake ad hoc reviews of conflict-related sexual violence, assess the UN response in selected situations of concern, and assist with the design and implementation of comprehensive strategies to combat sexual violence in priority countries.

OCHA DONOR SUPPORT GROUP


Staff assigned to the Permanent Mission of Norway in Geneva worked on the country's chairmanship of the OCHA donor support group. The group meets on a monthly basis and provides a forum for support and policy dialogue with OCHA on the operations and direction of the organisation and its role in the broader humanitarian system.

Based on OCHA's strategic framework, three priorities have been set for the chairmanship, namely to enhance the agency's results framework and reporting, to strengthen its role to ensure a coordinated and effective delivery of humanitarian assistance in the field, and to enhance and build new partnerships for humanitarian action. One example of activities undertaken is a partnership field mission to Haiti, organised to raise awareness of the value of UN-led multilateral humanitarian assistance and encourage a strengthened engagement with OCHA.

UN HQ

NORCAP continued its support to various UN headquarters during the first six months of 2011. At the time of this report, five roster members are on assignment at HQ level at UNICEF, UNESCO, WFP, UNHCR and FAO.

NORCAP has supported UNICEF since July 2011 with a child protection expert as part of the newly established rapid response team. The secondee is administratively



stationed in Geneva, and works in cooperation with two other experts supported by Save the Children and the Danish Refugee Council. The team is prepared for rapid deployment in case of emergencies, and will provide technical support to UNICEF globally.

The staff member currently on assignment with UNESCO in Paris supports the planning and management of UNESCO's education activities in post-conflict and post-disaster situations, and also contributes to the coordination and institutionalising of best practices to secure coherent and adequate responses in ongoing and potential future crises.

NORCAP is currently supporting WFP in Rome with a technical assistant who helps in the analysis and use of new and updated national household survey data from the National Statistical Office and the World Bank, which also includes key standard WFP modules on food security. The main objectives are to conduct a research project on validating core food security indicators, to give technical support to food security analyses and to enhance the capacity of WFP staff in carrying them out.

The secondee currently on assignment with UNHCR has launched a project to develop a strategy on mainstreaming climate change adaptation (CCA) and DRR into refugee operations. The project will assess selected refugee operations and host countries' awareness, capacity and potential for adapting to extreme weather events such as droughts or floods. This will be done through technical measures and climate proofing options in water and sanitation, agriculture and food security, and to secure funding for this work in order to increase the resilience of vulnerable populations. The secondee is working closely with UNHCR's protection division to address the gap in refugee law concerning climate-induced displacement and organised a side event to the UN climate change conference in Durban on African adaptation initiatives.

NORCAP has one secondment to FAO HQ in Rome, filling the position of humanitarian policy support and communications officer in the emergency operations and rehabilitation division. The staff member supports the agency in the development of strategic policy messaging on humanitarian issues, working in close cooperation with its emergency operations staff. They also contribute to FAO's engagement in inter-agency forums. The aim is to strengthen advocacy on field level concerns and to enable the development of more coherent global FAO emergency messaging.

NOROBS

As set out in the annual plan for 2011, the core focus during the year was to improve the operation of the roster and ensure its recognition among relevant stakeholders.

As part of this process, NORCAP seconded two civilian observers to the International Monitoring Team in Mindanao, Philippines in January 2011. Their primary task was to monitor, verify and report non-compliance by all parties in their basic undertaking to protect civilians and civilian communities. At the time of this report, NMFA has confirmed its commitment to support these positions for an additional six months.



4.6

THE TEMPORARY INTERNATIONAL PRESENCE IN THE CITY OF HEBRON

The Temporary International Presence in the City of Hebron (TIPH) is made up of representatives of the Israeli and Palestinian authorities and six member states: Norway, Denmark, Sweden, Italy, Switzerland and Turkey.

The two parties to the conflict have agreed that an international civilian mission should observe and report on the situation in Hebron. All the member states support TIPH with funding and personnel under the responsibility of NMFA.

As in 2010, NORCAP provided TIPH with personnel for 15 positions in 2011, amounting to 186 person-months. Eight civilian observers were also recruited and deployed to TIPH through NOROBS to work alongside the head of research and analysis, finance officer, secretary to the head of mission, IT manager, deputy building and transport manager, project manager and gender advisor.

TIPH produces incident reports, documents breaches of the agreement and human rights violations, and provides information about the situation and development in the city. It shares its reports with the Palestinian National Authority, the Israeli government and the TIPH member states.





FROM THE FIELD

This chapter provides accounts of secondments in all regions. Covering six organisations and eight countries, they are snapshots from roster members that illustrate the wide range of work NORCAP was involved in during 2011.

HAITI TWO YEARS ON

Tanja Bergqvist is an architect and urban planner seconded to Haiti since August 2010. She is project manager for IOM's camp coordination and camp management (CCCM) site planning unit, working with a team of 11 colleagues specialised in planning and implementing the relocation and return of people displaced by the earthquake.

Centre Refugies Hatiens IDP camp in Tabarre commune, Port-au-Prince, pictured in May 2011, when it was hosting 812 families. Photo: Mari Krakenes/NRC



As of November 2011, almost two years after the devastating earthquake, there were still 520,000 people living in IDP camps, mainly in the Port-au-Prince metropolitan region.¹

In the months following the January 2010 earthquake, 1.5 million people were displaced to camps, but since then some two-thirds have moved elsewhere. The number of IDP sites has decreased from 1,555 to 758. Despite this reduction, the ongoing need for basic services and protection of those still living in tents and under tarpaulins remains significant.

Why do people continue to live in camps despite the increased vulnerability to natural disasters, security and eviction threats, and the challenging sanitation conditions they face there? In August 2011, IOM, the Agency for Technical Cooperation and Development (ACTED) and Communicating

with Disaster Affected Communities (CDAC) carried out a major survey among the remaining IDPs in camps.² The first of its kind, the survey investigated their aspirations and intentions in terms of alternative housing solutions. It found that 94 per cent would leave if they had alternatives. Most of those interviewed, however, said they would neither have the means to pay rent, nor the resources to repair or replace their damaged or destroyed homes if they had to leave immediately.

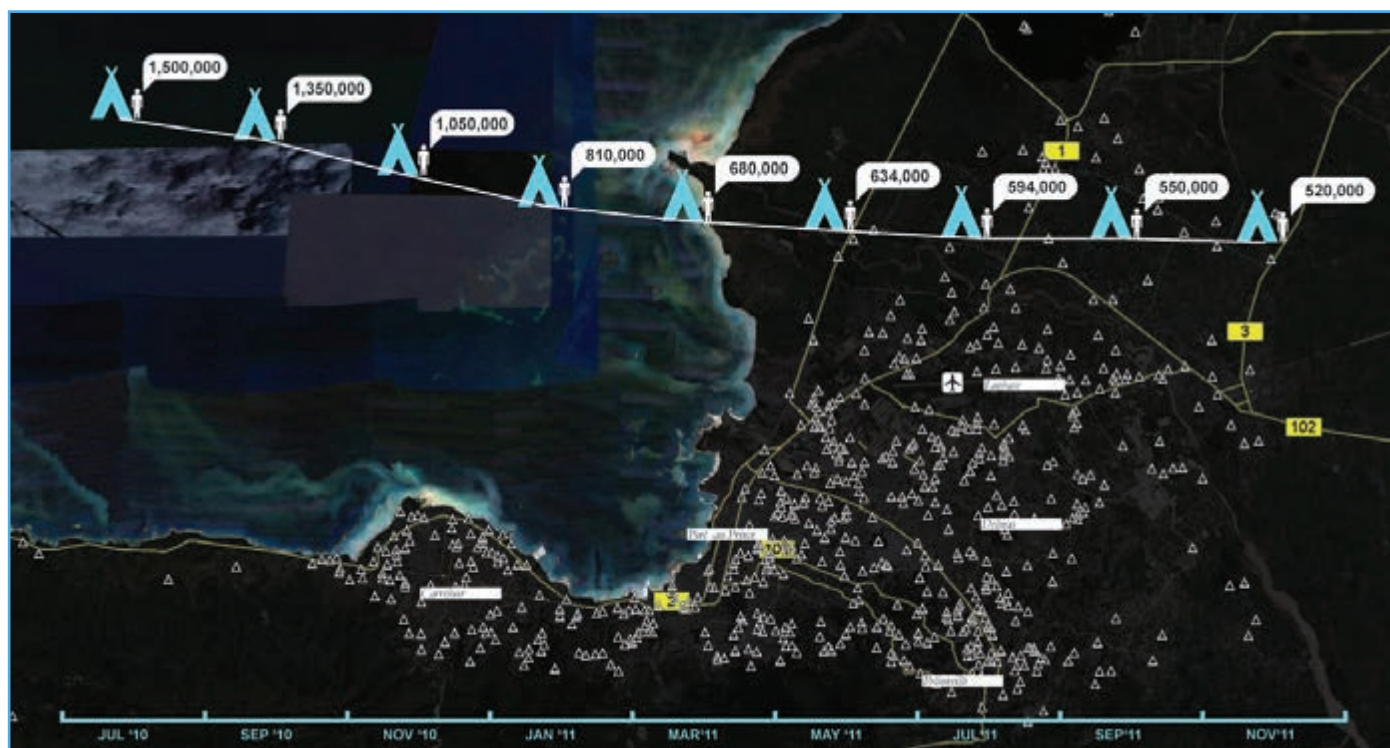
IDPs also face challenges of a systemic nature. Because of urban expansion over the last three decades, there was insufficient infrastructure and housing in Port-au-Prince even before

¹ IOM displacement tracking matrix V2.0, November 30 2011

² Enquête IOM, ACTED et CDAC, Intentions Des Déplacés. The report can be downloaded at http://reliefweb.int/sites/reliefweb.int/files/resources/Full_Report_1967.pdf



Figure 2 This graph shows the number of people living in camps from July 2010 to November 2011, and the distribution of IDP camps in the Port-au-Prince metropolitan region as of November 2011. Source data: IOM DTM V2.0. Illustration: Tanja Bergqvist/NRC



The earthquake razed 250,000 buildings. According to a study by the Ministry of Public Works, Transportation and Communications (MTPTC), 26 per cent of the 380,000 buildings still standing in the capital are in a dangerous condition. Twenty per cent are severely damaged and will have to be demolished.

Camp populations experienced an increased threat of forced evictions in 2011. As of November, almost 75 per cent of camps were on private land,³ and these continue to close at a faster rate than those on public land. This is mainly the result of owners reclaiming their land for future development. If the trend continues, evictions will remain a threat in 2012. Humanitarian agencies try to mediate between landowners and IDPs, but even when the negotiations are successful in many cases they result only in delaying eviction rather than a long-term solution.

DISPLACEMENT DYNAMICS RURAL TO URBAN MIGRATION

The urban expansion of the Port-au-Prince metropolitan region over the past 30 years has been caused in part by soil erosion and land fragmentation in rural areas, which has led to reduced agricultural productivity.

³ IOM displacement tracking matrix V2.0, November 30 2011

⁴ Presentation "Les reformes institutionnelles nécessaires, découpage administratif et tenure foncière" Michele ORIOL, Secrétaire technique du CIAT, Form Sur La Planification Stratégique De Lan Zone Métropolitaine de Port-au-Prince, 22 November 2011, Hotel Karibe, Port-au-Prince

Integrated urban planning has not been a feature of the expansion, which as a result has only served to fuel conflicts and poverty among a significant proportion of the population.

With no economic alternatives, many families migrated to urban areas in search of a better life, doubling the population of the capital region.⁴ This has led to the emergence of informal urban settlements, or *bidonvilles*. These have become relatively high density settlements, growing to occupy much of the available land in the capital. Many are located either on hillsides or lowlands prone to flooding, with challenging geotechnical conditions. Many of the dwellings are self-built and do not comply with building regulations. These factors help to explain why many of these over-populated areas were so severely affected by the earthquake, and why they remain vulnerable to future natural disasters.

POST-EARTHQUAKE DISPLACEMENT

The massive displacement of Haitians following the earthquake added severe pressure to an already overloaded urban system. The majority of IDPs currently live in 61 large camps in urban areas. These camps, however, make up only eight per cent of the total number, which constitutes a centralised displacement pattern. The challenging humanitarian situation following the earthquake and minimal ability of the Haitian government to meet the basic needs of the urban population have forced many families to return to rural areas. The international relief effort, meanwhile, has focused for the large part on urban areas.

Migration and displacement in Haiti before and after the earthquake. Illustration: Tanja Bergqvist/NRC

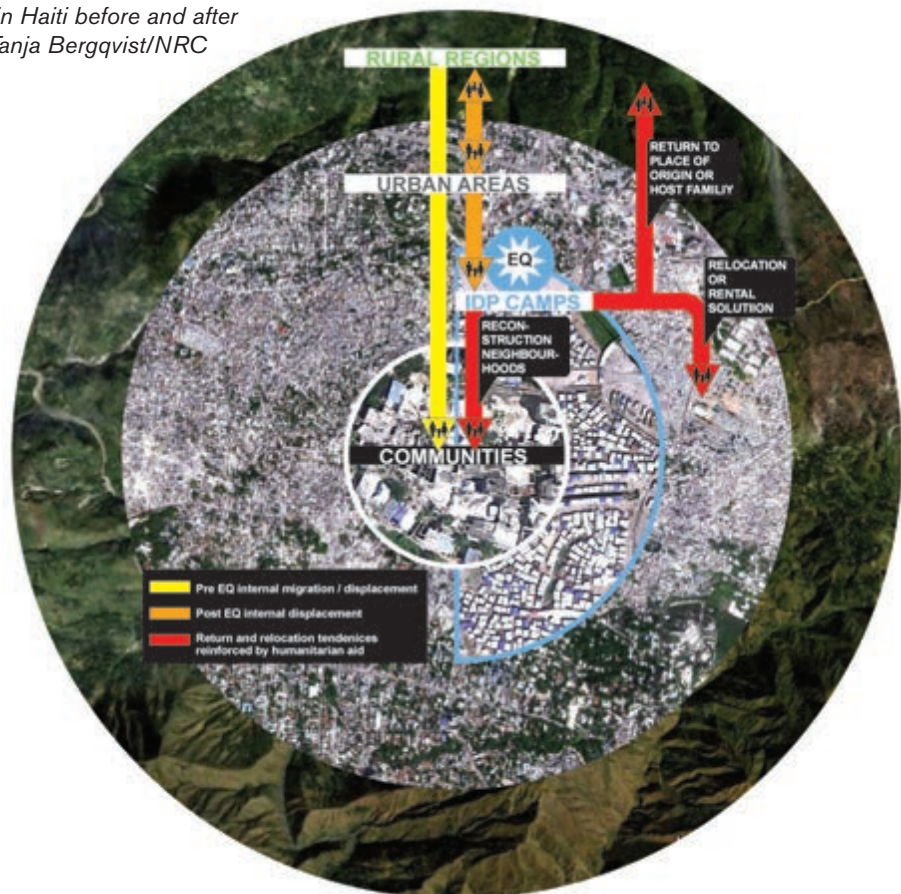
SAFE RETURN AND RELOCATION

The humanitarian community has made some progress in adapting its response to a complex urban context. Throughout 2011, relief organisations focused on facilitating camp closure and IDPs' safe return or relocation. To this end, their response was concentrated in three areas: the reconstruction and rehabilitation of affected neighbourhoods, the establishment of newly planned relocation settlements and the provision of temporary rental assistance packages to those still living in camps.

Significant progress has been made. Some five million cubic metres of debris, or 50 per cent of the total, has been removed, and more than 100,000 transitional shelters have been built, which have facilitated the return or relocation of 420,000 IDPs. Reconstruction efforts are, however, limited by the lack of suitable land to develop. This due in part to the lack of a national land registry of land and the prevalence of extra-legal arrangements.

Community and neighbourhood-based approaches to reconstruction have been developed. The Haitian government has launched the IHRC-approved 16 Neighbourhoods – Six Camps (16/6) project, by far the largest governmental-led reconstruction initiative. It aims to rehabilitate 16 neighbourhoods in three Port-au-Prince communes. By reconstructing housing stock and urban infrastructure, it will allow the closure of six camps and facilitate the return to their original neighbourhoods of more than 5,000 displaced households living in makeshift settlements. The majority of the 16 communities involved are informal settlements that had few urban services before the earthquake. As such, the project will have a positive impact on all residents, not only the returning IDPs.

IOM's CCCM site planning unit has supported the process of safe re-



turn and relocation by planning and establishing relocation settlements according to international humanitarian standards, conducting land suitability and physical hazard assessments of potential new land for development, removing debris and helping in the reconstruction of neighbourhoods in Port-au-Prince and other affected regions.

NEIGHBORHOOD RECONSTRUCTION

The community return programme was established to encourage and facilitate IDPs' sustainable and safe return from makeshift settlements to their places of origin. Among other things, it provides help with debris removal and site preparation to households unable to carry out the task themselves. The project team works in Morne Hercule, an informal settlement in the Petion-Ville municipality of Port-au-Prince. The area was severely damaged by the earthquake, with 80 per cent of the housing stock destroyed or made unsafe to inhabit. The majority of the population was displaced to camps in the immediate area.

In collaboration with Morne Hercule residents, the project team conducted a land survey of the neighbourhood, identified and registered all pre-earthquake residents, investigated the legal status of land parcels and carried out detailed engineering needs assessments to inform the reconstruction effort. The information collected was used to establish a needs-based community plan and identify priorities for the humanitarian response.



The community plan prepared by the project team in collaboration with Morne Hercule residents. Illustration: Danhiro Nyaruwa/IOM



Workers prepare steel reinforcements for a concrete retaining wall in Morne Hercule. Photo: Tanja Bergqvist/NRC



Workers cast concrete on a retaining wall in Morne Hercule. Photo: Jean Julien Dorval/IOM



The Villambetta relocation settlement under construction. Photo: Havard Breivik/NRC

The first stage in the community plan is to clear Morne Hercule of all debris blocking access routes and land. Some 13,000 m³ or 26,700 buckets of debris have already been manually removed, generating more than 120 jobs for residents with commercial contractors. To further improve the limited accessibility of the community and to prepare and stabilise plots for the reconstruction of housing, the team is also relaying pathways and building retaining walls. Morne Hercule is now a part of the 16/6 project.

The Villambetta relocation settlement provides accommodation and support to IDPs who used to live in nearby makeshift camps in the Tabarre commune of Port-au-Prince. In collaboration with the local authorities and shelter and WASH partners, our unit was responsible for developing the new settlement and establishing dignified living conditions for some 220 families unable to return home or find accommodation with host families.

There was a lack of public land to develop in Tabarre and the sloping site the local authorities did make available needed extensive preparation to make it safe and suitable for establishing the settlement.

BEYOND TWO YEARS

Many organisations faced funding constraints in 2011 and as a result have phased out their assistance in camps. Basic needs such as protection, shelter, drinkable water and latrines, however, remain unmet. One in five IDPs in camps has no access to a latrine. A continued focus on providing humanitarian relief to camps and vulnerable communities is necessary.

Streamlining humanitarian development and reconstruction efforts in urban areas will also remain a focus in 2012, with return and relocation initiatives continuing to facilitate IDPs' long term solutions. Given the extent of reconstruction needed in some areas, both national authorities and

humanitarian organisations will need both to improve their collaboration and to consider mid-term bridging solutions. Alternatives will also need to be developed for families unable to return home or find accommodation with host families.

The provision of humanitarian aid in urban areas has had a centralising effect on population movements. There is a continued need to support a process of decentralisation in the redevelopment and reconstruction process, in order to encourage the spread of resources and opportunities around the country and alleviate overcrowding in Port-au-Prince.

The anticipated transition of the cluster coordination system's responsibilities to local and national authorities will require strengthened and transparent government, and institutions will need significant international support to strengthen the capacities of the state. Consistent and reliable funding also remains crucial to be able to plan for reconstruction on the scale required.

When Haitians are asked what they think the priorities of the reconstruction process should be, they generally give two answers: "I am looking for job" and "I need a safe place to live". A sustainable drive to provide more permanent housing solutions and initiate labour-intensive reconstruction projects will hopefully go some way to meeting those needs.





PAKISTAN: FROM ONE EMERGENCY

Hanna Mollan was seconded to UNICEF Pakistan from April to December 2011 as a child protection specialist, working in flood-affected areas in Sindh province.



UNICEF centre, Badin
Photo: Hanna Mollan

To be a woman or child in rural Sindh province, south-eastern Pakistan, can be difficult at the best of times. After the devastation and forced displacement caused by the 2010 floods and then by the 2011 monsoon rains, the threats to their safety, health and wellbeing are little short of overwhelming.

Sindh province is dotted with crumbling forts and palaces, Sufi shrines and significant archaeological sites, including the largest and most significant urban settlement of the Indus Valley Civilization, dating back almost 5,000 years.

Today, as a result of poverty, corruption and years of neglect in terms of public services such as education and health, in some parts of Sindh barely 10 per cent of women can read and write, less than 10 per cent of children are registered at birth and more than 30 per cent are chronically malnourished. Access to clean drinking water

and adequate sewage systems or latrines is rare.

Ironically, Sindh is a wealthy province. It has significant reserves of oil, natural gas and coal, and the fertile Indus delta is ideal for large-scale, commercial farming of commodities such as cotton, wheat, sugar cane, rice, bananas, mangoes and dates.

Most people depend on agriculture to make a living. Though bonded labour is illegal, entire families are forced to work for powerful landlords, often influential politicians, to pay off their ever-increasing debts. Child marriages



TO ANOTHER

and child labour are common. The bartering of children – especially girls – is regularly sanctioned by unlawful local tribal councils as a means of settling conflicts between families and clans, and “honour killings”, sexual assaults and other serious crimes are committed with impunity.

When the Indus river was swollen by monsoon rains in July 2010, breaking its banks along much of its course and overflowing into villages and fields, the resulting destruction and displacement aggravated all the risks and hazards that undermine the basic rights of women and children in Sindh. The emergency also provided the government, national and international organisations with unprecedented resources and opportunities to improve living conditions in some of Pakistan’s most marginalised rural areas.

SOUTHERN SINDH AT THE END OF THE 2010 EMERGENCY

I arrived in southern Sindh in April 2011, at the tail end of the emergency response to the 2010 floods. Nearly 10 months had passed since the start of flooding that had killed nearly 2,000 people and affected 20 million more. The Indus was reduced to a dry bed of white sand. The television images in my head of people stranded on slivers of land, clinging to trees, wading waist-deep in water with their belongings bundled on their heads, dead and bloated livestock floating by, were replaced by damaged but dry and drivable roads, neatly tilled fields, buffaloes soaking in muddy pools, camels and donkeys decorated with orange henna patterns pulling bricks and fruit, crowded markets, busy bus stations and children playing on dusty cricket fields.

The large relief camps had been closed and the majority of displaced communities had returned, albeit with few assets, decimated livestock and to damaged homes. Many landless and illiterate labourers chose not to return to their landlords, but instead to escape their debts and a life in bondage to take their chances in Karachi, a megacity of at least 20 million people.

A couple of months before I arrived, the government had abruptly declared an end to the emergency, and from one day to the next OCHA was informed that UNDP would take over all humanitarian coordination. International emergency operations were rapidly scaling down, surge-capacity personnel were moving on to the next emergency, many to the Horn of Africa, and the UN cluster system made the transition into early recovery working groups, including one on child protection chaired by UNICEF.

I was assigned to UNICEF to assist the agency and its local partners in monitoring and reporting on activities in return areas, and to help develop early recovery projects that were scheduled to start in August. DRR and contingency planning in preparation for future natural disasters were also a top priority. The aim was to wind up all emergency programmes by the end of July, exactly a year after the onset of the floods.

SECURITY SITUATION

The floods had affected the entire province of Sindh, and UNICEF had established two emergency hubs, one in Hyderabad in the south and the other in Sukkur in the north. Both were managed from the agency’s Sindh field office in Karachi.

My duty station was Hyderabad. Six days into the mission, however, and after only a single field trip to an implementing partner, we awoke to the news that Osama bin Laden had been killed. By midday, international staff were packing up and piling into cars for the three-hour drive to Karachi, relocated as a precaution for fear of a violent backlash. This was only the first of many disruptions and delays caused by insecurity and precautionary measures.

We remained on stand-by in Karachi for several weeks, and when the UNICEF emergency hub in Hyderabad closed for good in June, I was reassigned to Sukkur.

TRANSITION TO EARLY RECOVERY IN NORTHERN SINDH

Sukkur lies on the bank of the Indus. The city itself was not flooded, but the surrounding areas were badly affected. At the height of the emergency there were an estimated 1.6 million IDPs in northern Sindh. Now, as in the south, the relief camps are mostly empty.

UNICEF established partnerships with two local development NGOs, and all the agency’s sections – health, nutrition, water, sanitation and hygiene, education and child protection – sought to co-locate their respective services to provide integrated support in villages where people had returned.

The child protection section supported its partners to establish child-friendly spaces in the form of a tent or other shelter where children could play. Activities focused on raising awareness of health and hygiene issues, and on how to protect oneself from dangers such as traffic, abduction and abuse. Play and sports were supervised and adapted to boys and girls, and to different age groups.

Monitors observed the children's behaviour and reactions in an effort to determine who needed special attention such as psychosocial counselling or help with a disability, and who should be referred to the health services.

School-age children were automatically referred to a temporary UNICEF school or any available alternative. For many of the children affected by the floods it was the first time they had ever been to school, perhaps because there had been no school in their village, because their parents needed them to work or because they feared for their daughters' safety and preferred to keep them at home.

Mobile child protection units in colourful vans would visit more remote locations for a day to organise activities and games. Parents, and mothers in particular, were encouraged to form child protection committees. Members received training on child protection issues and basic women's and children's rights. The committees would meet regularly to identify problems, discuss how to deal with risks and hazards to children, and to help identify and report individual cases that required special attention or referral.

THE CHALLENGES OF LARGE-SCALE RESPONSE

The largest integrated UNICEF project in northern Sindh covered 700 sites across five districts. Needless to say, monitoring and supporting partners was a challenge, not only due to the huge number of locations but also because of the poor and unpredictable law and order situation. We were accompanied by an armed police escort on every field trip.

The UN was not considered a target of violence and there was rarely if ever any hostility towards UN personnel. Rather the concern was that we could easily find ourselves in the wrong place at the wrong time, and become tangled up in a riot or other disturbance. There were frequent, almost daily ad hoc roadblocks - a killing or robbery might prompt the aggrieved family to erect a barricade of burning tyres - and riots as people protested against the lack of electricity, a corrupt official or an arrest. It was not unusual for us to have to cancel visits or to be stuck at a roadblock for hours, waiting for a police chief or a local politician to come and address the crowd and coax or force them to clear the road.



*Woman preparing food in a camp in Umerkot district.
Photo: Åshild Eliassen*

The paperwork needed to plan a field visit was extensive and time consuming to prepare, and trips had to be cancelled every week because police escorts were either unavailable, delayed or failed to turn up. When we did get escorts the officers were mostly friendly and helpful, but it took much effort on our part to convince them that we did not expect to be treated as VIPs, and did not care much for wailing sirens, barging through traffic or their eagerness to jump out and take up combat positions around the schools and child-friendly spaces we had set up.

Our partners worked in communities several hours' drive from Sukkur, and as there were only few guesthouses approved for an overnight stay, most field visits were day-trips. They were usually announced in advance, and tended to be quite rushed. I often felt that we never really got to see a normal day of activities, and that some of the scenes we witnessed had been set up more for our benefit than that of the women and children we aimed to reach. Were staff present, activities taking place and services offered every day and at all the project locations as per the agreements? We shall probably never know.

A YEAR SINCE THE ONSET OF THE 2010 FLOODS

The south-west monsoon season usually runs from June to September, but it rarely rains in Sindh even during this time. As June turned into July, temperatures rose as high as 45 degrees and it became trying to travel. The child-friendly spaces and temporary schools were open for a



few hours in the morning, but closed by midday because of the intense heat, especially inside the relief tents used as playrooms and classrooms. There was no rain, and nothing out of the ordinary was forecast.

At the end of July, the government and humanitarian agencies began publishing emergency relief progress reports, and a number of press conferences were organised to mark a year since the onset of the floods. The microphones and tablecloths at major hotels had barely been cleared away before torrential monsoon rains set in with full force at the beginning of August.

MONSOON EMERGENCY 2011

We all had the Powerpoint presentations fresh in mind, the bullet points of lessons learnt and lists of commitments to strengthen the resilience of vulnerable communities, fortify crumbling canals and rebuild the houses and schools that still lay in ruins.

It rained incessantly. The Pakistan Meteorological Department reported that Sindh had received 247 per cent of its average rainfall, the highest level ever recorded. Now it was not the Indus that burst its banks, but the vast network of irrigation and sewage canals, flooding roads, villages and fields. Despite plans and dedicated funds to fortify the canals, much of the work had been delayed or abandoned.

Within weeks, the government estimated that more than five million people had been affected, including two million displaced, the majority of them in southern Sindh. The navy was deployed to rescue those stranded and to set up relief camps, but, unexpectedly, the government did not invite the UN to conduct an assessment or prepare a response. As the scale of the unfolding disaster became apparent, the UN repeatedly offered its support but to no avail.

Northern Sindh was also affected, but only in a few areas and less so than the south. In Sukkur, we continued to edit and put the finishing touches to budgets and log frames for early recovery project proposals that were due to start any day. Meanwhile, our partners had shifted their focus towards the new disaster and were calling to ask whether their hurriedly drafted emergency proposals could be funded. They could not. As long as UNICEF and other UN agencies had not received express permission from the government to engage, we were instructed not to carry out any assessment or to conduct any field trips to flood-stricken areas that might be construed as an assessment, so as not to risk being seen as ignoring the government's instructions.

THE GOVERNMENT FINALLY YIELDS

In mid-September, almost six weeks after the start of rains, the government finally ceded to internal and external pres-



*A UNICEF temporary learning centre, Umerkot
Photo: Åshild Eliassen*

sure and allowed a joint needs assessment that would form the basis of a UN appeal for emergency funding.

UNICEF's early recovery projects were put on hold, and all available funding was channelled south. I was sent back to southern Sindh and spent the rest of September and the first half of October meeting partners in affected districts and in Karachi, writing up new emergency proposals to protect and assist 30,000 women and 220,000 children in six, later eight, of the worst-affected districts. UNICEF's WASH, health and education sections intervened in a couple of districts in northern Sindh, but the child protection section limited its 2011 monsoon response to the south of the province.



*Internally Displaced People (IDPs) in Badin.
Photo: Hanna Mollan*

NEW EMERGENCY, NEW CHALLENGES, NEW IDEAS

In this second flood emergency, a notable difference was that displaced villagers were not as willing to move into relief camps. Instead, entire communities camped along roadsides. For kilometres roads were lined with improvised shelters, tents, firewood and livestock. People preferred to stay as close as possible to their homes, where they could keep an eye on their assets and find grass and water for their buffalo and goats. Some also reported that they found it very uncomfortable to live in close proximity to strangers and families from other tribes. People on the roadside were relatively easy to assist, but relief agencies found it difficult to locate and reach those who had taken refuge elsewhere. With fewer large camps, and many small groups of IDPs spread far and wide, the delivery of life-saving assistance became very challenging.

Through its partners, UNICEF's child protection section is testing a new concept. It is setting up more than 500 integrated centres for women and children called Protective Learning and Community Emergency Services (PLaCES). These centres are co-located with temporary schools and/or nutrition and health facilities.

In preparing the child protection response to the 2011 monsoon emergency, two key lessons emerged from an internal review the activities of the previous year and these were taken into consideration in the development of PLaCES:

- A need for organised activities for adolescents, involving them in helping their community, making them feel valued and reducing depression, frustration and boredom
- A need for more attention and services to prevent and respond to GBV

Adolescent girls in particular were not drawn to the child-friendly spaces. It was also difficult for them to get permission to leave their camps, shelters or homes and come to a place where male staff might be working.

The central idea of PLaCES is to promote the active involvement of women in identifying and reducing threats and risks - both to themselves and their children - in an emergency, and to deliver various emergency services in one location to improve access to assistance and increase safety.

WORKING WITH NEW PARTNERS

The districts of southern Sindh we had worked in during 2010 and early 2011 were not among the worst-affected by the monsoon emergency. We were able to rely on some of our existing partners, but we also had to take on new ones. This is a considerable challenge, because local development NGOs are not particularly familiar with human rights,

child protection and working on sensitive issues such as GBV. We invest much time and effort in training our new partners' management and project coordinators but it takes some time before the knowledge and skills trickle down to staff in the field.

UNICEF also expects a lot from its partners. An average emergency project in the 2011 monsoon response, for example, required the setting up of 50 PLaCES in at least two districts, meaning that the partner has to hire and brief or train more than 300 new staff, manage five or six vehicles and reach as many as 50,000 women and children. All of this is expected to be in place within three months, though so far most partners are between one and two months behind with implementation.

The PLaCES that are up and running seem to be working well. Attendances are high, the children enthusiastic and the women who are allowed by the male members of their family to come say they appreciate a private space in which to discuss matters of concern to them and their children. Some partners have started adult literacy classes and vocational skills training such as sewing, and these have proved very popular activities. Basic GBV training has also been organised for partners' staff, but very few cases have been reported so far from PLaCES. Partners say they need more time to develop relationships of trust with the women and girls before they will confide in them and ask for help, counselling or referral to medical and legal services.

THE SITUATION TODAY

Now, in early December, the focus is mainly on return areas and the need to prepare for winter by rebuilding shelters and distributing blankets and warm clothing. Sindh's climate is extreme, and the same areas that experience temperatures of up to 45 degrees in summer will soon see them drop close to freezing.

In many areas the floodwaters have receded and people have been able to return home. In some of the worst-affected districts though, such as Badin, Sanghar and Umerkot, there are still large lakes of stagnant water that are expected to take another two to three months to dry up.

Pakistan does not have a national policy for the protection of IDPs and the government has avoided the term, preferring to use the term "affectees". During the monsoon emergency, UNCHR and other agencies advocated minimum standards for IDPs' assistance and protection based on the Guiding Principles, but these were not accepted by the government.

Forced returns have been reported, in which landlords come to collect "their" workforce and coerce men, women and children to wade into the fields to salvage the last of



their crops. While driving around the flood-affected areas, we have seen children wading waist-deep in water picking cotton.

The majority of those who remain displaced are landless migrant workers who have nowhere to go. As happened in 2010, many may opt to move to cities such as Karachi and look for work there.

As part of the cluster approach, there was a housing land and property rights sub-thematic group, under the protection group chaired by UN-HABITAT and the national disaster management authority. Land rights remain a contentious issue, however, and it is difficult to push for change at this level. Land rights and reform are not high on the humanitarian agenda in Pakistan, if they are there at all.

KEY CHALLENGES

- There is very little awareness of children's rights, and some authorities ignore their obligations with no consequences. There is a lack of acknowledgement that violations of children's rights - such as child labour, child marriages, girls not going to school - actually constitute violations at all, and they are so commonplace that no one intervenes. There is a long way to go to build a common understanding of basic standards to protect children
- Large-scale responses to emergencies make it difficult to monitor and assure the quality of partners and the services they offer
- It is difficult to access communities in need because of insecurity, the need for escorts and the fact that many people living in remote areas still affected by flooding
- Populations are on the move. We have set up PLACES in one area, then a few days later the community moves closer to home or to a town or market, meaning the partner has to move with them
- The existence of pre-flood development challenges and a lack of baseline data
- Local authorities are weak or absent, and they lack the staff and vehicles to move around flooded areas to take part in assessments or response
- There is corruption among authorities and partners. Fictional staff and project locations, and false reporting on results and beneficiaries are difficult to monitor
- Implementing partners take on huge projects. UNICEF assesses all partners, but even those that are approved sometimes lack the sound management to implement the projects on time or according to the standards and activities agreed. Hopefully, our support will lead to improved capacity in the long run
- Donor fatigue and "competition" from other disasters elsewhere in the world means it was difficult to fundraise for the 2011 monsoon emergency response. Donors are also sceptical about the Pakistani government's capacity and will to manage emergency funds

UNICEF COMMITMENTS

In responding to emergencies worldwide, UNICEF and its partners are guided by the core commitments for children in humanitarian action, a framework for the assistance and protection that is consistent with international human rights law. In its response to both the 2010 and 2011 floods, UNICEF focused particularly on the following commitments:

- To strengthen key child protection mechanisms in emergency-affected areas
- To prevent and address the separation of children from families, and promote family-based care
- To prevent and address violence, exploitation and abuse of children and women, including GBV
- To provide psychosocial support to children and their caregivers

PROGRESS IN SOUTH SUDAN

Aasmund Løk has been seconded to UNICEF as a child protection officer in South Sudan since June 2011.



Displaced and refugee children in Yida following Sudanese military offensives in September. Photo: Aasmund Løk

In 2005, after months of intense negotiations, Africa's longest civil war came to an end when the main parties to the conflict - the Sudan People's Liberation Army (SPLA) and the National Congress Party (NCP) - signed the Comprehensive Peace Agreement (CPA). As the CPA stipulated, South Sudan held a referendum on secession on 9 January 2011, in which 99 per cent of those who took part voted in favour. South Sudan became world's newest country on 9 July 2011.

Since independence, the border areas between Sudan and South Sudan have seen numerous outbreaks of conflict that have forced more people to flee their homes. Armed groups continue to destabilise some areas, particularly the Unity and Upper Nile states, making the provision of humanitarian assistance to the affected population extremely challenging. The rebel groups are allegedly supported by the Sudanese armed forces as a part of Khartoum's strategy to gain control of oil-rich areas. There have also been confirmed aerial attacks

by the Sudanese air force inside South Sudan, forcing thousands of people to flee and breaking up families in the process.

More than 300,000 people returned to South Sudan in 2010 and 2011, but they face challenges in accessing land and re-establishing their livelihoods in their new country, which suffers from a chronic lack of infrastructure and services. With the unstable and unpredictable security situation across the country, children remain extremely vulnerable.



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One of the most important issues the cluster has to deal with in South Sudan is separated and unaccompanied children.

UNICEF IN SOUTH SUDAN

UNICEF South Sudan works to support the Republic of South Sudan in securing the rights of all children to survival, development, protection and participation, and to ensure better accountability for children.

The child protection programme focuses on three main areas:

- Strengthening the protective environment for children through the development of child protection policies, legislative frameworks, systems and capacities in line with the Convention on the Rights of the Child (CRC) and other international human rights standards
- Ensuring that children affected by armed conflict and other emergencies, HIV/Aids, violence, abuse, exploitation and those without appropriate care have access to quality and equitable child protection services
- Ensuring that the Ministry of Gender, Children and Social Welfare (MoGCSW), state ministries for social development (MoSDs) and communities have stronger child protection systems and functional coordination mechanisms.

COORDINATION MECHANISMS

The child protection sub-cluster was established in Juba in October 2010 as part of the protection cluster. UNICEF co-leads the cluster with Save the Children, and MoGCSW chairs the meetings. During the 12 months the cluster has been in operation, child protection working groups have been established in all ten states, co-chaired by UNICEF and the MoSDs.

One of the most important issues the cluster has to deal is separated and unaccompanied children. With the establishment of a working group fo-

cusing on this issue, the child protection cluster has developed standard operating procedures and established an information management system for them. Part of the work has been to strengthen the child protection capacity of government partners on family tracing and reunification through training and the establishment of focal points at state level. The number of children without proper care or living in the streets has also increased dramatically since returns began, a fact that led to the establishment of another working group. The fact that children continue to be separated from their families makes the coordination of efforts imperative to respond to those affected.

CHILDREN AFFECTED BY ARMED CONFLICT

The UN secretary general's 2005 report on children and armed conflict identified SPLA, along with the South Sudan Unity Movement (SSUM), the Sudan Liberation Army (SLA), the Justice and Equality Movement (JEM) and Janjaweed as groups that recruit and use children in armed conflict. SSUM joined SPLA in 2006. With the listing of these parties, the UN is mandated to set up a mechanism for monitoring and reporting such violations to the UN Security Council's working group on children and armed conflict. The intention is to put an end to child recruitment and other grave violations by engaging and maintaining dialogue with the parties and developing action plans. SPLA and the Lord's Resistance Army (LRA) are the only groups active in South Sudan officially listed, but others known to violate children's rights are also monitored and reported on.

Monitoring and reporting is a UN responsibility, and UNICEF has taken

Demobilisation process of an armed group in 2011. The boy in the picture was disarmed and has now been reunited with his family. UNICEF is supporting his reintegration into civilian life.

the lead in training partners to carry out the task on child rights in the context of armed conflict in South Sudan. The agency also currently manages the monitoring and reporting database and compiles regular reports and analysis of violations against children.

Between January and October 2011, 1,968 children (1,152 boys, 224 girls and 592 unknown) were reported as affected by armed conflict in 200 registered incidents. Sixty-eight per cent of the incidents and 45 per cent of the children affected were verified, which indicates that there is still a need to improve the mechanism to ensure timely, accurate and objective reporting. Some 10,000 children have also been affected by school occupations by security forces or armed groups.

In November 2009, the UN signed a 12-month action plan with SPLA to release all children from their forces. During the implementation period, 210 children were released. SPLA has received support from UNICEF and Save the Children to establish and train child protection units at HQ and division levels. SPLA acknowledged that the action plan needed to be extended, and they requested that activities continue while waiting for an official extension. During 2011 the group released another 124 children. A further 93 children were released from three other armed groups who had agreed to integrate into SPLA as part of the peace negotiations. By the end of November 2011, the UN had revised the action plan with SPLA and agreed on activities that need to continue.

Significant progress has been made in releasing children from the armed forces and groups. The release and reintegration process has been reviewed and the South Sudan Disarmament, Demobilisation and Reintegration (DDR) Commission has developed a new DDR strategy in close collaboration with UNICEF and other relevant UN organisations and government ministries. The aim now is to secure the government's commitment to the process.

The commission coordinates the DDR process, UNICEF provides financial and technical support, and the agency's implementing partners focus on helping the former child combatants to manage their reintegration into civil society. It is important to underline that in the process of reintegration, UNICEF also focuses on other vulnerable children to ensure they are supported in the same process. Broader social and economic reintegration remains a challenge because of a lack of opportunities in remote communities. A stronger financial and technical commitment from national authorities is crucial to improving livelihood opportunities and access to education.

Progress has also been made in the cooperation between Uganda, South Sudan, DRC and CAR – the countries af-



ected by LRA. Ugandan soldiers have been operating in South Sudan for years, helping in the fight against a group that has abducted children across four countries for almost three decades. Standard operating procedures have been developed to ensure that rescued and escaped children receive help when returning to their communities, and UNICEF is strongly involved in the process.

TRIBAL CONFLICTS

Tribal conflicts are pervasive in South Sudan, and the hostilities affect hundreds of families every year. In 2011, 544 children were reportedly abducted, 95 per cent of them in Jonglei state. Abductions are often motivated by financial gain, and given the high dowries for women in some areas, girls are the preferred targets. Children are also abducted for other reasons, such as increasing the number of men in a community or providing care for the elderly. Whatever the rationale, children in some communities remain extremely vulnerable to abduction.

UNICEF and the child protection sub-cluster, together with other relevant organisations, try to bring tribes together to discuss conflict resolution and mediation. In November 2011, a workshop was held in Jonglei which yielded positive results in the effort to establish a process to make the state a safer place for children.

A young boy stands in the foreground, holding an assault rifle. He is wearing a light-colored, short-sleeved button-down shirt and a matching wrap-around skirt. He is barefoot. In the background, there is a village scene with several people, some sitting on the ground and others standing near a building with a corrugated metal roof. There are trees and a large tree trunk in the background. The ground is dirt and there are some green plants in the foreground.

CHALLENGES

Development in Juba is fast-paced, while other areas of the vast country are lagging behind. The considerable presence of international organisations and entrepreneurs provides work opportunities in the capital, but has also contributed to exorbitant prices, making it very hard for the average South Sudanese family to make ends meet. This in turn contributes to drop-out rates from school and the use of child labour. UNICEF's presence provides opportunities and assistance for some, but not everyone. As long as financial resources are concentrated in Juba, development will remain slower in other areas.

Decades of conflict have changed people's behaviour and aspirations. Families have been torn apart and children have become accustomed to seeing disputes resolved with violence. The sheer diversity of the population and a new border that challenges the traditional movement of pastoral tribes create a complex set of challenges that the nascent country will have to grapple with in the years ahead.



IMPROVING FOOD SECURITY IN WEST AFRICA

Lisbeth Albinus was seconded to FAO's emergency and rehabilitation unit as a reporting officer in Ivory Coast and Liberia, from February to December 2011.



Lisbeth Albinus in the field.

It was hoped that presidential elections in November 2010 would reunite Ivory Coast, a country that had in effect been split in two since the 2001 civil war. Instead, the disputed result reignited the conflict. Five months of violence forced thousands of people to flee, severely affecting food security both in Ivory Coast and in neighbouring countries.

I was seconded to FAO Ivory Coast at the beginning of February 2011 to support coordination and information sharing in the countries affected by the population movement. As the security situation deteriorated, I had to leave for neighbouring Liberia and support the organisation's activities from there. FAO's emergency response aimed to mitigate the impact of the crisis on an already precarious food security situation in the region.

FIGHTING FOR THE PRESIDENCY
In December 2010, the national

electoral commission proclaimed Alassane Ouattara the winner of November's presidential election run-off, and the result was endorsed by international observers. Incumbent Laurent Gbagbo, however, refused either to recognise the result or to hand over power, insisting that there had been electoral fraud. Both sides celebrated victory and once again the public found themselves hostage to a politically motivated conflict.

Five months of increasingly violent clashes culminated in Gbagbo's



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At the time of writing, more than 130,000 refugees are still registered in Liberia, while an estimated 300,000 remain internally displaced.



Photo: Lisbeth Albinus

capture on 11 April 2011. By that time, more than 200,000 Ivorians had fled to neighbouring countries, and more than a million people were internally displaced. Entire villages were burned down and many people lost friends or family members. Houses and farms were looted and mercenaries ravaged areas of Abidjan and the west of the country.

The security situation has improved substantially since the formal inauguration of Ouattara in May, but ethnic tensions and sporadic violence still prevail. At the time of writing, more than 130,000 refugees are still registered in Liberia, while an estimated 300,000 remain internally displaced.

REFUGEES IN LIBERIA

The vast majority of Ivorian refugees fled to neighbouring Liberia. Some sought refuge in camps or designated villages, but the majority preferred to stay with host families, mostly ethnic kin, close to the border.

Liberia is itself still recovering from 14 years of civil war that ended in 2003. Throughout this dark period of the country's history, many Liberians settled along ethnic lines on the Ivorian side of the border. Hosting Ivorian refugees and sharing the family's scarce food stock is therefore considered a way of returning a favour. That said, some Liberians also considered this an opportunity to attract international attention and aid to their impoverished and highly food insecure communities.

The first group of refugees to arrive in Liberia belonged to the Gio tribe, which is considered pro-Ouattara. They settled with fellow Gios in Nimba county. As the conflict intensified, more and more members of the Krahn tribe crossed the border. The Krahn tribe is considered pro-Gbagbo and they sought refuge with other Krahns in Grand Gedeh and Maryland counties, exporting with them the ethnic tensions that fuelled the conflict in Ivory Coast.

CAMPS AND 'STRANGER FATHERS'

From the beginning of the crisis, the international community provided basic services to refugees in camps and host communities. Flooding of roads and bridges during the five-month rainy season between June and October, however, made host communities along the border all but inaccessible. Refugees were strongly encouraged to move to camps or designated villages to ensure that they had access to basic services. Still, the majority chose to stay close to the border and depend on the continued support of their hosts – referred to locally as “stranger fathers”.

Staying close to the border allows refugees easy access to information. While some take the risk of returning to their villages to check on their houses or farmland, others depend on news provided by recently arrived refugees or received via Ivorian mobile phone and radio networks. Living in host communities also provides refugees with the opportunity to engage in livelihood activities and so maintain a degree of normality during their displacement. Many work as day-labourers on local farms.

Ivorian refugees in Liberia still express concern about the security situation at home and the failure to disarm rebel groups. Nevertheless, an increasing number seem to be returning. The Ivorian government launched comprehensive campaigns on both sides of the border to encourage them to do so before parliamentary elections in December 2011.

FOOD SECURITY IMPLICATIONS

Forced to leave their homes overnight, many Ivorians left their paddy fields behind and missed the essential annual rice harvest in 2010. The subsequent looting of farms, land tenure disputes made worse by the conflict and the lack of manual labour due to displacement represent major challenges to returnees. The 2011 harvest was expected to be nearly 40 per cent

Mary lives in the Dulay village, close to the Ivorian border. She has been hosting refugees since the onset of the crisis in December 2010.
Photo: Lisbeth Albinus.

lower than normal in the worst-affected areas, severely compromising long-term food security.

Refugees in Liberia have largely depended on the generosity of their hosts. The extra burden on resources led host communities to deplete their food stocks earlier than normal, a situation directly reflected in malnutrition rates. A recent Action Against Hunger report shows that severe acute malnutrition has increased from 0 to 2.3 per cent in communities hosting refugees in Nimba county. FAO received several reports that farmers were consuming rice seeds to cope with the protracted period of routine food scarcity between harvests known as the lean season.

AGRICULTURAL EMERGENCY RESPONSE

The majority of both refugees and host families are subsistence farmers, making them highly vulnerable to shocks such as sudden onset and large-scale population movements. A comprehensive and well-coordinated food security response to the post-election crisis on both sides of the border was considered paramount in mitigating the long-term impact on food security.

In Ivory Coast, FAO and its partners have supported 35,150 households, or 175,750 individuals. Some of these households are families that have returned to their farms after a period of internal or external displacement, while others are vulnerable families from areas affected by the crisis. Agricultural support consists of rice or vegetable seeds, tools, fertilisers and training.

On the Liberian side of the border, 31,200 households received help with rice, cassava and vegetable production. Unlike other types of humanitarian support, the majority of agricultural assistance was targeted towards host communities. Some refugees who have been allocated land have also received support. This group constitutes about 30 per cent of beneficiaries. To avoid the further consumption of rice seeds, WFP provided "seed protection" in the form of two months of food support.

Ivorians and Liberians affected by the post-election crisis are currently harvesting their paddy fields. In Liberia, it is expected that the harvest will provide up to five months' food security for each family. Tools and vegetable seeds are now being distributed to help with the upcoming vegetable growing season.

PREPARING FOR A PROTRACTED CRISIS

Considering the volatile political climate in Ivory Coast, humanitarian partners are preparing for a potentially protracted refugee crisis in Liberia. Meanwhile, Liberia is struggling to navigate its own domestic challenges, with the opposition party withdrawing from the presidential run-off

elections and accusing the electoral commission of fraud. Observers also worry that upcoming parliamentary elections in the neighbouring fragile democracies of Guinea and Sierra Leone could trigger further population movements in the region.

Agricultural emergency response aims at improving resilience and enabling individuals and families to regain control over their own lives and livelihoods in an extremely difficult situation. Despite concerted efforts to maintain peace and build trust in the region's aspiring democracies, challenges remain and much still needs to be done to support local populations in their quest for a prosperous future for themselves and the next generations. As a NORCAP secondee to FAO in Ivory Coast and Liberia, I have been able to contribute to that process.



Bahn refugee camp, Liberia. Photo: Lisbeth Albinus



*Eva and her family of five have been hosting 12 refugees since the onset of the Ivorian crisis in December 2010. She is now receiving food production support from FAO.
Photo: Lisbeth Albinus*





MONITORING IN MINDANAO

Bror Gevelt was seconded to the International Monitoring Team in Mindanao, Philippines. His account was written in November 2011, before the outbreak of renewed hostilities in December.



Bror Gevelt in the field, Mindanao Philippines

Could an end to decades of armed conflict in Mindanao be seen in the not too distant future, or was this just another illusion of a dreamland for the Bangsamoro people? There are many questions to be asked about the fate of this southern outpost of the Philippines but, sadly, clear answers are hard to come by.

The Bangsamoro people, who are estimated to be some 4.5 million in number, live mainly in western Mindanao. The “Moros” do not constitute an ethnically homogeneous group, but lay claim to a shared Islamic culture. Past colonists either ignored them or indifferently accepted a degree of Moro autonomy. After independence in 1946, however, successive Philippine governments were faced with rapid population growth on the northern islands of Luzon and Visayas. As access to land for cultivation became increasingly restricted, the government encouraged people from the

overcrowded, mainly Christian north to resettle in the less crowded southern island of Mindanao.

In many cases, the migrants settled on land to which the Moros claimed ownership, setting a classic scene for armed conflict. Although it would be easy to frame the conflict as religiously motivated, it is essentially about land. Over the past 60 years hundreds of thousands of people have been affected by skirmishes between the various Moro rebel groups and the Philippine armed forces.



A series of ceasefire agreements have been signed and broken since 1996. A sharp fall in the number violations became apparent in 2004, however, with the introduction of the International Monitoring Team (IMT). The Organisation of the Islamic Conference (OIC) initiated the IMT, manned it with personnel from Malaysia, Brunei and Libya, and mandated it to monitor the security situation on the ground.

IMT's ROLE

IMT's arrival created an environment more conducive to talks as ceasefire violations became less frequent. In 2008, the Philippine government and the Moro Islamic Liberation Movement (MILF) agreed the Memorandum of Agreement on Ancestral Domain. A final draft was passed to the Supreme Court for scrutiny before signing, but the court rejected it as unconstitutional. The conflict reignited and IMT withdrew from the region.

Another agreement on cessation of hostilities was signed in 2009 and IMT returned with more contributing nations and a broader mandate. In 2010 a reasonable security environment was re-established with IMT in a more visible role. Not only was the team enhanced with personnel from Norway, the EU and Japan, but it was also mandated to monitor the humanitarian situation and civilian protection. IMT's four areas of focus are security, humanitarian rehabilitation and development, socio-economic assistance and civil protection. The security component is the largest, accounting for 36 of IMT's 43 members. Two personnel from Norway work in this area.

Both Norwegians have broad international experience, including participation in peace processes in Aceh, Nepal, Afghanistan and South Sudan. The IMT mission in Mindanao, however, is very different. Most missions are based on an implementation programme framed by a signed comprehensive peace agreement with a defined "end state" and several obligatory and deadlined benchmarks.

In contrast, IMT is mandated to monitor a cessation of hostilities agreement, which in principle could be indefinite. There are also arguments for strengthening its mandate and its tools and resources to monitor and make inquiries into alleged violations. The main tasks of the two Norwegian representatives are to coordinate the work of the IMT components, talking to the parties at the highest technical level, and to build monitoring and reporting capacity in the four field teams.

CHALLENGES

The Moros' clan structure and internal justice are among the factors that complicate monitoring. Land disputes, political rivalry and insults to honour fuel family feuds or *ridos* which are frequently perpetuated from one generation to the next. Numerous *ridos* are ongoing in the areas of

Mindanao affected by the conflict. The clans' primary "law enforcement" bodies are private militias, and MILF fighters frequently double as militia members. As MILF fighters they are subject to IMT scrutiny, while as militia members they are subject to pursuit by regular law enforcement agencies. The lack of transparency in MILF ranks and fighters' membership of private militias makes it hard at times to distinguish whether or not a given dispute is relevant to the IMT mandate.

Despite shortcomings and the 2008 rejection of the agreed memorandum on Bangsamoro autonomy, talks between the two parties continue with varying degrees of enthusiasm. The fragile cessation of hostilities is holding, and IMT should be credited for this state of affairs. Whether it is sustainable in the long term remains to be seen, but MILF shows signs of undertaking the difficult task of transforming itself from a rebel group into a credible political force.



THE LIBYA CRISIS SEEN FROM CAIRO

Cecilie Gulbraar Orestis was seconded to OCHA as a humanitarian affairs officer in the wake of the Libya crisis, and worked at the agency's office in Cairo from April to July 2011



*The Egyptian-Libyan border crossing
Photo: Bendik Sørvig*

I began my work as a humanitarian affairs officer shortly after the UN resolution on a no-fly zone agreement was passed and NATO launched its bombardment of Gaddafi's troops as they attempted to advance on Benghazi, the eastern capital of Libya and stronghold of the anti-regime forces.

The situation in Libya, such as its relative wealth, made it different from that of many other catastrophes. Except for those in Misrata, few civilians living in eastern Libya were directly affected by the conflict. Life in Benghazi remained relatively peacefully once the National Transitional Council set up an interim government in the city.

The hostilities did, however, lead to a large number of third country nationals being stranded either inside Libya or in refugee camps on the Tunisian and Egyptian borders. Large parts of the population in Misrata and the west-

ern Nafusa mountains were cut off from the outside world and had only limited access to essential resources such as medical supplies, food and water. A major concern among aid organisations was that this could have a disproportionately adverse impact on populations unused to adapting to crises.

My job was to work with the UN agencies and international NGOs to coordinate our response efforts and plan for the worst-case scenario. At the start of my secondment, the OCHA team was based in two small hotel rooms in



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My experiences with the Libya crisis and similar emergencies is that things begin to unravel from the start because agencies do not dedicate enough resources to coordination mechanisms.”



Photo: Bendik Sørvig

a Cairo suburb, far away from Libya. Due to very tight security restrictions for UN personnel at the time, only two OCHA personnel were allowed inside the country, and then only in the eastern part. The fact that we were not able to actively coordinate the situation from inside the country seriously undermined our ability to do our job properly.

CHALLENGES IN COORDINATION

Six clusters - food and food security, health, protection, non-food items, telecommunication and logistics - had been officially rolled out in early April 2011, but many were not operational inside Libya. As a result, we had to try to conduct regular inter-cluster meetings between Cairo, Benghazi and Zaris in Tunisia. By mid-May, most of our NGO partners had moved to Benghazi, but the security restrictions kept most of the UN staff and the cluster coordinators in Cairo. The OCHA team moved to Tunisia in an attempt to be closer to Tripoli, but in the process put themselves further away from eastern Libya and the humanitarian operations taking place there.

One of my main tasks was to coordinate an update of the flash appeal that had been launched in March. The first appeal had been drafted and launched in Vienna without any real contribution from the field. Our job was to make the new update more fact-based and in tune with the various anticipated scenarios.

From the outset one of the challenges was that there were no reliable baseline information to work from. For instance, IOM did not know how many third country nationals and migrant workers lived inside Libya prior to the conflict. Neither was there much accurate information on the populations of each of the towns and cities under attack. The lack of solid data made it difficult to estimate the number of people in need and the size of target groups.

OCHA's role was to identify overlaps between the various organisations and any miscalculation of needs and numbers in the draft appeal. We were ultimately only able to make relatively cosmetic changes to the document, one result being that there was no NGO participation in most projects. The drafting of the appeal as a whole may have had its drawbacks and limitations, but some of these were inherent in the fact that a process which might normally be expected to take several months was finished in 10 days.

RESOURCES AND ACCESS

OCHA and most of the other UN organisations were manned by secondees during the critical initial phase of relief operations, with other staff being provided through surge capacity. The lack of institutional memory and staff retention were challenging when it came to trying to set up enduring mechanisms, including coordination. This left ground for mistakes to be repeated and lessons from previous emergencies to go unlearned in a context where time was extremely short.

My experiences with the Libya crisis and similar emergencies is that things begin to unravel from the start because agencies do not dedicate enough resources to coordination mechanisms, and can neglect their responsibilities as cluster leaders. A functioning cluster system is certainly no panacea in the early stages of an emergency, but the checks and balances it contains can to some degree prevent blunders and miscalculations.

The UN Department of Safety and Security's evaluation scheme should also be reviewed after the Libya crisis. UN agencies received the bulk of the funding they requested, but were unable to deploy staff inside of the country. At the same time, a large number of NGOs that were present and able to provide critical services did not receive adequate funding.



YEMEN - FROM POLITICAL UNREST

Linda Kjosaaas was seconded to Yemen from March to July 2011 as an emergency education specialist.



The capital of Sana'a
Photo: Sveinung Kiplesund

After six months of civil unrest and violence, Yemen found itself on the verge of a deep political and economic crisis that would have severe consequences for more than half the population.

Fighting in the southern governorate of Abyan caused at least 60,000 new displacements in the summer of 2011. Most of the IDPs fled to the nearby city of Aden, where many found shelter in schools. The fighting and displacement adversely affected the wellbeing of children. Since the spring more than 1,000 cholera cases have been registered in the south of the country. Malnutrition rates are high, one with in three families suffer food insecurity, water supplies are polluted or non-existent and much of the population has no access to basic services such as health and education.

When I arrived in Yemen in mid-April, the crisis was already developing.

There was little baseline information available for the education sector and it was not easy to gather more through official channels. The information that was available was worrying, indicating high illiteracy rates - 64 per cent for women - and a negative attitude to girls' education. As the crisis unfolded, reliable information became even more difficult to come by, and schools became political arenas for the government and opposition alike. Disgruntled teachers, who had not been paid a salary increase promised some years before, were among the first to join the youth demonstrations. Many schools had to close, and some were even forcibly shut down by striking teachers. The government decided to close



TO DEVELOPING CRISIS

all schools two months early and hold exams at the beginning of May instead the end of June.

AN ACCELERATING CRISIS

I was working in two capacities at the time, as emergency education specialist and education cluster coordinator. The latter gradually consumed more of my time as we attempted to avoid a possible crisis by liaising with our government partners. We suggested that closing the schools would lead children to take to the streets where they could be exposed to violence, and that potentially denying students the chance to finish their exams could have a negative effect on retention rates and increase the drop-out rate. It became clear that cluster coordination demanded a full-time employee, as did information management if the cluster were to have much needed field data. As it was, analyses were largely based on dated assessments and field narratives.

By the end of May the fighting had reached the capital of Sana'a and international organisations were evacuated, leaving only overworked local staff behind. It was a challenge from the outset to get the ministry to acknowledge the gravity of the situation for

children, and to take on board UN requests regarding information gathering, proposals and mid-year reviews. When the fighting in the capital affected the ministry directly it ceased to function sporadically, a situation made worse when the area around the building was occupied by the Hashid tribe and later encircled and bombarded by the army. As the government weakened nationwide, UNICEF's main partner lost the ability to ensure full implementation of programmes. Efforts to find alternative approaches among local partners were compromised in a situation where NGOs both local and international were treated in some quarters with reticence and suspicion.

I arrived at the beginning of a phase of important changes within UNICEF Yemen, and had the opportunity to take part in the challenging process of changing focus from regular developments programmes to emergency response.

When I left, I believe the section had become more consolidated and the separation of regular and emergency programmes was replaced by a unified effort to respond to the situation before us.

“
I arrived at the beginning of a phase of important changes within UNICEF Yemen, and had the opportunity to take part in the challenging process of changing focus from regular developments programmes to emergency response.

*An IDP Camp in north Yemen.
Photo: Sveinung Kiplesund*





MANAGING HAZARDS IN THE CARIBBEAN

Javier Escobedo is seconded as a roaming agriculture and disaster risk management (DRM) expert in the Caribbean.

All photos: Javier Escobedo



An agroforestry watershed project in Leogane, Haiti.

Between 1900 and 2011, Latin America and the Caribbean were hit by 572 hurricanes and tropical storms. More than 86,000 people were killed, the lives of 48 million people affected and economic losses of \$400 billion incurred.⁵ Most of the natural hazards have affected the Caribbean region, and around 50 per cent of the losses have been inflicted on the agricultural sector, with serious consequences for the livelihoods of vulnerable people.

In 2005, the international community adopted the Hyogo Framework for Action (HFA), which sets strategic goals and priority areas of action for a ten-year global programme to substantially reduce loss of life and social, economic and environmental assets.

As the lead agency on agriculture and food security, FAO gives technical advice on integrating preparedness, prevention, mitigation, emergency

response and recovery. The agency offers support in the transition from recovery to development, covering all

phases of DRM. It also supports governments and partners in mainstreaming DRM into the agriculture and food sectors, including livestock, forestry and fisheries. Proactive strategies are essential to reduce risk factors and improve the capacity of vulnerable communities to prepare, respond and recover from disasters.

FAO's work in this field contributes to HFA. The FAO approach ensures that food and agriculture interventions are effective, sustainable and people-centred.⁶

⁵ OFDA/CRED International Disaster-Louvain-Belgium

⁶ FAO's role in disaster risk reduction. FAO DRM group-Rome. 2009

⁷ CDM : Strategy and programme framework 2007-2012

⁸ Disaster Risk Management in Agriculture. FAO 2009



FAO IN THE CARIBBEAN

In 2001 the Caribbean Community (CARICOM) adopted a strategy and results framework for comprehensive disaster management (CDM) in the region. CDM was not, however, fully incorporated into the agriculture sector. In 2007, a revised programme framework for an enhanced approach to CDM in the Caribbean from 2007 to 2012 was presented, which incorporates DRM into key sectors of national economies such as tourism, health, agriculture and nutrition.⁷

Over the past ten years, FAO has responded to numerous hurricane-related disasters that affected small-scale farmers and their livelihoods in the region. The inputs and assistance given helped them to recover their production and food security in the short term.

The intensity of the devastating hurricanes in 2004 and 2005 underlined the need for a more permanent scheme to prepare communities. With this in mind, FAO initiated a regional project to support the governments of Cuba, Grenada, Haiti and Jamaica in 2005. The aim was to strengthen the capacities of agricultural line agencies on DRM and initiate community-based risk reduction activities in selected pilot areas. The project approach and good practice options for enhanced hazard risk resilience proved very useful in launching local DRM initiatives, which are currently being adopted by several other Caribbean countries including St Lucia, Dominica and Belize. The approach also served as a basis for framing a regional DRM project in the tropical Andes of South America.

Over the past five years, FAO has supported Caribbean countries in various ways in their efforts to strengthen DRM in agriculture and food sector policies and practices, integrating DRR into sustainable development planning and the implementation of emergency preparedness, response and recovery:⁸

- Enhancing capacities for DRR within sector departments and extension services, for example in the Dominican Republic
- Promoting sustainable natural resource management, for example on land, water, watershed forestry and agroforestry projects in Haiti
- Identifying, documenting, adapting and facilitating the exchange and replication of good agriculture, fishery and forestry practices for DRR in Jamaica, Grenada, Cuba, Haiti, St Lucia, Dominica and Belize
- Providing emergency response and incorporating the “build back better” principle in the design and implementation of post-emergency assistance, for example in Haiti, St Lucia, St Vincent and the Dominican Republic

- Enhancing the capacities and resilience to natural disasters of rural communities with agriculture-based livelihoods.

In line with this approach there is an ongoing project funded by Belgium Development Cooperation which started in October 2011 in the Dominican Republic, Haiti and Jamaica. It is expected that small-scale farmers and local partners will be better prepared with innovative disaster preparedness measures and good agricultural DRR practices.



Mulching of vegetables crops with guinea grass in Jamaica, a good practice to reduce soil erosion, conserve humidity and incorporate organic matter. Photograph: J Escobedo 2011



Nicolay Paus was seconded to UNESCO headquarters in Paris, from January to November 2011, to work on the agency's DRR strategy.

PROMOTING DRR IN EDUCATION

The frequency and severity of disasters has increased in recent years, creating major humanitarian and development challenges. The education sector has a significant role to play in addressing these challenges and in preventing hazards from becoming disasters, a role best fulfilled through the implementation of DRR in the education sector.

Disasters also have a serious impact on education systems. Studies suggest that each year, 175 million children are likely to be affected by climate-related disasters alone⁹. Some 875 million children live in zones of high seismic activity and hundreds of millions more are exposed to regular flooding, landslides, extreme winds and fire hazards¹⁰. Around 17,000 children were killed and an estimated 6,000 primary and secondary schools damaged or destroyed in the 2005 Pakistan earthquake, and some 8,000 classrooms were destroyed in the 2008 Sichuan earthquake.

While education systems are greatly affected by disasters, they are also part of the solution. Quality DRR and education can provide life-saving and life-sustaining information and skills that protect children and young people during and after emergencies and disasters. It can bolster resilience and promote recovery. DRR in education equips people with knowledge and skills to ensure the least possible loss of life from hazards. It is important to keep in mind that disasters are not natural. They are likely to occur when societies are unprepared or unable to cope with hazards.

The March 2011 earthquake and tsunami in Japan killed as many as 25,000 people and caused widespread devastation, but one should remember that the impact could have been worse. Japanese schools and other buildings are constructed to be earthquake-proof and many children

who survived did so because they were at school. Many who died were out of school when it struck¹¹. Japan has also incorporated DRR into its school curriculum. This meant that children and communities as a whole knew how to act when the disaster struck. As this and many other examples have suggested in recent years, what people know is often more important than what they have when it comes to avoiding or limiting the harmful consequences of hazards. Education and knowledge are key prerequisites for creating disaster-resilient communities.

INTERNATIONAL FRAMEWORK

A number of agencies and initiatives have aimed to scale up DRR and education efforts. The UN International Strategy for Disaster Reduction (ISDR) secretariat was established to support governments in the implementation of HFA¹², a 10-year plan adopted by 168 states at the World Conference on Disaster Reduction in Kobe that aims to make the world safer from natural hazards. One of its five priorities for action stresses the use of "knowledge, innovation and education to build a culture of safety and resilience at all levels". The UN Decade of Education for Sustainable Development 2005–2014 also lists DRR as a core priority.

From 2005 to 2006, ISDR carried out a global campaign on school safety with support and contributions from all its system partners. The initiative, Disaster Risk Reduction Begins at School, led to a significant effort to



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**Education and
 knowledge are key
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 resilient communities.**

⁹ *In the Face of Disaster, Save the Children, UK, 2008*

¹⁰ *One Million Safe Schools and Hospitals Assessment and Mitigation Planning for Risk Reduction Guide, p5. <http://www.safe-schools-hospitals.net/en/InformationMaterials/Schools.aspx>*

¹¹ *Dr Agnes Chan. Keynote presentation at the featured event on education and safe schools at the Global Platform for DRR 2011, Geneva.*

¹² *Priority No. 3 of the Hyogo Framework for Action emphasises the use knowledge, innovation and education to build a culture of safety and resilience at all levels.*

¹³ *Chair's summary, 2009 and 2011 global platforms.*

¹⁴ *Notably UNICEF, UNESCO, PLAN International, Save the Children, World Vision and Institute of Development Studies.*

promote the integration of DRR into school curricula and school safety. During the second session of the ISDR Global Platform for Disaster Risk Reduction in 2009, three core targets were set for the implementation of HFA:

- The undertaking of national assessments of existing education facilities by 2011
- The development and implementation of action plans for safer schools by 2015
- The inclusion of DRR in all school curricula by the same year.

These commitments were reiterated at the chair's summary at the 2011 global platform¹³

INTER-AGENCY COLLABORATION ON DRR

The commitments stated at the 2009 global platform laid the foundation for much of the education work in the field of DRR and inspired close collaboration among agencies engaged in it. A range of international organisations, civil society representatives, technical experts and government representatives have come together under the ISDR's Thematic Platform for Knowledge and Education (TPKE) to advocate for and promote the integration of DRR in the education agenda. As an example, a group of UN agencies and international NGOs¹⁴ engaged in TPKE were involved in a baseline mapping exercise in early 2011 that assessed existing safe schools initiatives in 10 countries.

The study will eventually lead to the development of a guidance document for the global risk assessment of schools. The inter-agency collaboration under TPKE also took the lead in organising a featured event on education and safe schools during the 2011

global platform, with contributions from ministers and other high-level speakers from Japan, Brazil, Pakistan, China and the World Bank. The event addressed the progress made and main challenges encountered over the last two years, and aimed to consolidate support for the safe school agenda and its three main components:

- Safe school construction
- School disaster policy and management
- Disaster prevention education and curriculum development

To further this important work, UNESCO and UNICEF initiated a two-stage DRR and curricula project, which aims to increase the level of preparedness and protection in education systems and disaster-prone communities as a whole. The project includes a comprehensive study on the integration of DRR in the school curricula of 29 countries. It will also result in the development of guidelines on the issue for policy makers, governments, ministries and partner agencies.

UNESCO AND DRR

UNESCO has increased its engagement in DRR in the last few years, drawing on its holistic mandate, regular engagement with education systems and relationships with policymakers, governments and ministries. The organisation is undertaking preparedness work, which includes supporting the integration of DRR concerns into education policies, plans and programmes conducted by education officials at regional, national and local levels.

DRR preparedness work is increasingly linked with efforts to integrate education for sustainable development (ESD), including climate change adaptation, into teacher education, curriculum development and approaches

within schools and education systems, with the overall aim of encouraging sustainability through education. UNESCO foresees close collaboration with national authorities, civil society, private sector organisations and other UN agencies in this area.

INCREASING NATIONAL CAPACITY

UNESCO is engaged in DRR activities in a range of countries and regions, often as an integral part of post-disaster response. The following are examples of some of the efforts the agency has been involved in recent years, with the aim of building national, regional and local capacity through the education system, and creating national ownership of DRR programmes.

Following the 2005 Pakistan earthquake, UNESCO developed strategies and plans for disaster prevention, preparedness, mitigation and response within the education sector. They included the training of teachers in DPR, and the incorporation of DRR issues in national curricula. The agency was also involved in the creation of a model institution incorporating safe school construction guidelines.

In response to cyclone Nargis, which hit Myanmar in 2008, UNESCO's education recovery programme provided technical assistance to complement the humanitarian efforts of the government and UN system with the objective of enhancing the resilience of the education sector. It aimed to ensure that DRR and emergency preparedness became integral parts of the planning and management of the education system. The agency also sought to promote a culture of safety through a participatory approach which extended to local communities, and to build the capacity of those responsible for education at division and community levels so they could implement and monitor the response, rehabilitation and recovery programme. The organisation was also involved in the delivery of resource packs for township education officers, school headteachers, teachers and an estimated 400,000 students from affected areas.

Following the floods in Namibia in early 2009, UNESCO built on lessons learnt from previous flood responses in the education sector and shared good practices with national authorities and partner organisations. As in Myanmar, the agency adopted a multi-level approach by targeting both government and communities. Workshops were held in an effort to strengthen the national capacity for education in emergency preparedness. DRR school manuals drawing on indigenous knowledge were developed, local journalists were trained in the issue and radio programmes on it were

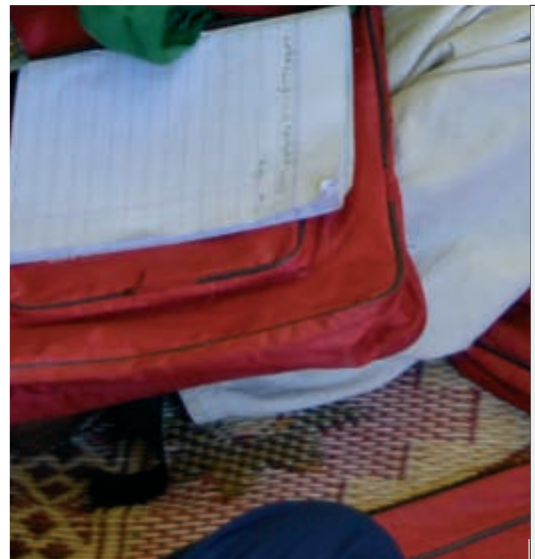
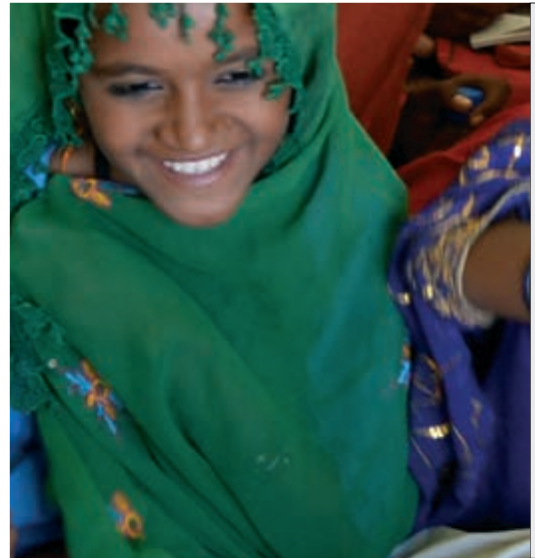
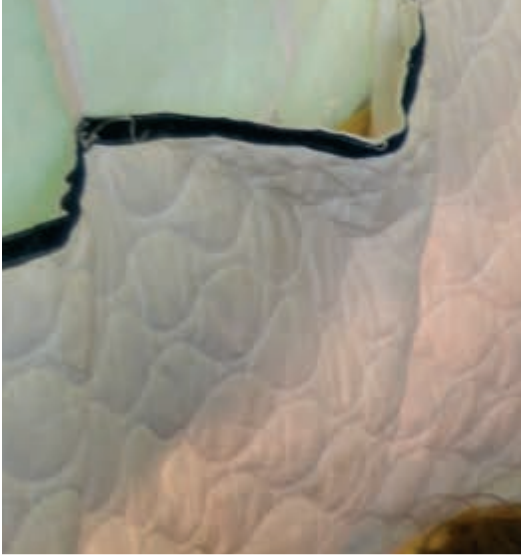
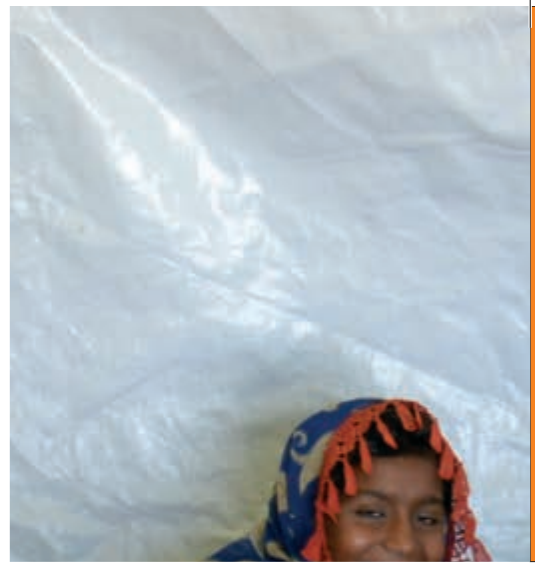
supported.

RESILIENT COMMUNITIES AND SUSTAINABLE EDUCATION FOR ALL

DRR education and safe schools help to create disaster resilient communities and the preconditions for long-term sustainable education for all. As such, DRR initiatives should be directed at national, regional and local level, taking structural school safety and the softer components of policy development and disaster prevention education into consideration. There is also a need to identify good practices on a global level and develop strategies and guidelines for vulnerable countries and societies to prepare for hazards.

As climate change increasingly affects societies in harmful ways, it is becoming ever more important for international agencies to scale up their engagement in humanitarian response. There is a need to acknowledge the importance of an early presence in crises as a means to ensure that relief efforts can lay the foundation for recovery, reconstruction and long-term development. In order to address DRR in a substantial way, however, there also needs to be a growing recognition of, and focus on the issue internationally, and with it increased financing from governments and donors alike.





NORCAP MANAGEMENT

This chapter presents information on recruitment, talent management and staff care.

RECRUITMENT

NORCAP recruited 123 new roster members in 2011, of whom 40 per cent were Norwegian and 39 per cent were from Africa. The remaining 21 per cent were from Asia, the Middle East and the Americas.

Overall 58 recruits, or 47 per cent, were women. Among the foreign nationals, the figure was 37 per cent. This was an increase compared with 2010, and exceeded the target for 2011 of 30 per cent. Efforts to recruit women from the global south will continue in the coming year.

The following table shows the number of new recruits by region:

	Norway	Africa	Asia	Middle East	Americas	Total
Male	19	29	6	9	2	65
Female	30	19	4	3	2	58
Total	49	48	10	12	4	123

NORCAP received 2,282 applications through two open-ended advertisements in 2011, and conducted three rounds of recruitment. The vast majority of applicants, 2,014, were from Africa, Asia and the Middle East, with 268 from Norway.¹ Some candidates also applied to NRC's other thematic rosters: the Inter-Agency Standing Committee's Gender Stand-by Capacity Project (GenCap), the Protection Capacity Stand-by Project (ProCap) and the Assessment Capacities Project (ACAPS).

NORCAP also increased the number of stand-by personnel qualified in the areas of education, child protection, media and communications, food security, ICT, gender, DRR, construction, shelter, urban planning, information management and geographic information systems (GIS). Expertise in the areas of cluster coordination, project management, WASH, reporting, health, community services, monitoring and evaluation were also strengthened.

Category of expertise	No. of people
Administration and finance	1
Camp management	7
Communication	8
Coordination and leadership	14
Engineering	7
Health and nutrition	4
Information and technology	9
Protection	30
Social affairs and livelihoods	35
TIPH observers	8
Total	123

The above technical areas fall into ten broader categories of expertise. The number of recruits per category is shown in the table on the left.

Around five per cent of the 2011 recruitments were fast-tracked to fill specific UN requests, which NORCAP sees as particularly important.

In keeping with the aim of increasing the number of French and Arabic speakers on the roster, 26 per cent of the new recruits speak French and 16 per cent Arabic.

¹ A number of applications among the 2,014 came from European countries and were therefore not eligible. European nationals are exceptionally permitted if they are residents of Norway.



TALENT MANAGEMENT

NORCAP invests heavily in training its roster members, sending them on various courses run by the UN and other humanitarian organisations. The aim is to provide them with up-to-date and relevant knowledge, and so prepare them better for future assignments.

The overall number of training days in 2011 was 479, up from 375 in 2010. Eighty-four roster members – 41 women and 43 men - attended 28 courses or workshops. Fourteen of the women and 24 of the men were from the global south.

Three NORCAP induction training sessions were also held. The four-day courses introduced 71 new recruits to the principles that govern the roster, NRC and the UN.

A talent management system was established in 2011. It consists of the following components, all of which will be up and running in 2012:

- A needs assessment system. A newly established competency panel is responsible for monitoring trends in the humanitarian landscape and assessing their implications for manpower needs
- A performance management system. Contact between NORCAP coordinators in Oslo and seconded staff in the field is essential in monitoring the effectiveness of the deployment. Performance evaluation reports written by secondees' field supervisors give valuable information about the quality of their work, and the secondees themselves get the chance to give their own evaluation of their assignment during their debriefing
- Personal development tools to ensure approaches are tailored to the individual needs of employees. The new competence plan has a standard programme, which gives both introductory training and professional training in the areas of expertise mentioned above. The field introduction programme is designed to give staff their first taste of work as a secondee, and the career programme aims to ensure that staff and critical competences are retained on the roster.

THE INFORMATION CORPS

The purpose of the information corps is to disseminate information about the UN and international operations. It consists of former NORCAP secondees who share their experiences from the field with various sectors of Norwegian society through articles, seminars and talks. Twelve articles were published online or in newspapers and magazines in 2011. Nine assignments were undertaken for the Red Cross, and 25 talks were delivered at schools and universities.

STAFF CARE

The personal and professional toll of working in conflict and disaster areas is widely recognised, and measures to build up roster members' resilience are crucial to retaining staff. The strain in humanitarian work is sometimes linked to being subjected or witness to traumatic incidents in the field. Accumulated stress, harsh working conditions, security threats, personal and cultural issues can also take their toll on secondees. Close engagement with staff before, during and after their deployment is central to the management of the roster. Recuperation time is also crucial.

NORCAP's staff care scheme has four components: personal contact between assignments, briefing and preparation before deployment, follow-up in the field and post-assignment debriefing. The scheme has developed over time in close cooperation and dialogue with roster members, who will also be the main source of information for future improvements.

NORCAP organised four debriefing seminars in 2011, which were attended by 78 roster members. The last seminar was convened as part of NORCAP's 20th anniversary, and was run in the form of a workshop. The seminars are voluntary, and are offered in addition to the personal debriefings that takes place immediately after each assignment and optional professional debriefings at Centre for Trauma Psychology. They serve as a useful platform for sharing experiences, helping participants learn from each other in terms of debriefing difficult situations and incidents, adopting new coping mechanisms and increasing personal resilience.

Participants were generally pleased with the seminars as a forum in which to meet other NORCAP members, and with the effect of sharing experiences both in terms of capacity building and debriefing difficult situations.

20 YEARS OF SECONDMENTS

1991 GULF CRISIS

The stand-by roster was formed in response to a UNHCR request for emergency personnel for Iraq. In November 1991 Rolf Moi, a pedagogue and machine technician from Vikeså in Norway, was deployed as a field officer to Kurdish areas of Iraq – part of what was at the time one of the biggest humanitarian operations in history.



1992 CAMBODIA



In 1992, a UN peacekeeping force began monitoring the 1991 peace settlement. NRC seconded 31 people as UN volunteers to support the repatriation of more than 360,000 refugees and preparations for elections in 1993. Elisabeth Settemsdal was amongst the first five to arrive in February 1992 to support demographic mapping and registration in the different regions.

1992-1995 UN INTERVENTION IN SOMALIA

1992-1995 WARS IN FORMER YUGOSLAVIA

1994 RWANDA GENOCIDE

During the 1994 Rwanda crisis, 800,000 people were killed and more than 500,000 fled across the border to neighbouring Tanzania. In the refugee camps in the western part of the country, social worker Stener Vogt helped to establish the world's first digital photo tracing system for orphaned children.



1991-2002 THE SIERRA LEONE CIVIL WAR

1998-2011 CIVIL WAR IN SUDAN & DARFUR CRISIS

1999-2003 SECOND LIBERIAN CIVIL WAR

1999-2007 EAST TIMOR CIVIL WAR

The civil war in Sudan, Africa's longest, lasted for 21 years. By the time it ended in 2005, two million people had been killed and four million forced to flee their homes. Cameroonian Millan Atam experienced the emergence of a new country, working as a monitoring and evaluation officer in the newly established UN office in Juba.





1996 GREAT LAKES REFUGEE CRISIS



More than 200,000 people were killed during the first Liberian civil war, which was fought between 1989 and 1996, eventually leading to the involvement of the UN and the Economic Community of West African States. In 1998, Åshild Eliassen was deployed to Ivory Coast as a repatriation officer, working with refugees wishing to return to Liberia. The peace did not last long - the second Liberian civil war broke out in 1999.

1996-1997 THE FIRST CONGO WAR

1998-1999 KOSOVO WAR

1989-1996 - FIRST LIBERIAN CIVIL WAR

1998-2003 SECOND CONGO WAR

DRC endured recurrent conflict after several years of civil war. Charles-Arthur Pierre-Jacques, a specialist in peacekeeping operations, piloted the system of civil-military joint monitoring teams in 2009 and 2010.



In September 1998, the UN Security Council adopted Resolution 119, opening the way for UN, NATO and later OSCE engagement in the conflict. Among the secondees to the OSCE Kosovo Verification Mission was the current NORCAP director, Benedicte Giæver.

1991-2011 SOMALIA CIVIL WAR AND FAMINE

Somalia has been without a functional central government and plagued by violence since the downfall of Siad Barre in 1991. In 2007, Odd Einar Olsen was deployed to Puntland and central Somalia as a field coordinator.



2001-2011 COLOMBIA REFUGEE CRISIS

1989-2009 SRI LANKA CIVIL WAR

The conflict between the Sri Lankan government and the Tamil Tigers cost the lives of as many as 100,000 people over 25 years. It also caused significant hardship for the civilian population, and serious damage to the country's economy and environment. Over the years, NORCAP seconded personnel to more than 70 assignments, including the Sri Lanka Monitoring Mission established following the 2002 ceasefire.



2002-2007 IVORY COAST CIVIL WAR



After a period of ethnic tension and violence, civil war broke out in Ivory Coast in September 2002. In 2004, Pierrot Koti, a Norwegian information manager with Togan background, was seconded as a database expert.

2003 BAM EARTHQUAKE, IRAN



One of the deadliest natural disasters in recorded history, the Indian Ocean tsunami killed more than 230,000 people in 14 countries. Within three days of receiving the first request, NORCAP had provided personnel for the emergency response.

2004 INDIAN OCEAN TSUNAMI

2005 PAKISTAN EARTHQUAKE

On the morning of 8 October 2005, a huge earthquake struck northern Pakistan and Kashmir, killing more than 75,000 people. Education expert Eli Rognerud was among the NORCAP personnel deployed to the affected areas.



2007 - 2008 KENYA ELECTION CRISIS



On 12 May 2008 an earthquake measuring 8.0 on the Richter scale killed 70,000 people and made millions homeless. Chinese authorities led the response, but requested UN support in selected areas. Education expert Georg Mevold was seconded to support capacity building of government partners in planning and managing education in emergencies and reconstruction.

2008 SICHUAN EARTHQUAKE, CHINA

2010 HAITI EARTHQUAKE



The 2010 Haiti earthquake killed more than 300,000 people, and severely affected the existing UN operation in the country. As internet and telephone communications were severed, radio became the only way to get information out. French-Algerian journalist Mehdi Benchelah worked to re-establish local radio stations.

2010 KYRGYZSTAN POLITICAL CRISIS

2009-2011 NAMIBIA FLOODS



Namibia experienced its worst flooding in 50 years. Gøril Tomren, an education specialist from Molde in Norway, worked with national education authorities to develop teacher manuals and radio learning programmes on DRR.



2008 CYCLONE NARGIS, BURMA



Since 1999, NORCAP personnel have been on more than 630 assignments to the Occupied Palestinian Territories. Following Israel's 2009 assault on the Gaza Strip, NORCAP provided personnel for 119 assignments in both Gaza and the West Bank, including the TIPH civilian observer mission

2009 GAZA WAR

2003-2011 IRAQ WAR

2001- 2011 AFGHANISTAN WAR

The Afghan war began on 7 October 2001, when a coalition of international forces invaded in support of the Northern Alliance. Among the hundreds of NORCAP personnel seconded to Afghanistan since then was Palestinian community health specialist Mirvette Abedrabbo.



2010 PAKISTAN FLOODING

2010-2011 IVORY COAST CRISIS

2011 ARAB SPRING

2011 PAKISTAN FLOODING

2011 HORN OF AFRICA FAMINE

Since the start of the Arab uprisings, NORCAP has seconded nearly 50 specialists to organisations responding to the crises in Tunisia, Egypt, Libya and Syria. Sigmund Aas, a civil servant with the Norwegian immigration authority, was deployed to the Egyptian border with Libya as refugee determination officer.



The drought affecting east African is said to be the worst in 60 years, and has caused a severe food crisis across Somalia, Ethiopia and Kenya. Famine threatens the livelihoods of more than 13. million people. As a communications officer based in Nairobi, Roar Bakke Sørensen helps raise awareness.

This is a selection of secondments and major crises only. The dates generally reflect NORCAP engagement; not necessarily the official start-or end date of the crises.

LIST OF ACRONYMS



ACAPS	– Assessment Capacities Project	ESD	– Education for sustainable development
ACTED	– Agency for Technical Cooperation and Development	FAO	– Food and Agriculture Organisation (UN)
AEC	– Assessment and Evaluation Commission	GBV	– Gender based violence
AFDEM	– African Civilian Response Capacity for Peace Support Operations	GENCAP	– Gender Stand-by Capacity Project
AU	– African Union	GIS	– Geographic information system
AUHIP	– African Union High Level Implementation Panel	HFA	– Hyogo Framework for Action
BAFIA	– Bureau for Aliens and Foreign Immigrants' Affairs (Iran)	HLP	– Housing, land and property
CARICOM	– Caribbean Community	ICT	– Information and communications technology
CCA	– Climate change adaption	IDMC	– Internal Displacement Monitoring Centre
CCCM	– Camp coordination and camp management	IDP	– Internally displaced person
CDAC	– Communicating with Disaster Affected Communities	IHRC	– Interim Haiti Recovery Commission
CICERO	– Centre for International Climate and Environmental Research	IMT	– International Monitoring Team
CPA	– Comprehensive Peace Agreement	IOM	– International Organisation for Migration
CPRU	– Crisis Prevention and Recovery Unit	ISDR	– International Strategy for Disaster Reduction (UN)
CRC	– Convention on the Rights of the Child	ISPI	– International Stabilisation and Peacebuilding Initiative
DDR	– Disarmament, demobilisation and reintegration	JEM	– Justice and Equality Movement (Sudan)
DPA	– Department of Political Affairs (UN)	LRA	– Lord's Resistance Army
DPKO	– Department of Peacekeeping Operations (UN)	MENA	– Middle East and North Africa
DPR	– Disaster preparedness and response	MINUSTAH	– United Nations Stabilisation Mission in Haiti
DRC	– Democratic Republic of Congo	MOGCSW	– Ministry of Gender, Children and Social Welfare (South Sudan)
DRM	– Disaster risk management	MONUSCO	– United Nations Mission in the Democratic Republic of Congo
DRR	– Disaster risk reduction	MOSD	– Ministry for Social Development (South Sudan)
DSB	– Norwegian Directorate for Civil Protection and Emergency Planning	MRM	– Monitoring and reporting mechanisms
ECHO	– European Commission Humanitarian Aid and Civil Protection Department	MSB	– Swedish Civil Contingencies Agency
ERD	– Economic and Rural Development Committee	MSU	– Mediation Support Unit
		MTPTC	– Ministry of Public Works, Transportation and Communications (Haiti)



MTF	– Mitigation Task Force	UNDP	– United Nations Development Programme
NCP	– National Congress Party (Sudan)	UNEP	– United Nations Environment Programme
NMFA	– Norwegian Ministry of Foreign Affairs	UNESCO	– United Nations Educational, Scientific and Cultural Organisation
NOROBS	– Norwegian Stand-by Roster for Civilian Observers	UNFPA	– United Nations Population Fund
NUPI	– Norwegian Institute of International Affairs	UN-HABITAT	– United Nations Human Settlements Programme
OCHA	– Office for the Coordination of Humanitarian Affairs (UN)	UNHCR	– United Nations High Commissioner for Refugees
OECD	– Organisation for Economic Cooperation and Development	UNICEF	– United Nations Children's Fund
OECD DAC	– OECD Development Assistance Committee	UNISDR	– United Nations International Strategy for Disaster Reduction
OHCHR	– Office of the High Commissioner for Human Rights (UN)	UNRWA	– United Nations Relief and Works Agency for Palestine Refugees in the Near East
OIC	– Organisation of the Islamic Conference	UN-WOMEN	– United Nations Entity for Gender Equality and the Empowerment of Women
OPT	– Occupied Palestinian Territories	WASH	– Water, sanitation and hygiene
OSCE	– Organisation for Security and Co-operation in Europe	WFP	– World Food Programme (UN)
OSRSG-SVC	– Office of the Special Representative on Sexual Violence in Conflict (UN)	WMO	– World Meteorological Organisation
PLACES	– Protective Learning and Community Emergency Services		
PROCAP	– The Protection Capacity Stand-by Project		
SGBV	– Sexual and gender-based violence		
SLA	– Sudan Liberation Army		
SPLA	– Sudan People's Liberation Army		
SSUM	– South Sudan Unity Movement		
TIPH	– Temporary International Presence in the City of Hebron		
TPKE	– Thematic Platform for Knowledge and Education (UN)		
TSU	– Transitional Support Unit		
UNDAF	– United Nations Development Assistance Framework		



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