

# ANNUAL REPORT 2016



**NOR  
CAP**

NORWEGIAN CAPACITY  
OPERATED BY NRC



# 2016: EXTREME WEATHER, CONFLICT AND PROTRACTED CRISES

## NORCAP

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## NORCAP DIRECTOR

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## COVER PHOTO

Photo: Tuva R. Bogsnes/NRC

*In 2016 Ethiopia was experiencing one of the most severe droughts in half a century due to the effects of El Niño. Significant rainfall deficits, up to 50 percent below average, severely impacted the lives and livelihoods of farmers and herders throughout the country.*

## PRINT

Gamlebyen grafiske

A warm thank you to all NORCAP staff and all roster members who have contributed to the report.

2016 was a challenging year. The wars in Syria and Iraq continued to displace millions of people. In Africa's Sahel region, weak state institutions and climate change helped fuel armed conflict, human rights abuses and extreme poverty, creating the world's largest interconnected crisis. Millions were on the brink of famine in Yemen, and in parts of South Sudan, a famine was declared in the beginning of 2017.

NORCAP works with the UN and international, regional and national partners to reinforce capacity to prevent, prepare for, respond to and recover from crises. Together we identify critical competency needs and ensure that they are met. We sent almost 400 experts on 500 missions in 2016 to improve protection, coordination, peacebuilding and resilience efforts, making a considerable contribution to international assistance.

We maintained a focus on protracted situations, deploying experts to respond to all the contexts the UN had declared Level 3 crises; Iraq, South Sudan, Syria and Yemen. We also continued our support for more neglected crises in central Africa and the Sahel region. The European region, particularly Greece, also remained high on the agenda. The humanitarian situation for asylum seekers there continues to cause great concern, and our experts worked with UNHCR and the Greek authorities to promote dignified reception, protection and access to asylum procedures.

Displacement figures are now higher than at any time in our generation, but 2016 also saw some positive developments. After years of negotiation, a peace deal was finally signed in Colombia. Our experts supported the UN before the agreement and they continue to do so. The international community must sustain its commitments in the post-conflict phase, helping those working at the national and local level to ensure lasting peace.

NORCAP also responded to a number of sudden-onset disasters during the year. Our experts were on the ground within 48 hours of the major earthquake in Ecuador in April, and they are still contributing to the response to hurricane Matthew in Haiti. Other extreme weather events, particularly drought and floods related to El Niño, created significant needs as well.



Photo: Beate Simarud/NRC

The impact of such events highlights the need to improve the links between preparedness, prevention, response and recovery efforts, and to focus on reducing disaster risk and strengthening resilience. Our partnership with the World Meteorological Organisation under the Global Framework for Climate Services is an example of our investment to this end. Our experts work to ensure that good quality weather and climate information reaches authorities, humanitarians, health workers and farmers in order to improve their preparedness and resilience.

Other initiatives to strengthen humanitarian and development efforts are also being developed, and the interagency CashCap roster was successfully rolled out in 2016. Senior experts have since been deployed to broaden the reach and improve effectiveness of cash transfers, giving people the opportunity to address their own needs. In partnership with UNESCO, NORCAP is working to promote the safety of journalists. We have also increased our focus on communication with communities to improve accountability to affected populations and in line with commitments made at the World Humanitarian Summit.

Our roster members did tremendous work in often trying circumstances throughout the year, building capacity within and outside their host agencies. We would like to thank our deployees, donors and partners for their collaboration, and we look forward to working together for protection, recovery and resilience in the next 12 months and beyond.

JAN EGELAND

Secretary General of the Norwegian Refugee Council



# OUR MISSION

**NORCAP aims to improve international and local capacity to prevent, prepare for, respond to and recover from crises. We do this by delivering the right expertise, building strategic partnerships and advocating for more effective action.**

Confronted with an increasing number of complex and large-scale emergencies, the need for effective and well-coordinated assistance has grown dramatically. Stronger leadership and better accountability to affected populations remain key challenges for humanitarian response.

In complex emergencies, characterised by conflict, weak state structures and poverty, people rely on assistance to meet basic needs over long periods of time. Climate change is increasing the frequency and magnitude of disasters, exacerbating existing vulnerabilities, and rising inequality and urbanisation bring new concerns. To meet these challenges, it is necessary to address long-term vulnerabilities while simultaneously responding to acute needs.

Against this backdrop, humanitarians, development and national actors need to work together to build resilience and local capacity. NORCAP's flexibility and independence enables us to convene stakeholders across sectors and mandates, and form partnerships with international and regional organisations and national stakeholders. We support humanitarian and development actors to respond according to needs on the ground to save lives, build resilient communities, ensure peaceful transitions from conflict and promote sustainable governance.

## Advancing the sector

We work strategically with our partners to identify and address critical competency needs in the humanitarian and development sectors. We discuss gaps and opportunities with partners in the UN system, regional organisations, national institutions and other networks, and we bring field partners together with communities of expertise to capitalise on their strengths and perspectives. We develop innovative partnerships to advance new ways of working, including in cash transfer programming, climate services and protection.

## Timely response

We have sent experts on more than 9,000 missions since 1991. When an emergency breaks out or a sudden-onset disaster strikes we deploy people to the field within 72 hours via our dedicated roster and deployment management system. Most deployments last for between six and 18 months, meaning that we also bring continuity to the response compared to most internal surge capacities. We actively seek to bridge the gaps at national and regional level between preparedness, humanitarian and development efforts by identifying personnel with experi-

ence in diverse phases of assistance and deploying them before, during and after the onset of a crisis.

## The right expertise

We combine specialised recruitment processes with years of experience in matching the right experts to the right mission. We have built a pool of specialists in a wide range of areas from education, protection, health and nutrition, cluster coordination and camp management, to cash programming, climate change adaptation, disaster risk management and peacebuilding.

**“NORCAP is much more than a deployment mechanism, it's a source of advanced knowledge, global experience and indeed highly dedicated and motivated people. The human resource support to UN-Habitat Lebanon has been instrumental in offering a different perspective to understanding, planning for, and addressing ongoing crisis.”**

**TAREK OSSEIRAN**

*Country Programme Manager, UN-Habitat, Lebanon*

Our rosters are well-balanced in terms of experience, languages, gender and nationality. This enables us to deploy people with the cultural awareness and interpersonal skills needed on the ground in a wide range of contexts and crises. Over the years we have worked with the UN and other partners to develop specialised projects and rosters in protection (ProCap), gender mainstreaming (GenCap), needs assessment (ACAPS) and cash and markets (CashCap).

## Lasting contribution

Our experts strengthen the organisations they are deployed to by developing the capacity of their staff and systems. Good handovers and deployments hosted by, or in close collaboration with national authorities also help to ensure sustainability.

Our standby personnel help to improve the effectiveness of operations and optimise the use of resources. Our dedicated and experienced cluster coordinators contribute to the sharing of knowledge and resources across responders, reducing gaps and the duplication of efforts.



Scene from Les Cayes, Haiti, in the aftermath of Hurricane Matthew. Photo: UN Photo/Logan Abassi

## OUR EXPERTISE

NORCAP is the Norwegian Refugee Council's expert deployment mechanism. We operate a number of rosters, of which the NORCAP roster is the largest. We also run four thematic rosters in collaboration with the UN and other partners. These provide high-level support and specialised expertise in the areas of protection, gender, needs assessments, and cash and markets. Across all rosters, we have more than 1,000 experienced professionals recruited to meet the changing demands of a wide range of contexts and crises.

## THE NORCAP ROSTER:

The NORCAP roster was established after the Gulf war in 1991. Today it is one of the most used standby rosters in the world. It covers a wide range of expertise, from protection, coordination, education, health and nutrition to communication with communities, camp management and resilience. The sub-roster NOROBS provides observers to monitoring mechanisms and civilian capacity to peace support operations.

## THEMATIC ROSTERS:

### ProCap

The Protection Standby Capacity Project (ProCap) deploys specialists to strengthen the humanitarian protection response. It is a UN inter-agency project led by OCHA.

### GenCap

The Gender Standby Capacity Project (GenCap) deploys senior gender expertise, who in an interagency manner seeks to enhance the capacity to undertake and promote gender equality programming. It is also a UN inter-agency project led by OCHA.

### ACAPS

The Assessment Capacities Project (ACAPS) was established in 2009 to improve coordinated humanitarian needs assessments before, during and after crises. It is led by a consortium made up of the NRC, ACF and Save the Children International.

### CashCap

The Cash and Markets Capacity Development Roster (CashCap) deploys specialists to increase the use and effectiveness of cash and markets programming in humanitarian aid. It is governed by a steering committee of UN and NGO members.



NORCAP logistics expert, Hassane Djibrine Djaranabi (on the right) with a WFP colleague in the logistics hub outside Jeremie, Haiti. Photo: Ingrid Prestetun/NRC



# GLOBAL OVERVIEW

## and 2016 highlights

### EUROPEAN REFUGEE INFLUX

Fifty-four experts were deployed, mainly to Greece's Reception and Identification Service and UNHCR in Greece, to support the protection of refugees and migrants (see more on page 19). Experts also deployed to Croatia, Italy, Macedonia, Serbia and Slovenia.

### UKRAINE

The east of the country has been in crisis since armed conflict erupted between separatists and the Ukrainian armed forces in 2014. Eleven experts supported UNICEF's education and child protection efforts, OCHA's cash transfer programming and the OSCE monitoring mission.

### PALESTINE

NORCAP's support for the Temporary International Presence in Hebron, a civilian observer mission, continued with the deployment of 24 experts. Five others supported urban planning and urban displacement/out-of-camp initiatives with UNRWA and other partners, and two were deployed to the Local Aid Coordination Secretariat (LACS).

### IRAQ

In addition to the 230,000 Syrian refugees sheltering in the country, more than three million Iraqis are displaced as a result of a surge in violence between armed groups and the military. Nineteen experts from NORCAP, GenCap, ProCap and CashCap supported the humanitarian response (see more on page 24–25).

### THE SAHEL AND LAKE CHAD BASIN

Thirty-two experts supported UN operations to improve protection, health, nutrition and shelter in response to the complex crisis affecting Cameroon, Chad, Niger and Nigeria (see more on page 22–23). Deployees also supported resilience efforts in Niger and Burkina Faso.

### SYRIA AND NEIGHBOURING COUNTRIES

Syria remains one of the most complex and dynamic humanitarian crises in the world. A cash expert supported the response from within Syria in 2016, and 28 experts were deployed to UN operations in Jordan, Lebanon and Turkey.

### AFGHANISTAN

Displacement and humanitarian needs increased in 2016 as a result of conflict and an influx of returnees from Pakistan and Iran. Five GenCap, ProCap and NORCAP deployees worked on gender, child protection and protection with UN Women, UNICEF and UNDP.

### HAITI

Twelve experts in protection, cash, health, camp management and education were deployed after hurricane Matthew struck in October. ACAPS analysts supported UNDAC and Haiti's civil protection directorate in providing an evidence base for response decision-making (see more on page 12–13).

### SENEGAL AND WEST AFRICA

Deployees to FAO and WMO in Dakar supported regional resilience initiatives, including the development of national frameworks for climate services. GenCap and regional advisers on gender-based violence (GBV) for the West Africa region were also based here.

### YEMEN

A GenCap and a ProCap expert supported the humanitarian country team and OCHA. A communications expert was deployed to Jordan to support the Yemen response.

### COLOMBIA

A coordination adviser supported the UN's interagency post-conflict planning and coordination, while a senior GenCap adviser worked to promote gender equality in the humanitarian response and post-conflict transition.

### CENTRAL AFRICAN REPUBLIC

CAR has been going through a complex crisis since the end of 2012. Despite the election of a new government in February, violence continues. Ten deployees supported IOM, UNFPA, UNHCR and UNICEF in protection and humanitarian assistance in 2016.

### ETHIOPIA

Thirteen experts were deployed. Some supported the response to drought and floods, while NOROBS specialists worked with the African Union's peace support operations division.

### PHILIPPINES

Natural hazards and disasters affected more than 10 million people in 2016, and conflict continued in parts of Mindanao. NOROBS deployed four experts to the Independent Decommissioning Body. A disaster risk reduction expert supported FAO.

### ECUADOR

A 7.8 magnitude earthquake struck in April, prompting the deployment of six NORCAP and CashCap experts. They provided support in the areas of camp management, cash, gender, education and communication with communities.

### DEMOCRATIC REPUBLIC OF THE CONGO

DRC has suffered two decades of conflict, insecurity and epidemics. Seven experts worked with IOM, UNHCR, UNICEF, UN Women and WFP during the year.

### SOUTH SUDAN

Hopes that the 2015 peace agreement would be implemented were dashed in July, when fighting flared again in Juba and spread quickly. Sixteen experts were deployed to support the humanitarian response and longer-term peace-building and resilience initiatives (see more on page 20–21).

### BURUNDI

More than a million people were in need of humanitarian assistance as result of a political crisis that began in April 2015. Eight deployees supported the UN's operations.

### KENYA AND EAST AFRICA

Kenya is a hub for regional GenCap, ProCap and CashCap experts. A regional adviser on gender-based violence was also based here, so were five NORCAP experts deployed to WFP, WHO and IGAD's Climate Prediction and Applications Centre (ICPAC) to work on disaster risk reduction and resilience (see more on page 16–17).

### EL NIÑO

The 2015 to 2016 El Niño episode, one of the strongest on record, caused drought and floods that disrupted food production and caused disease and health problems in large parts of Asia, Africa and Latin America. NORCAP experts were deployed to work on preparedness and response in Cameroon, DRC, Ethiopia, Fiji, Malawi, Namibia, Papua New Guinea, Peru, Vanuatu and Zimbabwe.

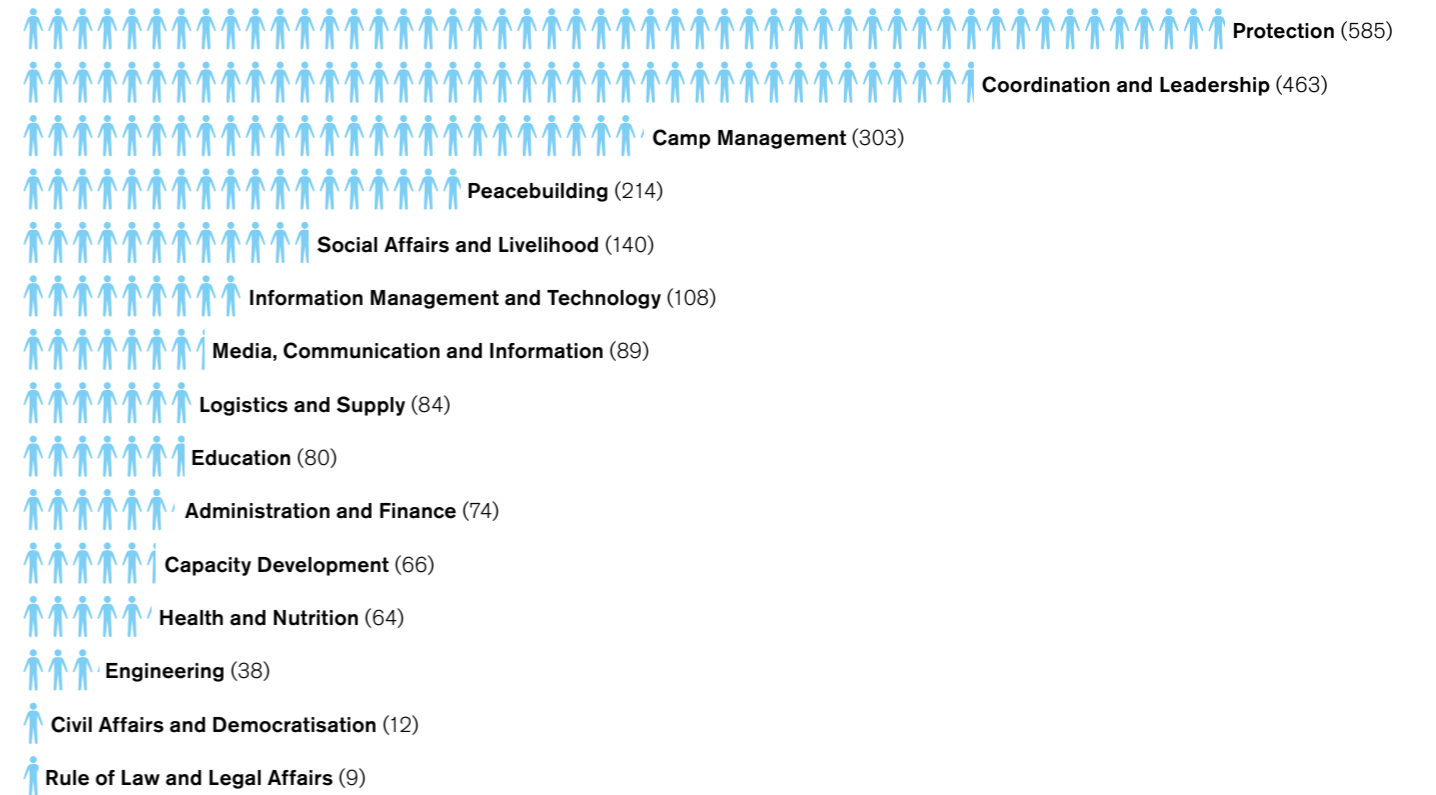
2016 deployments

Head quarter, global and regional support and rapid response teams.

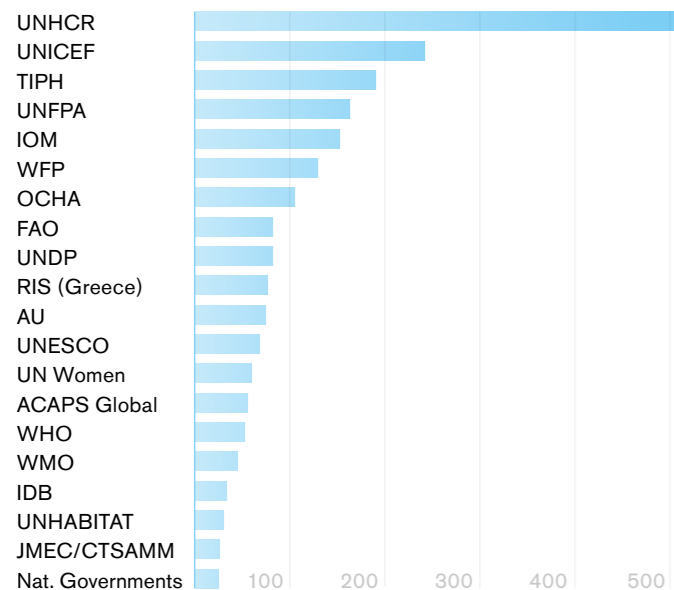
# NORCAP KEY FIGURES 2016



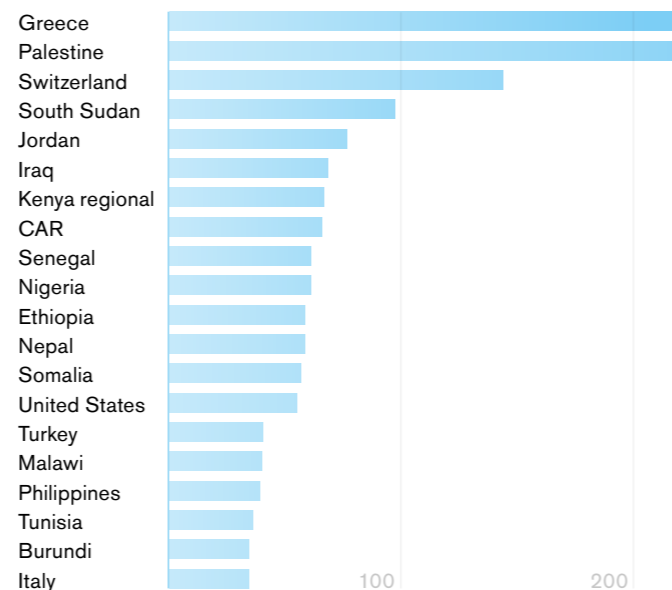
## PERSON-MONTHS PER CATEGORY IN 2016



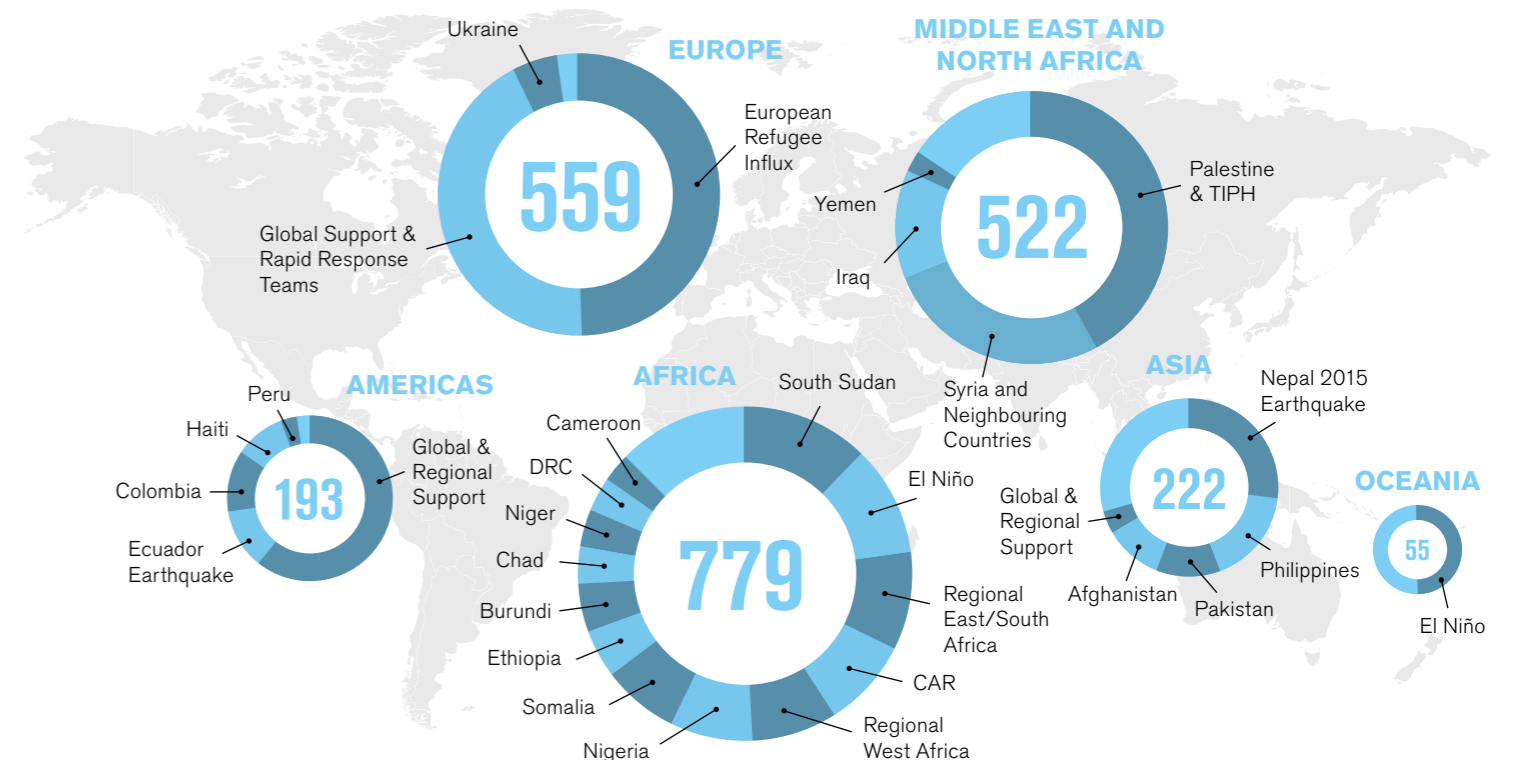
### LARGEST RECEIVING ORGANISATIONS



### LARGEST RECEIVING COUNTRIES



## PERSON-MONTHS PER REGION IN 2016



# THE YEAR IN BRIEF

## MERGING ACADEMIC AND FIELD EXPERIENCES

NORCAP is collaborating with the Oslo School of Architecture and Design to develop capacity and educate future humanitarian architects and planners. The initiative is part of our commitment to strengthen responses to mass displacement.

Håvard Breivik and Tone Selmer-Olsen, both architects and long-time NORCAP roster members, developed the In Transit master course, which started in the spring of 2016. It aims to provide the UN, NGOs, city officials and immigration authorities with new thinking and fresh approaches to the subject of “urbanisation and architecture in emergencies”. Through the NORCAP network and participation in the cluster system, the students work with real time cases to create innovative solutions that provide dignified living arrangements for displaced people that also benefit host communities.

## A GLOBAL NORCAP WORKPLACE

NORCAP has worked with Facebook as an early adopter of Workplace, a new internal social media tool, to enhance communication and collaboration across the organisation. Like Facebook, Workplace facilitates the sharing of knowledge and experiences, but is meant for professional collaboration.

Since April 2016, Workplace has allowed sharing across countries, regions and fields of expertise for our staff and around 1,000 roster members. It is now the medium of choice for sharing stories from the field, peer learning, connecting with other deployees, discussing new technical developments and training and much more. The rest of NRC will follow NORCAP’s lead in 2017 and join the Workplace community. Our early collaboration has contributed to Facebook making the new platform available to NGOs for free.

## GENDER AND PROTECTION IN HUMANITARIAN ACTION

ProCap and GenCap training workshops bring together between 150 and 170 participants each year. The sessions enhance standby partners’ and UN agencies’ capacities in protection and gender equality programming.

Building on these established programmes, a new workshop was organised for the Pacific region in August 2016. It focused on integrating gender and protection concerns into humanitarian responses and underlined the link between humanitarian and development work. It also included a training of trainers (ToT) component and brought together government agencies, and international and national organisations from Fiji, Samoa, the Solomon Islands, Tonga and Vanuatu. The training was organised in collaboration with UN Women, and together with the agency, the participants organised subsequent national workshops later in the year.

## HURRICANE MATTHEW: ASSESSMENT AND RESPONSE

Hurricane Matthew struck the south-west coast of Haiti on 4 October. With wind speeds of more than 200 km an hour, it caused widespread destruction, flooding and displacement that affected more than two million people. In the response to the 2010 earthquake, the humanitarian community was criticised for not having involved local and national authorities. After Matthew struck the government announced that it would lead the response, and national and local authorities and police took more responsibility.

NORCAP deployed 12 experts in the aftermath of the hurricane, the first within 48 hours. ACAPS experts supported UNDAC and Haiti’s civil protection directorate. Together with Geneva-based analysts, the team produced multi-sectoral updates and thematic reports, providing a common evidence base for decision-making. Other experts were deployed to a wide range of UN agencies, working in areas such as protection, logistics, GBV, health and nutrition, cash and markets, education, camp management and coordination and leadership.

## PARTNERING TO IMPROVE JOURNALISTS’ SAFETY

More than 800 journalists, media workers and bloggers have been killed in the past ten years, and many more have been harassed, attacked or imprisoned. Press freedom is often restricted during times of conflict and crisis, but this is just when independent reporting is most needed to provide information to affected populations and the wider world and to promote accountability.

In December, NORCAP and UNESCO hosted a roundtable discussion on how to improve journalists’ safety and press freedom. The event brought together Scandinavian media enterprises, journalists’ unions, academics and international media development NGOs. Together with UNESCO we are currently developing a comprehensive three-year safety of journalists programme. NORCAP has been involved in this work since 2010 through the deployment of communication and reporting experts to UNESCO in countries such as Haiti, Liberia, Myanmar, Pakistan and South Sudan.

## NORDEM JOINS NORCAP

In January 2017, NORCAP integrated the NORDEM roster into our portfolio. NORDEM, the Norwegian Resource Bank for Democracy and Human Rights, is a civilian capacity provider. NORDEM recruits, trains and deploys qualified personnel to around 15 international organisations and operations that work in the field of human rights and democratisation including the EU and OSCE. It has expertise in fields such as good governance, democratic institutions, judicial independence, legal reform and election observation and assistance.



“With NORDEM on board, NORCAP will be able to offer the international community a wider range of expertise, and partners will benefit from an even more holistic approach in our service delivery,” says NORCAP’s director, Benedicte Giæver.

JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
WHO declares the end of Ebola virus disease in Liberia.	WHO declares a global public health emergency over the rapid spread of zika virus.	Syria: 5 years of war has led to the world’s worst displacement crisis since World War II.	Launch of Workplace.	World Humanitarian Summit brings together 9,000 participants to reaffirm commitments to prevent and reduce human suffering.	Conflict in Yemen worsen. 2.2 million people are internally displaced, 14 million people are food insecure, two million children are out of school. 14.5 million people need support to meet their basic water, sanitation and hygiene needs.	Fighting breaks out in Juba, South Sudan, and violence soon spreads.	Yemen peace talks collapse.	The UN General Assembly host high-level summit to address large movements of refugees and migrants.	Hurricane Matthew plunges Haiti into its worst humanitarian crisis since the earthquake in 2010.	UN Climate Change Conference, COP22, held in Marrakech. NORCAP and EU host side event on climate services.	Syrian government recaptures all of Aleppo city after weeks of heavy fighting.
Master course to educate future humanitarian architects and planners at Oslo School of Architecture and Design.	Forty per cent of Fiji’s population severely affected by the tropical cyclone Winston.	EU and Turkey deal sets out that refugees and migrants arriving in Greece after 21 <sup>st</sup> March would be returned to Turkey.	7.8-magnitude earthquake kills 600 people and leave more than 700,000 people in need of humanitarian assistance in Ecuador. NORCAP deploys experts to the area the day after.			El Niño severely affects the lives and livelihoods of more than 60 million people in 2016.	Innovative training organised with UN Women on Gender and Protection in Humanitarian Action in the Pacific.	ACAPS involved in organising Triplex, a large scale field simulation exercise focusing on strengthening preparedness and response. ACAPS and NORCAP experts participate.	Mosul offensive to retake ISIS’ last stronghold in Iraq begins.	Peace accord between the Colombian government and left-wing FARC rebels signed.	NORCAP hosts roundtable on how to improve the safety of journalists.
							New partnership MoU signed with UNITAR, for collaboration on disaster risk reduction and climate services.		António Guterres, previous UN High Commissioner for Refugees, becomes UN Secretary General.		The NORDEM roster is integrated in NORCAP, and operational from January 2017.



# DIGNITY IN RESPONSE AND RECOVERY

**Cash transfers provided quick and flexible assistance to Haitians affected by hurricane Matthew in October 2016. More than two million people lost their homes, livelihoods and in some cases family members in the country's worst crisis since the 2010 earthquake.**



Hurricane Matthew destroyed the homes of George, Kervens and Walents in Jérémie. Cash programming has been used both for emergency response and recovery activities in Haiti. Photo: Ingrid Prestetun/NRC

Haiti's capital, Port-au-Prince, was spared the full wrath of the hurricane, but the cities of Les Cayes and Jérémie suffered extensive flooding and mudslides that severely damaged roads and buildings. In Grand'Anse department, where more than 80% of the population is normally self-sufficient, crops were completely destroyed and most livestock killed.

Cash and markets expert Rachel Bannerman was deployed to OCHA immediately after the emergency. She helped to establish cash working groups in Les Cayes and Jérémie to improve coordination between organisations that were using cash as aid. "Most organisations concentrated on in-kind distributions in the beginning. But cash was also utilized, as it was already used after the earthquake in 2010. After a few months, cash was at the forefront of the hurricane response," she says.

Providing people with money rather than traditional assistance such as food, blankets, seeds and tools has many benefits. "As soon as markets are up and running, cash transfers allow households to decide for themselves

what products to buy. It gives people back their dignity, and allows them to start rebuilding their lives", Bannerman says. Cash transfers also play a vital role in supporting local economies and helping to restore livelihoods.

### Limiting the risks

Cash and market approaches are now increasingly used in emergency responses, but they require careful assessment and planning. Bannerman worked closely with UN agencies and local partners to help define the most appropriate cash responses for different stages of the emergency.

"The way some organisations were handing out money in the beginning raised security concerns both for those doing the distribution and for those receiving money," she says. Bannerman and her colleagues looked at different options for getting assistance to affected families without putting people who were already vulnerable at further risk.

Through needs and market assessments and working group discussions, various strategies were agreed upon,

including the distribution of mobile SIM cards that could be used to withdraw money from financial service providers such as Western Union. "This way we limit the risk of theft or robbery," Bannerman says.

### Providing strategic and technical leadership

Many organisations have trained staff to implement cash transfer programmes, but there is still a lack of skills and capacity, particularly when it comes to strategic and technical leadership. To increase the use and effectiveness of cash and markets programming, NORCAP and partners established a specialised roster, CashCap, in 2015. It deploys senior experts to provide multi-agency support, and they play a vital role in improving competence, coordination and cooperation in humanitarian responses.

**"Deployees are seen as neutral and independent, promoting quality in a response and not representing any particular agency. They are strategically placed to promote cooperation"**

MARIANNE VIK *Project manager, CashCap*

CashCap experts have provided strategic leadership, particularly to ensure that responders plan and monitor cash interventions jointly across sectors. So called multi-sector cash provides beneficiaries with even more flexibility be-

cause it covers different products and services, but it also demands greater coordination between those providing the grants. Cash programming can similarly be used to bridge the gap between humanitarian and development interventions, with the aim of improving linkages between the different phases of response and with national social security systems.

Fourteen CashCap deployees supported various UN agencies, international NGOs and clusters in 2016, working in crises and emergencies all over the world. "The feedback we receive is that deployees are seen as neutral and independent, promoting quality in a response and not representing any particular agency. They are strategically placed to promote cooperation", says CashCap's project manager, Marianne Vik.

### Meeting the demand for cash expertise

CashCap's expertise has also been used to enhance knowledge and competency on cash transfer programming across NORCAP's other rosters and the wider cash community. As part of a pilot project, participants have received training and mentoring, and in some cases on-the-job training in emergency response, to put their new skills into practice. Increasing demand for cash expertise means it will be an important thematic area for both CashCap and NORCAP in 2017.

"We will continue to expand the rosters with various cash expertise in order to meet demands not only in emergencies, but also in preparedness and prevention", says Vik.



"I used to have a small business where I sold rice and other foods before the hurricane. With this money, I'll try to get it restarted," says Anzia Desimond. Desimond receives a SIM-card containing approximately 74 USD from CashCap expert Rachel Bannerman at a WFP distribution outside Jeremie in Haiti. Photo: Ingrid Prestetun/NRC



# CONFRONTING STATELESSNESS WITH STATISTICS

People who have no official nationality are often denied their most basic rights. Understanding the scale, causes and consequences of statelessness is vital to addressing the issue.



Makonde Chairman Thomas Nguli has his finger prints taken during the launch of the naturalisation and registration drive in Kenya. The Makonde people came as labourers from Mozambique and Tanzania in the 1930s, and their descendants have long been ineligible for citizenship. Photo: Wanja Munaita/UNHCR

"They are invisible and cannot live a dignified life," Sadiq Kwesi Boateng says of the stateless populations he has worked with over the past two years.

In Cote d'Ivoire and Kenya, where statisticians Boateng and Helge Brunborg have been deployed, some groups have been stateless for generations. Statelessness often affects whole communities and constitutes a significant barrier to development and democratic participation. It is sometimes a consequence of displacement, but can also be a driver as people flee in search of protection elsewhere. The causes of statelessness vary, but the most common are discrimination, lack of birth registration, conflict of nationality laws and changes to national borders.

"Stateless persons are often denied basic rights such as access to education, health and livelihood opportunities. They cannot marry legally, and in some countries, they

cannot legally bury their dead. They are not allowed to move freely, vote, run for office, or open bank accounts or access loans due to lack of documentation," says Wanja Munaita, an expert in statelessness at UNHCR.

## Unknown scale

Lack of data is a significant challenge in addressing statelessness. Current statistics cover 3.7 million people in 78 countries, but UNHCR estimates that at least 10 million people are stateless worldwide. "Obtaining comprehensive data is important, it enables states to register and document those who live within their borders and better plan services for their population," says Munaita.

NORCAP and Statistics Norway (SN) have worked together since 2010 to contribute to a better evidence base for policymaking and humanitarian action. In 2015 and 2016, we deployed Boateng and Brunborg, both SN



Our work can contribute to individuals being granted the right to participate in the society," says NORCAP expert Sadiq Kwesi Boateng. Together with Helge Brunborg he conducted a study of the stateless Pemba community in Kenya in 2016. Photo: Helge Brunborg (private)

staff members, to UNHCR in Kenya to improve the data on stateless people in the country.

Collecting data on stateless populations is often difficult because they live on the margins of society. Some estimates suggest that 20,000 people in Kenya have no official nationality, but this number is highly uncertain.

## Making the Pemba count

Boateng and Brunborg planned and supervised a study of the Pemba in Kenya, a population with its roots on the island of the same name that forms part of Tanzania's Zanzibar archipelago. The first wave of Pemba people arrived as early as the 1930s. Having lived in Kenya for decades, and many being born there, they are not recognised as citizens of neither Kenyan nor Tanzania.

"We collected and analysed data on the number of individuals, the group's composition and background, why they were stateless and how they may obtain a nationality," Brunborg says. Working with UNHCR's protection unit, they collaborated with employees from the Kenya National Bureau of Statistics, the National Registration Bureau and a number of civil society organisations. They trained interviewers and supervisors in Mombasa and data entry clerks in Nairobi. "The training enhanced the capacity of government officers, UNHCR staff and staff of local organisations in survey methodology and data quality management," says Munaita.

Similar studies conducted in 2015 on the Makonde population, the descendants of labourers from Mozambique and Tanzania, have led to a process of granting them citizenship. The hope is that the same will happen for the Pemba. "Resolving statelessness among the Pemba will give them a chance to belong and be recognised in

Kenya as nationals. Nationality will give them full access to government services and opportunities to access financial services, among other things," says Munaita. She believes the Pemba study will help to strengthen collaboration between UNHCR and the government in addressing the issue of statelessness.

## A model for future surveys

To better capture data on stateless people and those at risk of becoming stateless, our employees also made recommendations for Kenya's 2019 census. The survey they developed may serve as a model for data collection on other stateless groups in Kenya and elsewhere. "In the end, our efforts will contribute to a comprehensive figure of statelessness in the country," Boateng says.

## NORCAP AND STATISTICS NORWAY

NORCAP has collaborated with Statistics Norway (SN), the central institution for official statistics in Norway since 2010. The partnership means highly competent personnel are available to increase capacity both in UN agencies and national authorities. SN staff has been deployed to UNHCR, the Joint IDP Profiling Service (JIPS), UNFPA and WFP. They have contributed to studies and analysis on food security, refugees, asylum seekers, internally displaced people and statelessness, as well as population estimates.



# ENABLING EARLY ACTION WITH CLIMATE SERVICES

In 2015 and 2016, drought and floods associated with El Niño caused deaths, destroyed crops, killed livestock and left millions of people in need of humanitarian assistance. To reduce the impacts of extreme weather, people need information that enables them to act.



Many areas of Ethiopia have been struck by failure of successive rains over the last years. Hasna Abdi Muhamed used to have 120 animals, in 2016 only one was left. The animals started to die three years ago. "I have never, never seen such a drought," she says. Photo: Tuva R. Boggsnes/NRC

The effects of the El Niño weather phenomenon made an already vulnerable situation worse in many places around the globe. In large parts of Africa, farmers' crops withered when the rains failed. Pastoralists' saw their livestock perish, or had to trek further than before to find water and fodder. In other parts of the region, excess rainfall caused flooding, landslides and damaged crops. El Niño also led to outbreaks of disease and malnutrition.

Precise forecasts are crucial for authorities and communities to be able to act in time to prevent or at least mitigate the loss of lives and livelihoods. To improve climate services, NORCAP is working with WMO, the Global Framework for Climate Services and other partners.

## Improving forecasts in eastern Africa

In eastern Africa, NORCAP has been working with the IGAD Climate Prediction and Applications Centre (ICPAC), which serves 11 countries in the region. ICPAC aims to produce accurate and user-friendly weather and climate products and build the capacity of national meteorological services. In partnership with WMO, we carried

out an assessment in 2015 which showed that ICPAC needed to be strengthened to fully function as a regional climate centre. Our experts in meteorology, climate information and disaster risk reduction play a central role in ensuring this happens.

"Through their contributions, we have come very far in short time. We can provide new products and our work is being recognised," says ICPAC's deputy director, Zachary Atharu.

A NORCAP climate modelling expert is training ICPAC staff and meteorologists from the region in producing and analysing long-term forecasts. He has improved the models used, and ensured that ICPAC's data tools can process weather and climate information generated by a number of global climate centers. With the contributions of the NORCAP deployees, the centre now produces 200 maps a month to provide timely early warnings. It has also introduced its first tailored products, giving vital information about the start and end of the rainy season and the onset and duration of damaging dry spells.

## From forecasts to action

Improving technical abilities to produce quality forecasts is, however, not enough. Authorities, humanitarian agencies and vulnerable communities must be able to make use of the information. "There has to be ownership, understanding and alternatives for action," says Philip Omondi, a NORCAP climate information expert.

Kenya's National Drought Management Authority (NDMA) is one of the users of ICPAC's seasonal, monthly and 10-day forecasts. The NDMA's drought information manager, John Mwangi, says the information helps them assess the situation in communities. But the information is usually very scientific, and even with it, they are often not able to raise the alarm in time. Despite the forecasts available, the number of people in need of assistance rose from 1.3 million to 2.7 million in six months during Kenya's last poor rainy season.

Omondi works with partners to ensure that ICPAC produces information tailored to its users' needs and in a form they can easily understand and act upon. Participation of those who need the information is vital to achieve this. An earlier ICPAC pilot using mobile text messages to advise Kenyan farmers when they should plant demonstrated the positive impact the right type of information can have on yields and food security.

One of the goals of climate information is to reduce disaster risks by linking forecasts to contingency planning. Omondi worked with the Somali authorities on the issue in 2016, but many of the actions identified were never implemented because funds were lacking. The devastating effects of drought on the country at the beginning of 2017 show the need for increased efforts in preparing for such scenarios.

## Coordination and collaboration

Significant resources are invested in strengthening climate services and building resilience. However, there is need for improved coordination between donors, multi-lateral institutions, NGOs and national institutions. This is essential to avoid duplication of efforts and ensure that the technical solutions offered by some are supported by capacity building efforts introduced by others. A challenge to the quality of climate products is the lack of willingness to share weather data across countries. Building partnerships, sharing information and strengthening existing initiatives, are important principles of the Global Framework for Climate Services, and a priority for NORCAP going forward.

"The technological opportunities means nobody should need to go without crucial weather and climate information, but we need partnerships to ensure that information gets out to everybody," Omondi says.

"We wish to improve our ability to foresee drought impacts, to be in front of needs, instead of issuing early warnings after signs can be observed."

JOHN MWANGI Drought information manager, NDMA, Kenya



Crop failure in Oloitokitok in Kenya. In early 2017, the government declared the drought a national disaster. Climate information expert Philip Omondi and climate modelling expert Zewdu Segele together with Daniel Kishoyian and John Mwangi from Kenya's National Drought Management Authority. Photo: Hilde Faugli/NORCAP



# PARTNERING FOR PROTECTION IN GREECE

Refugees and migrants' rights and their access to durable solutions in Europe have been strongly challenged in recent years. NORCAP partnered with Greece's migration authorities to strengthen their capacity to provide protection and a dignified reception for some of the continent's most vulnerable people.



Cold weather and snow hit the Greek islands in 2016. NORCAP experts Alan Sulevani and Kevin Socquet-Clerc led the set-up of new indoor accommodation for vulnerable women and children in Moria in Lesvos. Photo: NORCAP

The sharp rise in arrivals of refugees and migrants in Greece in 2015 highlighted the lack of proper reception facilities in the country. The number of arrivals decreased after European states further north closed their borders in 2016 and an agreement with Turkey opened the way for deportations, but thousands of people have continued to make the perilous journey. An EU scheme promised the relocation of 160,000 refugees from hard-pressed frontline states, but fewer than 7,000 had been relocated by the end of 2016, leaving many stranded in Greece.

The country's reception conditions raised serious concerns about new arrivals' protection, basic needs and their ability to exercise their right to seek asylum. Struggling under the impact of tough austerity measures, the Greek authorities did not have enough personnel or expertise to receive and register migrants and process their asylum applications. The slow and confusing process left many frustrated and desperate. In an effort to work for dignified reception and protection, NORCAP established

a partnership with the Reception and Identification Service (RIS), the central Greek entity in charge of managing the arrival of refugees and migrants.

## Humanitarian principles and national systems

The approach we developed in collaboration with the Greek authorities combines formal training with the deployment of experts in protection, child protection, administration, procurement and safety and security. A capacity building team has developed and delivered targeted training sessions to staff at reception and identification centres in the Attica and Evros regions and on the island of Lesbos, and will continue to do so in Athens, Chios, Kos, Leros and Samos in 2017. Twelve NORCAP experts have been deployed to RIS headquarters in Athens, and to reception and identification centres in Fylakio in the north-east of the country and Moria on Lesbos.

In a civil service suffering from years of economic decline, recruitment freezes and few formal training opportunities,

the collaboration has borne fruit. The project focuses on international standards and principles, Greek national policies and the country's migration management system. Core humanitarian principles and issues such as the protection of people with specific needs and participation are introduced in training sessions and reinforced in the day-to-day collaboration between deployees and staff. A manual is under development to standardise procedures across all reception and identification centres. National staff often have short contracts, so ensuring their proper induction and institutionalised procedures is paramount.

## Improvements on the ground

Coordinating the refugee influx in Greece has been fraught with challenges at both the local and national level. In Fylakio and on Lesbos, our deployees have helped to improve coordination between the reception and identification centres, NGOs and others involved in providing protection and services. Improving the protection of vulnerable people, particularly children and unaccompanied minors, has also been a focus. The deployees have contributed to identification of vulnerable cases and the assessment of gaps in assistance.

"NORCAP has played a vital role in capacity building and

coordination. They are innovative, and together we have created the infrastructure of Fylakio," says Erini Logotheti, the director of the reception centre in the town close to the border with Turkey.

## Dignified reception

Our deployees in Fylakio have helped to significantly reduce the time asylum seekers have to spend in the centre before their application is processed. They also now enjoy more freedom of movement and outdoor activities, and language training is facilitating their integration into Greek society.

Lesbos continues to be the main gateway to Greece. Around 4,000 people in the reception centre in Moria face harsh weather conditions, overcrowding and long waiting times for their asylum applications to be processed. This has not only caused frustration and tensions, fires are also frequent, both as a result of unrest and from people cooking inside their tents. Last year two lives were lost in fire. NORCAP's deployees have led a number of initiatives to assist staff during outbreaks of fire and unrest, and to improve security management. Mechanisms have also been established for refugees and migrants to give feedback on the assistance they receive.

"The surge in arrivals to Greece complicated the operations of the Reception and Identification Service and NORCAP has contributed with critical capacity building. Especially at Fylakio RIC, where NORCAP has had the longest intervention, the deployment of experts with both international experience and local knowledge has led to improved coordination and the provision of much needed activities for the residents."

IOANNIS TAVRIDIS Senior Adviser, the Norwegian Directorate of Immigration (UDI)

UDI is a Donor Programme Partner for EEA Grants and has followed the development of RIS since its start in 2012.



NORCAP child protection advisor Alan Sulevani and safety and security advisor Anthony Geddes talks to a refugee in Moria on Lesbos. Photo: NORCAP



# A BALANCING ACT IN SOUTH SUDAN

The upsurge of conflict across South Sudan in 2016 meant the UN and humanitarian organisations had to step up their responses in many locations. Responding to urgent needs while sustaining peacebuilding and resilience efforts is challenging, but essential.



Some 3.1 million South Sudanese have been forced to flee their homes since 2013, 1.3 million of them across borders as refugees, and more than 1.8 million internally. Photo: Albert Gonzalez Farran/NRC

Five years after South Sudan declared independence from Sudan, it is in a worse situation than ever. The return of the opposition leader Riek Machar to the country and his reinstatement as vice-president in April 2016 restored hopes for the 2015 peace agreement, but disagreement and tensions continued within the new government. Factional fighting broke out in Juba in July and spread quickly to previously less affected areas and groups.

## Urgent protection needs

Helping our partners to protect extremely vulnerable people and meet their basic needs was a priority for NORCAP during the year. The exodus from South Sudan has created Africa's largest refugee crisis. Almost 500,000 people fled South Sudan for Uganda in 2016, and the country's refugee population stands at its highest level ever. To support UNHCR in its operations for South Sudanese refugees, we deployed two field protection officers to Yumbe in Uganda.

Almost 2 million South Sudanese have also been internally displaced since 2013. Protection concerns increased in several locations in 2016 as food security, livelihoods

and nutrition were severely weakened. To bolster the response, we deployed logistics experts to UNICEF in Aweil and Malakal. Child protection specialists supported the agency's efforts to trace and reunify families and educate people about the risk of mines. ACAPS experts conducted a nationwide assessment of the impact of the current crisis on children's schooling, to help resume education in a safe and sustainable way.

## Focus on disaster risk reduction

The ongoing conflict has reduced South Sudan's ability to build institutions that will contribute to recovery, stabilisation and development. It has also complicated work on long-term initiatives as insecurity hinders and interrupts activities. Increased competition over already stretched resources and donors' prioritisation of humanitarian assistance mean that long-term development goals have often had to take a back seat. Balancing the response to urgent needs with efforts to build peace and strengthen resilience has been NORCAP's aim.

In close collaboration with national ministries, our deployees have helped to build capacity in the education and



Protection concerns increased in South Sudan in 2016, and food security and livelihoods were severely weakened. Photo: Tiril Skarstein/NRC

disaster management sectors. They supported the development of a national disaster risk management policy, which by the end of the year was ready for final approval. Our disaster risk reduction specialists trained government

officials in disaster and climate risk management, emergency needs assessments and the development of early warning protocols. A NORCAP education expert helped to develop a nationwide education sector analysis that incorporated conflict and disaster analysis for the first time.

## Protection of journalists

The UN has reported widespread human rights violations and violence targeting civilians in South Sudan. Conditions for the media remain repressive. Our experts have worked with UNESCO since 2014 on the safety of journalists in an effort to improve accountability, information and the protection of civilians. A monitoring system for media violations has been developed, and deployees have helped to raise awareness of the importance of press freedom among the authorities, police and local journalists. There is need for continued support for institutions that will play key roles as and when the violence abates.

## “IF WE GIVE UP, THEY MIGHT GIVE UP”

“It is us, who are outsiders, who need to engage and encourage,” says Jeffrey Mapendere, a NORCAP mediation expert deployed to Juba.

Jeffrey Mapendere has been working with the Joint Monitoring and Evaluation Commission (JMEC) for South Sudan since February 2016. JMEC's mandate is to monitor, oversee and support implementation of the country's peace agreement.

## Hopes dashed

When Mapendere deployed to JMEC, there was optimism in South Sudan. With only minor violations of the ceasefire before July, things were looking hopeful. The transitional government, however, has been plagued with disagreement and was unable to move forward. Renewed fighting from July put a stop to any progress. “Right now the situation and future is highly uncertain. Our priority is to see if we can help stop the fighting, and if we can't, how we can at least stop it from spreading,” Mapendere says.

He is particularly worried that the conflict has spread in recent months to new areas that had been relatively peaceful for many years. Trying to find ways to de-escalate the situation in the Equatoria region is high on JMEC's agenda.

## Dialogue with military leaders

A former member of the UN's standby team of mediation experts, operated by NORCAP until 2015, Mapendere has years of experience in conflict resolution and security arrangements. His main responsibility now is to oversee implementation of the security mechanisms established by the peace agreement. The various transitional institu-

tions bring the parties to the conflict together to reduce tensions and achieve ceasefire and demobilisation aims.

Demobilisation has been one of Mapendere's priorities. He and his colleagues have organised workshops to discuss locations and arrangements for cantonments, where armed groups assemble for disarmament and demobilisation. Daily, he is also in conversation with senior commanders from all groups. “To have any hope of the ceasefire holding, we need to keep channels of communication open with all factions. If we hear about violations of the ceasefire, I call the generals to see why fighting has erupted and I provide advice if needed,” he says.

“I still have hope, and I believe in engagement. As a peacemaker, you have to be optimistic, and you never expect a peace process to be perfect.”



Jeffrey Mapendere with Lt. Gen. James Koang of the SPLA-IO after a discussion on security arrangements in Juba in June 2016. Photo: Jeffrey Mapendere (private)



# NIGERIA AND LAKE CHAD BASIN

## A CHALLENGING ROLL-OUT OF THE HUMANITARIAN RESPONSE

The international community has been slow to scale up its response to the crisis that has developed over years in Nigeria, but humanitarian needs became impossible to ignore in 2016.



At the end of 2016, 1.8 million people were internally displaced in Nigeria. Finding alternative and safe housing for those who had sought refuge in schools and hospitals, was a priority to allow education and health services to reopen. Photo: Ingrid Prestetun/INRC

Since the start of the conflict in north-east Nigeria in 2009, more than 20,000 people have been killed, countless women and girls abducted and children drafted into the rebel group Boko Haram as suicide bombers. The violence has spilled over into neighbouring countries in the Lake Chad basin, and as of the end of 2016, 10.7 million people were in need of life-saving assistance. NORCAP increased our support to boost UN operations, deploying 32 experts in Cameroon, Chad, Niger and Nigeria.

### Combating gender-based violence

In Nigeria 6.7 million people are in need of protection as a result of attacks on communities, human rights abuses, forced displacement and chronic insecurity. Women and children are worst affected. We provided UNICEF, OCHA and UNHCR with experts in child protection, communication with communities and GBV in an effort to strengthen their response.

NORCAP gender adviser Grace Chirewa was deployed to OCHA, and trained local and implementing partners on gender sensitive programming. She ensured that gender issues were addressed in all 172 project proposals in the humanitarian response plan. She was particularly con-

cerned about widespread reports of sexual exploitation and abuse as vulnerable populations adopted negative coping strategies. "Badly managed food distributions increase the risk of women being forced to exchange sex for food. Many camps and sites are also guarded by security personnel who take advantage of their position and demand sex to allow women to enter and exit camps," she says.

There is also concern that GBV is underreported because of stigmatisation and cultural traditions, and Chirewa underlines the importance of providing partners with training and tools to counter the worrying trend.

### On the brink of famine

Food and nutrition insecurity reached extreme levels for 5.1 million people in Nigeria's three worst affected states. Severe hunger and even famine-like conditions have been observed in parts of Borno and Yobe states. Lack of access has hampered the response, and the development of appropriate cash programming for both life-saving interventions and preparedness, response and resilience initiatives has also been difficult.

NORCAP supported FAO by deploying a coordination and information manager to work with the food security sector working group, and two CashCap experts provided technical and coordination support for cash transfer programming. The roll-out of cash programmes has been challenging, not least because populations are not familiar with the use of mobile phones for payments. Developing programmes adapted to the local context will be key, and NORCAP will continue to support this effort.

### Sheltering the displaced

As of the end of 2016, 1.8 million people were internally displaced in Nigeria and 200,000 had fled to the neighbouring countries of Cameroon, Chad and Niger. We deployed camp management and shelter experts to support IOM and UNHCR in their operations. Håkon Valborgland was deployed to Maiduguri in March 2016 as part of IOM's start-up team.

"In the beginning, we concentrated on providing safe shelters for internally displaced people in Maiduguri. Many had sought refuge in schools and hospitals. It was important to find alternative housing, so schools and health facilities could reopen," he says.

Towards the end of the year, Valborgland and his colleagues set up safe and dignified shelters in newly accessible areas in Adamawa, Borno and Yobe, the three worst affected states. He will continue to work with IOM to pivot activities towards recovery by providing IDPs with kits to repair their damaged houses. Safe return, however, is still extremely difficult. Many areas remain insecure and people vulnerable because they are unable to resume farming and fishing.

### Paving the way for recovery and development

Improving coordination and the collection and sharing of data is key to eventually paving the way for longer-term improvements in the humanitarian situation in north-eastern Nigeria. NORCAP will continue to support coordination and information management going forward. There is also agreement in the humanitarian community about the importance of using the current inflow of humanitarian support to set the stage for recovery and development efforts. To do so, the government will have to take ownership of data monitoring and the development of appropriate responses at the federal, state and local level.



Shelter experts Tommy Sandløkk and Håkon Valborgland were deployed to IOM in Maiduguri. Photo: Tommy Sandløkk/NORCAP

## LAKE CHAD BASIN RESPONSE

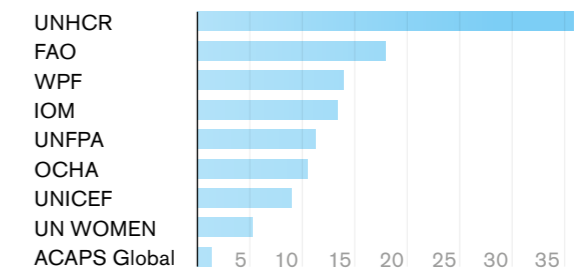
**Experts deployed in 2016:** 32

**Person-years worked:** 10

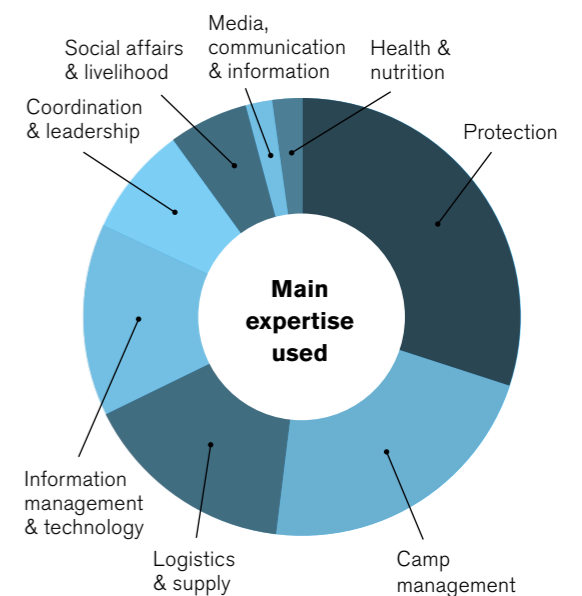
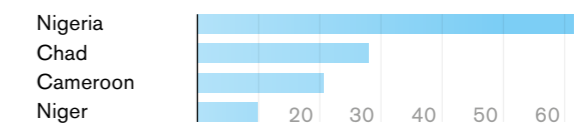
### Rosters involved:

NORCAP, CASHCAP, PROCAP, GENCAP, ACAPS

### Organisations supported (Person-months):



### Countries supported (Person-months):



**"The scale of destruction and the new skills required to ensure a return to normalcy, requires unprecedented levels of partnership between the international humanitarian community and Government of Nigeria."**

HON. ZAINAB AHMED *Minister of State, Nigeria*



# IRAQ & MOSUL

## SUPPORTING PREPAREDNESS AND RESPONSE

The humanitarian system braced itself for what might become the largest and most complex humanitarian operation in the world in 2016. NORCAP's support for partners in Iraq focused on enhancing coordination and improving protection for IDPs and Syrian refugees.



Qayyarah oil wells burning after being set on fire by ISIS. The Iraqi town, south of Mosul, was retaken by Iraqi forces on 2. August 2016 and was declared as the base for future operations to retake the city of Mosul. Photo: Wolfgang Gressmann/NRC

Three decades of conflict have had an enormous impact on Iraqi society. The insurgency of Islamic State in Iraq and Syria (ISIS) and military operations to retake areas under the group's control have displaced more than three million people since 2014. Around 650,000 were forced from their homes in 2016 alone, and Iraq also hosts nearly 230,000 Syrian refugees.

NORCAP deployed 20 experts to support UN operations in the north of the country. The majority were deployed to the Kurdish region, where IDPs and refugees constitute 25% of the population.

### Improving the protection response

Iraq has witnessed serious human rights violations in recent years. ISIS has used children as suicide bombers and human shields, and women and girls have been subjected to grave sexual violence. Armed groups have recruited children into their ranks, and families have been broken up during their displacement. To help sharpen the focus on child protection and gender in humanitarian contingency planning and response, ProCap deployed a senior protection adviser and GenCap a senior gender adviser.

Access constraints have hindered the response, as have coordination challenges, compounded by Iraqi governance structures that require coordination with both national authorities in Baghdad and the regional Kurdish authorities in Erbil. In an effort to improve the humanitarian coordination, NORCAP deployed much needed information management experts and experienced cluster and sector coordinators in camp coordination and camp management (CCCM), child protection, education and gender based violence.

### Preparing for Mosul

Our deployees have been key in developing strategies and plans to guide responses. In particular they contributed to the preparation for and response to displacement caused by the Iraqi military's autumn offensive to retake Mosul, ISIS' last major stronghold in Iraq. The impending operation raised concerns that hundreds of thousands of people might be forced to flee as winter set in. In recently retaken areas, heavily impacted by fighting, people trying to return faced serious challenges.

The Camp Coordination and Camp Management cluster has played a major role in providing assistance and

protection to IDPs living in camps and informal settlements. NORCAP supported the cluster on both national and regional levels. Our deployed national CCCM cluster co-coordinator led the development of a new CCCM strategy for Iraq, which included a new mobile approach. This approach has been applied in full in the Mosul response, pushed by another CCCM deployee. In Sulaymaniyah, a NORCAP CCCM adviser developed a new camp management structure, and trained teams to enable the authorities to take responsibility for the camps. Given the importance of up-to-date data on displacement and camp capacity, we also deployed an information management specialist to the cluster.

### Innovative methods to reach affected people

The shifting humanitarian situation and difficult access to those in need have required a flexible response. To reach people regardless of their location, mobile teams have been set up. Our NORCAP CCCM cluster co-coordinator had a large role in developing guidelines and trainings for the new mobile CCCM approach. This has enabled cluster partners to transition from camp-focused approaches to mobile team and out of camp methods. As the teams are cross-sectoral, they help deliver a better response.

One of our experts has taken the lead in organising and training 18 mobile child protection teams who are in the first line of response for people displaced from Mosul. The teams enable UNICEF and its partners to reach more children and families with information and services, identify children with critical protection needs and ensure they are referred for care. A deployee to WFP institutionalised community consultations and feedback mechanisms to ensure that IDPs' comments and concerns are taken into account in shaping WFP's response.

### Transition from humanitarian response to recovery and stabilisation

One of NORCAP's strategic priorities is to assist our partners in bridging the gap between humanitarian and development efforts. The immense and urgent needs in Iraq and overall humanitarian funding levels have left little space for recovery and development to be considered. The current humanitarian response plan does, however, incorporate these perspectives. We have supported FAO, which will have a key role in restoring food production and livelihoods when conflict abates. NORCAP's food security expert has been praised for pushing FAO into new thematic territory, with development of new projects to address emergency and recovery needs.

While all eyes have been on Mosul, humanitarian needs in other parts of Iraq persist. Fears have also been raised that the battle for Mosul may give way to sectarian tensions. It will be important for the UN and its partners to engage in and provide support for reconciliation alongside recovery.

## IRAQ RESPONSE

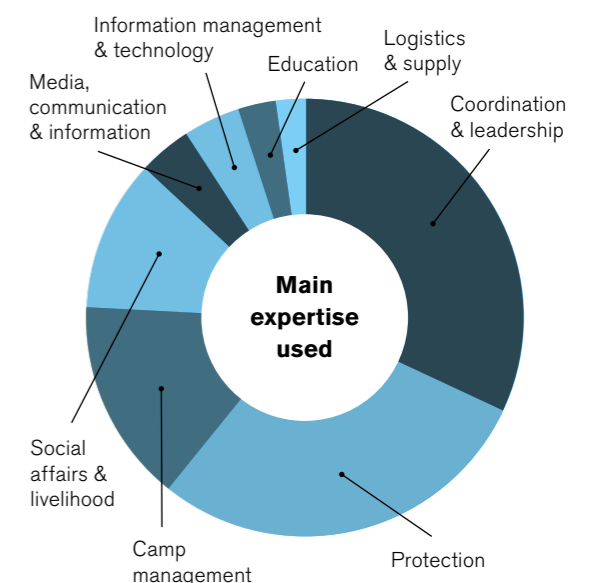
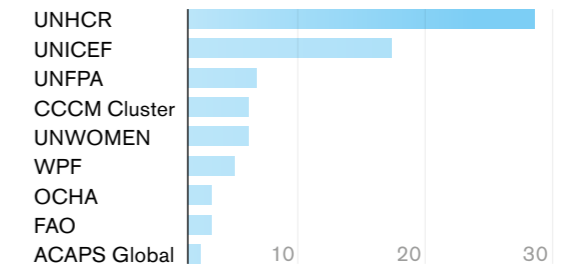
**Experts deployed in 2016: 20**

**Person-years worked: 6**

**Rosters involved:**

NORCAP, CASHCAP, GENCAP, PROCAP, ACAPS

**Organisations supported (Person-months):**



NORCAP deployee to OCHA, Sylvia Rognvik, talking to young girls in Khazer IDP camp, east of Mosul. Photo: Keiko Cornale/Triangle



# ENSURING SAFE CAMPS FOR MOSUL'S DISPLACED

**Veronica Costarelli has helped position the camp coordination and camp management cluster at the forefront of the Mosul response, making sure people fleeing the violence have places to seek protection.**

Costarelli deployed to UNHCR in Iraq as a sub-national CCCM coordinator in June 2016. When she arrived in Erbil, humanitarian agencies were preparing the emergency response that would follow from the Mosul offensive. Initially, the government prioritised a camp-based response. The humanitarian community therefore focused on identifying suitable land for camps and emergency sites. Site assessments, mapping of new sites and cooperation with members from other clusters, core activities of CCCM, became crucial during the preparation phase.

"When I arrived, the CCCM cluster was quite weak and understaffed: there was a lack of regular meetings, strategies and people to move things forward," Costarelli says. The coordination with government counterparts was also very limited. She worked to strengthen the coordination structure, build links with other cluster coordinators and with OCHA to be able to address the gaps in protection and services in the camps.

"OCHA saw the value of including me in key meetings and decision making, so now the camp coordination and camp management cluster is at the forefront of the most important humanitarian response in Iraq," Costarelli says.

## **Spearheading mobile methods**

In her work, she has built on innovative camp methods, largely developed by a previous NORCAP CCCM deployee in Iraq. One of the new features is the establishment of mobile camp coordination and camp management teams, which includes a closer cooperation with other sectors, such as shelter and water, sanitation and hygiene. "There are a myriad of camps or sites in Iraq and most have access issues. With mobile teams, the camp experts can move in and out more easily. Because teams also are cross-sectoral, they can deliver a more targeted response and better accountability to the affected populations", says NORCAP deployment adviser, Jørn C Øwre.

"Costarelli's work of mapping who does what and making sure standards are at the same level in all camps, whether they are formal settlements or informal, self-settled camps, is very important."

Host agency UNHCR also values her work. According to Senior Emergency Advisor for Mosul, Andrew Barash, Costarelli deployed to Iraq during a period of transition for the CCCM cluster. "Her support allowed the cluster to

re-establish a regional focus in the north, while providing essential support for inter-agency planning for Mosul. Her hard work, dedication and inter-personal skills have been crucial to the fulfilment of the CCCM cluster's commitments in Iraq," he says.

## **From politics student to humanitarian**

Costarelli studied politics and history of the Middle East. To learn Arabic and conduct research for her master dissertation, she travelled in the region several times. After finishing her studies, she was introduced to the area of camp coordination and camp management through positions in the International Organisation for Migration (IOM) in Jordan, and the Danish Refugee Council in Myanmar.

"While working in Rakhine State, I was invited to the CCCM Global Cluster retreat where I met NORCAP deployees for the first time. Some of them are still my good friends. Later I was interviewed for a job with NRC that I couldn't take on, and this led me to NORCAP."

## **Integrity and humility**

Iraq is Costarelli's first deployment. Working with coordination, it is essential to establish good relations with a wide range of contacts, and she enjoys her role as a deployee. "Working in the UN system, you interact with many different partners, who can have different views on how to deal with a problem. As a NORCAP expert, you are allowed a more neutral role, which contributes to finding solutions that works for everyone."

"I'm not the most experienced humanitarian, but I believe it helps to be humble and have integrity. Also, you have to admit if things are not going well. If we're building a camp and we're not honest about the challenges that occur, it will only be damaging in the long run," she says. "Saying that you don't know doesn't make you look stupid. It means you can highlight problems, get help and move forward."

Working in a major emergency, and having to interact with different political actors, makes Costarelli's work challenging, but she remains positive. "It's intense, especially as it is often hard to obtain verified and neutral information. It is disheartening when humanitarian decisions are based on politics and not on the interest of the people affected by the emergency. However, I try to do my best and view everything that happens as a learning experience," she says.

"Working in the UN system, you interact with many different partners, who can have different views on how to deal with a problem. As a NORCAP expert, you are allowed a more neutral role, which contributes to finding solutions that works for everyone."

VERONICA COSTARELLI CCCM coordinator, Iraq



Photo: UNHCR Iraq



# THE NORCAP CRISIS RESPONSE



**1 A CRISIS BREAKS OUT.** Given the number of concurrent crises around the world, organisations are often stretched to their limits in terms of funding and personnel. They need specialists to coordinate assistance and provide technical expertise, advice and training. National authorities may need help to improve their capacity to take lead and ensure that efforts made are sustainable over time. Along with funding and relief items, it is crucial to have the right person in the right place at the right time.

**THE UN AND OTHER ORGANISATIONS REQUEST PERSONNEL SUPPORT FROM NORCAP.** In the initial phase of crisis, time is of utmost importance. Experts with relevant skills and experience are hard to find and relocate, because they are tied to other places and jobs. NORCAP has stand-by personnel ready to deploy at short notice and stay for six months or more to ensure continuity. NORCAP experts bridge the gap between the development and emergency sectors to improve short-term crisis responses and long-term recovery efforts.



**2**

**3 NORCAP MATCHES REQUESTS WITH THE RIGHT PROFILE.** We have a large pool of experts who have been through a thorough recruitment and training process. Their education, experience, languages, cultural background and social skills ensure that they are able to hit the ground running. They have a wide variety of qualifications both in the coordination of assistance and specific technical fields.



Illustrations: Jenny Jordahl

# RIGHT PERSON AT THE RIGHT TIME



**4 EXPERTS ARE DEPLOYED.** NORCAP maintains contact with the expert and the receiving organisation in order to ensure that the best possible job is done in a demanding situation. The experts improve coordination and the efficiency of operations and contribute to building the capacity of their host organisations. Their broad experience across institutions, cultures and countries also brings new perspectives and learning opportunities.

**THE RECEIVING ORGANISATION AND THE RESPONSE ARE STRENGTHENED.** NORCAP links partners across sectors to promote new and effective ways of protecting lives and livelihoods. Experts assist in numerous fields, including cash programming to enable people to use local markets and resources; improving communication with affected communities to guarantee their voices are heard; and promoting climate services and disaster risk reduction to ensure that communities are prepared when a new crisis breaks out.



**5**



**6 THE EXPERTS COMPLETE THEIR ASSIGNMENT AND ARE READY FOR NEW MISSIONS.** They finalise their projects and hand over their tasks and lessons learned to colleagues in the receiving organisations to ensure that their achievements are sustained. Through individual and group debriefs, experts share their experiences and learning. This increases NORCAP's overall capacity and institutional knowledge, strengthens roster members' resilience, prevents burnout and makes sure experts are ready for new missions.



# THE RIGHT EXPERTISE FOR THE FUTURE

One of NORCAP's main tasks is to make sure our rosters provide the competencies needed to respond to complex emergencies and the evolving demands of the humanitarian and development sectors.

To do so, we continuously analyse global trends and the needs of the humanitarian and development communities. In close dialogue with our partners, we identify gaps in the roster in areas such as technical, thematic or sectoral knowledge and language skills. We also look for senior members who can build the capacity of other deployees by mentoring or twinning missions.

We recruit via regular planned intakes and flexible "off-cycle" recruitment in response to urgent requests, large emergencies and changes in our partners' needs. Priority areas over the last year included cash transfer programming, protection, reproductive health and climate adaptation. We also experienced a steady demand for skilled information management officers, and Arabic and French speakers.

## From generalists to specialists

To ensure an effective and comprehensive response in large emergencies, it is important to have staff on the ground with experience in humanitarian coordination, and knowledge about cluster systems and working closely with local and national authorities and organisations. We prioritise the recruitment of experts in coordination and leadership, and specialists who can support strategy development and technical leadership in the system as a whole.

There has been a trend over the years toward a demand for more specialist profiles, and we receive a growing number of requests for people who master a number of fields. Our partners may need an education specialist with information management or cluster coordination skills, or a thematic expert with particular language abilities. This often leads us to search for more senior candidates, and creates an increasing requirement for capacity building. In emerging areas such as accountability to affected populations, there is a need to better identify the requisite core competencies.

## Tailor-made solutions

Together with our partners, we develop targeted approaches to ensure expertise is available to better address the needs of people affected by crises. We have established a roster of highly specialised cash and market experts, supported by an inter-agency CashCap steering committee. To ensure better participation and two-way dialogue with those in need across sectors, we

have collaborated with the Communications with Disaster Affected Communities Network to increase our pool of communicating with communities experts. The increase in deployments to Greece in recent years, particularly to collaborate with the country's migration authorities, has led us to identify new channels to attract Greek-speaking roster members.

## Diversity and resilience

The diversity of our rosters is the result of successful targeted recruitment. We have to balance technical expertise and experience with considerations of gender balance, availability, suitability, language skills and nationality.

Women account for around half of our roster members, but we remain focussed on improving the gender balance of those from Africa and Asia. We also see a need for a better balance in some areas of expertise, such as logistics and information management. The demand for more specific senior expertise and language abilities has led us to recruit an increasing number of roster members from western countries outside Norway.

Soft skills such as cultural sensitivity, resilience, flexibility and the ability to meld quickly and smoothly into a team are important for both mission outcomes and our experts' own wellbeing. This is a continuous focus in our recruitment and capacity building activities for our roster members.



Induction training for new NORCAP experts in February 2017.  
Photo: NORCAP

## PRACTICAL INFORMATION

### HOW TO REQUEST EXPERT PERSONNEL

NORCAP deploys experts on demand to the UN, regional organisations and national governments. If your country office or organisation believe experts from the NORCAP roster or thematic rosters would improve the delivery of humanitarian aid and services to affected populations, please identify your needs and personnel gaps and consult your organisation's standby partner focal point at headquarters.

### HOW TO JOIN NORCAP

The recruitment of highly qualified and motivated roster members is vital for NORCAP to maintain our position as a responsive and trustworthy strategic partner to key stakeholders.

NORCAP recruits experts in areas of high demand to achieve our goal of strengthening prevention, preparedness, response and recovery in a crisis. Our rosters are diverse in terms of nationalities, language skills and gender.

Would you like to be part of our team? NORCAP is constantly looking for people with the right professional background, personal skills and motivation. We recruit new members to the NORCAP and thematic rosters several times a year.

More information about requirements for requests and opportunities with NORCAP can be found on our website: [www.nrc.no/norcap](http://www.nrc.no/norcap)

## NORCAP DONORS

The Norwegian Ministry of Foreign Affairs (NMFA) and NORCAP have worked closely to strengthen the capacities of humanitarian response since the standby roster was established in 1991. Financial support from the NMFA has included framework partnership agreements from 2009 to 2016 and additional funds in emergency situations.

The Department for International Development (DFID) has supported NORCAP since 2012. In 2016 DFID funded initiatives such as ACAPS, CashCap capacity-building activities and gender programmes.

The European Commission's Humanitarian Aid and Civil Protection department (ECHO) has been supporting NORCAP since 2012, and has been a key partner for the CashCap roster and the CCCM project.

NORCAP also receives resources from UN agencies, Norad, OFDA, EEA Grants, SIDA and various other donors. Some deployments are cost-shared or fully funded by the hosting organisation. Canada, Norway, Switzerland, the UK, the US and ECHO provided funds for ACAPS in 2016, while OCHA funds the operation of ProCap and GenCap.





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