# ANNUAL REPORT 2015



#### NORCAP

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

### FOREWORD

Confronted with an increasing number of complex and large-scale emergencies, the need for effective and well-coordinated humanitarian assistance has grown dramatically. Through almost 800 deployments to the UN and other partners, NORCAP was a key contributor to resilience and humanitarian response in international assistance in 2015.

Europe received a larger share of our deployments in 2015 than at any point since the mid-1990s. Towards the end of the year, the European refugee crisis was a growing focus of NORCAP's support. We contributed significantly to improving protection and the coordination of the humanitarian response in severely strained countries of reception and transit such as Greece and in the Balkans.

Expert personnel were deployed to all the UN declared Level 3 crises during the year; Iraq, South Sudan, Syria and Yemen. After five years of conflict, Syria and the neighbouring countries continue to be a major focus for NORCAP expert deployments. As access to Syria remains a challenge, the majority of support was directed to the neighbouring countries. More than 60 deployments were made to support UN operations in Iraq, Jordan, Lebanon, Turkey and Syria, including three experts working in Damascus.

Our experts continued to work in protracted crises in countries such as the Central African Republic, Democratic Republic of the Congo and Somalia. The Ebola crisis in West Africa also continued to receive substantial support from NORCAP deployees. As some crises tend to divert media attention and resources from long-lasting and off-the-radar crises, our contributions to the more forgotten crises are important.

The increase in climate-related natural disasters has defined our work in 2015. Improving preparedness in disaster-prone countries reduces vulnerability when an emergency hits. NORCAP responded comprehensively after the Nepal earthquake in April, deploying 38 experts in camp coordination, needs assessment, education, logistics, protection, gender and food security. Our aim was to bridge all stages of the response, addressing people's needs, building local capacity and improving preparedness for future shocks.



Together with our partners, NORCAP strives to promote new and effective ways of undertaking humanitarian operations. Bringing agencies together to address common challenges has yielded positive results.

Among our new initiatives are the inter-agency CashCap roster, which aims to strengthen cash programming and capacity building in different contexts; further development of the Word Meteorological Organisation's climate services initiative to improve livelihoods and food security; and the Communication with Communities project, which aims to improve communication with affected populations and place beneficiaries at the centre of the response.

At the heart of NORCAP are our excellent roster members. They are hardworking experts who build capacity and improve the humanitarian coordination and response. They are the ones who make a difference on the ground in challenging and complex working conditions. We would like to thank our experts, and our donors and partners, for their contributions in 2015 and we look forward to continued collaboration in 2016.

JAN EGELAND

Secretary General of the Norwegian Refugee Council

## **WHO WE ARE**

NORCAP, the Norwegian Refugee Council's expert deployment capacity, aims to improve international and local capacity to prevent, prepare for, respond to and recover from crises. We do this by bringing different actors together and deploying experts to the UN, international and regional organisations and national institutions.



Since the establishment in 1991, NORCAP has deployed experts to more than 9,000 missions worldwide. The NORCAP roster is our largest standby roster covering a wide range of competencies.

In collaboration with the UN and other partners, NORCAP also operates seven thematic rosters. These provide high-level support through specialised expertise in the areas of protection, gender, needs assessments, mediation, camp coordination, cash and markets and communication with affected communities. Experts on these rosters work across sectors to improve the response to needs on the ground.

Across all our rosters NORCAP has more than 900 experienced professionals, recruited to meet the changing demands of a wide range of contexts and crises.

#### How we work

NORCAP strives to make humanitarian efforts more efficient and effective, to better meet the needs of affected people. At the same time, we work to prevent and mitigate the impact of conflict and disasters by building preparedness and resilience. This can only be done by developing national and local capacity and systems, and strengthening coordination.

Without the right people on the ground, it is impossible to use resources efficiently to improve the lives of people in emergency situations. NORCAP has 25 years' experience in deploying the right person at the right time and in the right place. In close dialogue with our partners, we continue to analyse humanitarian trends to proactively recruit experts in areas of high demand.

NORCAP experts are ready to deploy within 72 hours of the onset of an acute emergency, and provide support

during all phases of a crisis. Our strong emphasis on staff care is critical for staff welfare. It helps our experts to carry out their missions in the most trying of circumstances and to be ready quickly for new assignments.

NORCAP's contribution goes beyond filling human resource gaps. We aim to contribute to positive and durable change. At the operational level, our experts improve coordination and efficiency, and contribute to building the internal capacity of their host organisations. Their broad experience across institutions, cultures and countries brings new perspectives and facilitates learning in the international aid system as a whole.

NORCAP continuously discusses needs and opportunities with our UN partners, regional institutions, national authorities and other networks. By bringing stakeholders together across sectors and mandates, we have developed new partnerships and ways of working over the years. In this way, NORCAP pushes the humanitarian agenda forward to bridge the gap between prevention, response, recovery and development.

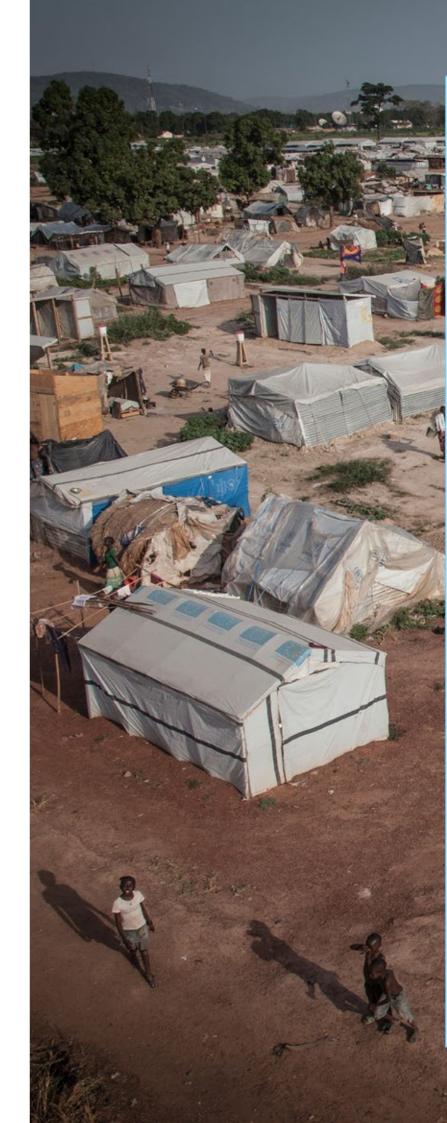
### **NORCAP'S MISSION**

Reinforce the capacities of the international community and national stakeholders to prevent and respond to humanitarian challenges.

Ensure that international operations assist those in need regardless of their religion, race, nationality and political persuasion.

Support organisations and institutions, and in particular the United Nations, in all stages of a crisis, from prevention and early warning, response, 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 Security Council Resolutions.



#### **OUR ROSTERS**

#### The NORCAP roster

The NORCAP roster was established after the Gulf war in 1991 and is today the most used standby roster in the world, covering a wide range of expertise.

#### NOROBS

The Norwegian Standby Roster for Civilian Observers (NOROBS) is a sub-roster of NORCAP and provides observers to monitoring mechanisms and civilian capacity to peace support operations.

#### Thematic rosters operated by NORCAP:

#### ProCap

The Inter Agency Standing Committee (IASC) Protection Standby Capacity Project (ProCap) was created in 2005 to build the capacity of relevant actors to strengthen the humanitarian protection response. ProCap is a UN inter-agency project with a steering committee and support unit in OCHA.

#### GenCap

The IASC Gender Standby Capacity Project (GenCap) was created in 2007 in collaboration with OCHA. The project deploys senior gender expertise, who in an interagency manner seeks to strengthen the capacity and leadership of humanitarians to undertake and promote gender equality programming.

#### Standby Team of Mediation Experts

The Standby Team of Mediation Experts (SBT) was established in 2008. The experts can be rapidly deployed to the UN and UN-supported mediation processes worldwide. SBT is a service of the Mediation Support Unit (MSU) of the UN Department of Political Affairs.

#### ACAPS

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

#### CCCMCap

The NORCAP partnership with the Global Camp Coordination and Camp Management (CCCM) Cluster started in 2012. CCCM experts are deployed for cluster coordination and technical support. CCCMCap includes rapid response teams, tools and capacity development for camp, urban and out-of-camp settings.

#### CashCap

In 2015 the Cash and Markets Capacity Development Roster (CashCap) was established to increase the use and effectiveness of cash and markets programming in humanitarian aid. CashCap is governed by a Steering Committee of UN and NGO members.

#### Humanitarian Communication Roster

The humanitarian communication roster was established in 2015 and is led by NORCAP on behalf of the Communicating with Disaster Affected Communities (CDAC) Network. The roster provides capacity to meet the information and communication needs of people affected by crisis.



# GLOBAL **OVERVIEW** and 2015 highlights

#### HAITI

Drought and a persistent cholera epidemic have made the humanitarian and development challenges associated with the devastating 2010 earthquake worse. Four experts were deployed, including a long-term ProCap advisor to work with OCHA.

#### COLOMBIA

NORCAP deployed experts to UN Women to support the organisation's humanitarian action programme, and to the UN resident coordinator's office to support the UN system's peace and post-conflict preparations.

#### LATIN AMERICA & THE CARIBBEAN

NORCAP deployed one expert to Costa Rica to advise Central American governments on displacement associated with natural hazards. In Panama two experts supported UNHCR and UN-Habitat's regional programmes.

DEMOCRATIC

**REPUBLIC OF THE CONGO** 

management/coordination.

The country's prolonged and complex

crisis has been complicated by an influx

of refugees from neighbouring CAR. 10

experts worked in protection, education,

health, logistics, food security and camp

#### WEST AFRICA

NORCAP deployed 72 experts to work on the Ebola crisis in Liberia, Guinea and Sierra Leone, with a focus on coordination and leadership. ACAPS analysts and a gender advisor (GenCap) were also deployed.

#### **NIGERIA**

The conflict and violence in the north-east of the country has led to a growing humanitarian crisis. 13 experts were deployed to support the work of UNICEF, UNHCR and IOM in areas such as education in emergencies, child protection and camp coordination.

UKRAINE

mediation.

The conflict that began in

the east of the country in

loss of life, displacement

2014 resulted in significant

and suffering. It is yet to be

resolved. 17 experts were

deployed within coordination

of humanitarian assistance, education, protection and

#### SENEGAL

Deployments to FAO in Senegal focused on strengthening resilience in the Sahel region, working in disaster risk reduction. climate change adaptation and food security. GenCap regional advisors were also located here.

#### **CENTRAL AFRICAN REPUBLIC**

The country's conflict and political crisis have affected nearly the entire population. 12 experts were deployed, predominantly to support the UN in protecting more than a million internally displaced. The Standby team of mediation experts assisted the UN Multidimensional Integrated Stabilisation Mission (MINUSCA).

#### SOUTH SUDAN

Humanitarian needs and displacement continue as a result of violence, economic decline, disease and climate shocks. 30 experts were deployed in camp management, coordination, protection, health, disaster risk reduction, water, sanitation and health (WASH).

#### PALESTINE NORCAP's main support is

to the Temporary International Presence in Hebron (TIPH), a civilian observer mission. 27 of the 40 deployed experts to Palestine in 2015 were TIPH observers.

#### **IRAQ, SYRIA AND** NEIGHBOURING COUNTRIES

The conflicts in Iraq and Syria and the Islamic State insurgency have displaced more than 14/ million people. Over 60 experts were deployed in support to UN operations in Syria, Irag, Jordan, Lebanon and Turkey./

#### SOMALIA

The country continues to be affected by both conflict and disasters. NORCAP deployed eight experts to the AU mission in the country, and to work on gender-based violence, shelter, livelihoods and mediation.

#### **ETHIOPIA**

18 experts were deployed to support, among others, WHO and WFP's response to the impacts of the El Niño weather phenomenon, UNHCR's work with South Sudanese refugees, the African Union's peace operations department and IG-AD-led talks on South Sudan.

#### KENYA

NORCAP deployed 11 experts, whose work included supporting the regional climate centre, ICPAC. NORCAP also collaborated with Statistics Norway to deploy statisticians to UNHCR and UNFPA. Two ProCap and GenCap experts supported work across the region from Nairobi.

#### **EUROPEAN REFUGEE CRISIS**

35 experts were deployed to seven countries to support the reception and protection of refugees and migrants in Europe. Read more on page 24.

> YEMEN deployed to Yemen and neighbouring countries, in Sanaa.

The country's armed conflict has left an estimated 21.2 million people in need of humanitarian or protection assistance. 10 experts were including protection, gender and camp management/ coordination experts working

#### NEPAL

As part of a comprehensive response to the April 2015 earthquake, 38 NOR-CAP, GenCap, ProCap and ACAPS experts were deployed to eight UN organisations. Read more on page 20.

#### **MYANMAR**

The country is considered highly prone to natural hazards, and since 2011 more than 240,000 people have also been displaced by conflict and violence. NORCAP deployed 11 experts, including a senior gender advisor (GenCap) and cluster coordinators for food security and camp management.

#### **PHILIPPINES**

NOROBS continued to support civilian peace and stabilisation efforts in Mindanao. Experts also worked in disaster risk reduction and climate change adaptation. In total 12 experts were deployed in 2015.

#### THE PACIFIC

Four experts were deployed to the region, including a disaster risk reduction and climate change adaptation specialist to the Secretariat of the Pacific Environment Programme (SPREP). The impacts of El Niño triggered further activities towards the end of the year.

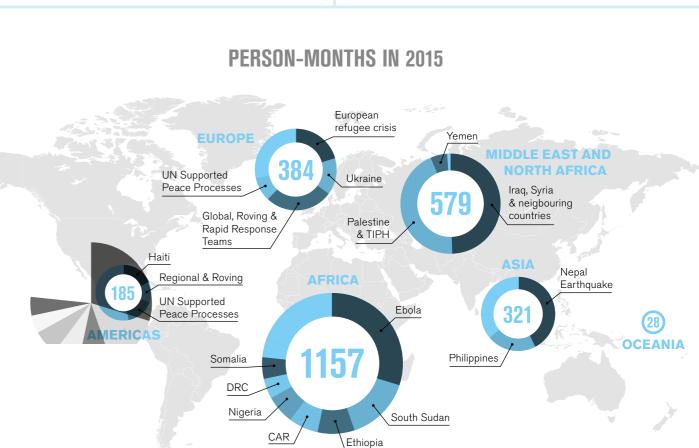


**OUR EXPERTS WORKED** PERSON-YEARS

### **PERSON-YEARS PER CATEGORY**





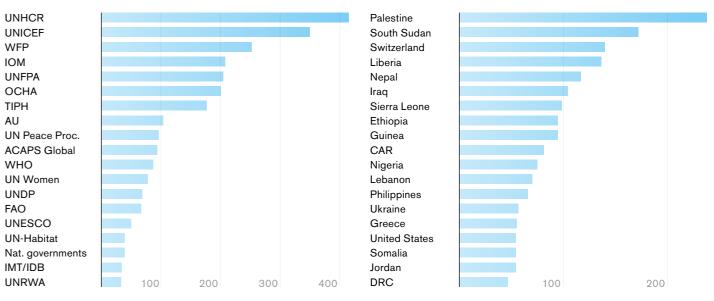


### LARGEST RECEIVING ORGANISATIONS

**WE SUPPORTED** 

ORGANISATIONS

15



# **WE WORKED IN** COUNTRIES

### LARGEST RECEIVING COUNTRIES

# **THE YEAR IN BRIEF**

#### **PARTNERSHIP WITH** CDAC NETWORK

In partnership with the Communication with Disaster Affected Communities (CDAC) Network, NORCAP has developed a roster of humanitarian communication experts. With several large crises over the past few years, the demand for personell to enhance humanitarian response has never been greater. The Humanitarian Communication Roster was developed to strengthen the communication with and accountability towards disaster affected communities. It aims to ensure that humanitarian responders can rapidly access communication experts to better meet the information and communication needs of those affected by crisis.

#### MALI PEACE AGREEMENT

A peace agreement was reached in June after talks were initiated in July 2014. Mediation experts from the Standby Team and staff of the UN Department of Political Affairs supported the UN Special Representative of the Secretary-General for Mali and the mediation team of MI-NUSMA during all the phases of the Algerian-led talks held between the Government of Mali and the armed movements from the north.

#### SYRIA NEEDS ANALYSIS PROJECT SHELVED

The ACAPS project closed down in June as funding ended, bringing two and a half years of regular situation awareness products for the country's crisis to an end.

At the start of the collaboration between ACAPS and MapAction, information sharing and publications on the Syria crisis were extremely limited. Analysts deployed in Jordan, Lebanon and Turkey provided comprehensive analyses of humanitarian needs in Syria and neighbouring countries through independent reports, and technical support and capacity building for conducting humanitarian assessments. An external evaluation highlighted the high value of the project as a single and comprehensive source of information and analysis, and a catalyst for better information sharing and reporting.



#### **GENCAP EXPERT RECEIVES** 2015 MARSH AWARD

Regional emergency GBV advisor Devanna de la Puente received the award for her innovative work in preventing and responding to sexual and gender-based violence in the context of disasters and conflict in the Asia-Pacific region.

"I love what I do," De la Puente says. "Although it is challenging, it is rewarding to know that I can contribute to change, and that I can speak on behalf of so many countries, people and amazing women who are working every day to end gender-based violence and speaking out for women's and girls' rights."

Mildrid Mikkelsen	is deple
in Colombia. Phot	o: NOF

#### WOMEN AT THE TABLE IN COLOMBIA

More than 50 years of civil war have had a major impact on women in Colombia. As the parties to the conflict negotiate. NORCAP has been working to get women involved in the peace process. Mildrid Mikkelsen was deployed to UN Women in 2015 to fight gender discrimination and strengthen equality during the transition to peace.

"When the peace talks started in 2012, all participants, with the exception of one, were male," Mikkelsen savs. "After pressure from different actors such as women's organisations and UN Women, women now hold a third of the seats on both sides of the table. A separate commission is also created to include the voices of women's organisations and civil society."

JANUARY	FEBRUARY	MARCH	APRIL	ΜΑΥ	JUNE	JULY	AUGUST	SEPTEMBER	OC.
Boko Haram Baga massacre and es- calation of violence in Nigeria The Malawi govern- ment declares half the country disaster zone after flooding		Conflict in Syria enters its 5th year Partnership with CDAC Network Cyclone Pam hits Vanuatu Sendai Framework for Disaster Risk Reduction 2015- 2030 adopted	25 <sup>th</sup> April: 7,8 mag- nitude earthquake hits Nepal 27 <sup>th</sup> April: CCCM rapid response team and ACAPS are in place in Kathmandu as first NORCAP responders	Level 3 crisis re- sponse deactivated in the Central Afri- can Republic after peace accords. Mali peace agree- ment signed	NORCAP arrang- es Ebola debrief seminar Syria Needs Analy- sis Project closes Agreement is signed with WMO on partnership on Climate Services Initiative	Yemen declared as level 3 emergency NORCAP response to the European Refugee Crisis begins Addis Ababa Action Agenda agreement on financing for Development	GenCap expert receives 2015 Marsh Award for Peacemaking and Peacekeeping NORCAP expert Fassou Noramou receives UNICEF award for the Ebola-response in Liberia	New wave of violence erupts in the Central African Republic	Firs late CC nes Firs tion ties to U





#### **NEW CLIMATE AGREEMENT** NEEDS FOLLOW-UP

NORCAP climate experts are quietly optimistic about the new climate agreement. "The Paris agreement is a very good start, mobilising the world's governments to commit to action on climate change," says NORCAP expert Arame Tall, before adding a note of caution. "It remains to be clarified who will pay the bill for adaptation in developing countries and whether a binding mechanism will be established to ensure that countries respect their nationally determined emission commitments."

NORCAP's project manager for climate and resilience, Heidi Solheim Nordbeck, is pleased that the agreement is more ambitious than many had hoped for in terms of emission cuts, and that it also sees climate change as a factor leading to displacement and migration. "That is something we have been working hard to include," she says.

#### CTOBER

irst El Niño reated deployment, CCCM preparedess expert to Peru

irst Communicaon with Communies team deployed UNHCR Greece

#### NOVEMBER

New CashCap roster opens for requests to support cash programming

#### Agreement signed

with UNICEF on Accountability to Affected populations project

#### DECEMBER

Colombias government and FARC sign the fourth chapter of a five-point peace agreement

Global climate agreement adopted by 195 countries in Paris during COP21

### **CLIMATE AGREEMENT** TO REDUCE FOOD CRISIS



Farmers and vulnerable communities need better information about extreme weather events and climate change to reduce the risk of food crises and displacement. In 2015 an agreement was signed with the World Meteorological Organisation (WMO) to improve climate services.

"It makes an essential difference for people to know whether it will be very hot or very wet, and whether they will have enough water for the cattle and for the overall population," says NORCAP expert Serge Soubeiga. Soubeiga is deployed to the Food and Agricultural Organisation's regional office in Dakar, Senegal to help develop action plans for national climate services in the region. The new agreement will see more meteorology and climate experts deployed to disaster-prone countries through the UN-initiated Global Framework for Climate Services.

The importance of prevention and preparedness In 2015 NORCAP had experts on mission to work with disaster risk reduction and climate change adaptation in Africa, Asia and the Pacific. In the Sahel and Eastern Africa, the experts work to improve systems for collecting weather and climate change information. These areas are prone to extreme weather that could lead to crop failure. The food insecurity that ensues is often the reason people are forced to leave their homes and become displaced.

The experts also help improve the distribution of weather and climate information, to make sure it reaches vulnera-

ble farmers and local communities. "The problem today is that they don't understand the information. We want to tailor climate information to the needs of ordinary citizens," says Serge Soubeiga.

Arame Tall, who leads the NORCAP team in the Sahel, underlines the importance of early warning, pointing out that there is no wide practice of this in the Sahel. "Information must be used for effective early warning and early action in key sectors like agriculture and food security, water management and health," says Tall.



## LEARNING FROM THE EBOLA RESPONSE



Better communication with affected communities, improved coordination and stronger links between the medical and humanitarian responses were the key recommendations emerging from an Ebola seminar NORCAP hosted in Oslo.

The Ebola response became the main focus of NOR-CAP's efforts towards the end of 2014 and continued to be one of its top priorities in 2015. More than 70 NORCAP, ACAPS and GenCap experts were deployed to support the medical response and to deal with the humanitarian consequences of the disease.

The Ebola outbreak highlighted significant weaknesses in the international humanitarian system's ability to put a rapid collective response to a large pandemic in place. In June 2015, NORCAP brought together deployed experts, UN representatives and others to learn from the experience.

Jan Egeland, NRC's Secretary General, stressed that the responders initially focused too narrowly on the health crisis, which delayed the humanitarian response. In December 2014 ACAPS began a needs analysis project to provide holistic information on the humanitarian impacts of the crisis and the needs of those affected. The first outbreak was however reported already in March. Having this type of analysis from the onset would have helped the international community to realise the need for a full-scale humanitarian response.

#### **Report to the UN Secretary-General**

The seminar concluded that fragmentation and lack of overall coordination was a significant problem. This was true both between UN agencies, donors and NGOs, and between the affected countries.

Several participants also highlighted the need to improve communication between responders and the communities affected by Ebola. International humanitarian workers had much to do with only limited resources, and many responded based on their own analyses rather than working with the communities to understand their traditional cultural practices and apply solutions that resonated with them.

"We need to make sure frontline staff can communicate compassionately and effectively, because this will save lives right from the start," said Egeland.

The lessons discussed in Oslo were passed on to a high-level UN panel appointed to make recommendations for improving national and international systems to prevent and manage future health crises.



### LINKING RELIEF AND DEVELOPMENT IN PROTRACTED CRISES: THE CASE OF SOUTH SUDAN

Addressing protracted and recurrent crises requires responding to both short-term needs and longer-term vulnerabilities. NORCAP's work includes initiatives that build national capacity and help link humanitarian efforts with longer term development and resilience.



The ongoing conflict in South Sudan has weakened already fragile state institutions, affecting the government's ability to protect civilians and offer basic services. This has serious humanitarian consequences, and will also affect the country's ability to recover. Although challenging during a crisis situation, it is critical to continue to build capacity that will endure beyond the crisis.

South Sudan has the highest reported proportion of out-of-school children in the world. Half of the country's children have no access to formal education, according to UNICEF, and more than 800 schools have been destroyed in the conflict, forcing 400,000 children to drop out. As such, providing education is both a humanitarian challenge and key to strengthening people's resilience.

The authorities' ability to provide good quality education is limited. In 2015, a NORCAP expert worked to improve the capacity of the education ministry and the sector as a whole. He has been instrumental in the ongoing process of developing an education sector plan that will not only address the consequences of the current crisis, but also improve the quality of education for all children. Civil society and national NGOs have a vital role to play in the current crisis, reconciliation efforts and longerterm development. In 2015, one of our experts worked to improve communication channels between NGOs, the UN and other international actors. He also pushed for national NGOs to take part in humanitarian clusters and consolidated appeals. Increased capacity, and knowledge of how to access funding and how to work with the international community, will help national NGOs to assist affected communities, improving the sustainability of the overall humanitarian response. As partners of the international community, civil society will also be able to play a more prominent role in longer term processes of reconciliation and development.

As well as suffering from conflict, South Sudan is prone to natural disasters. NORCAP has contributed to the development of South Sudan's first disaster management policy and is helping to establish an early warning system for floods and drought. By building resilience and continuing to focus on longer term goals alongside emergency response and peace-building, we are trying to integrate humanitarian and development efforts.

# **PROTECTION ON THE AGENDA**



Ensuring effective protection of civilians and responding to serious human rights violations continue to be a challenge for the international community. Although protection issues have received more attention in recent years, it has been pointed out that commitment, funding and leadership is still inadequate.

Several overarching issues pose challenges to protection, including political and geopolitical considerations. This is especially the case where state actors are among the perpetrators. Humanitarian actors need to keep a focus on protection and provide assistance in ways that do not expose people to more danger. NORCAP deploys experts to work both on policy development to further the protection agenda and to do hands-on work to safeguard the rights and wellbeing of the most vulnerable during an emergency.

The Ebola crisis made children and women particularly vulnerable. Thousands of children lost or were separated from their parents or carers, suffered traumas and risked being exploited. NORCAP child protection officers helped to identify children in need of assistance, ensuring they were placed in care or reunited with their families. The breakdown of health and education services particularly affected women and girls. They were also more exposed to the virus given their traditional role in taking care of the deceased. The main challenge for GenCap advisors was to raise awareness of the fact that Ebola did not affect everyone equally. This changed the way the Ebola response was carried out, and more gender-sensitive recovery plans were implemented.

The conflict in South Sudan has been characterised by widespread killings of civilians, sexual violence and grave violations of children's rights since violence broke out in 2013. A major concern has been access to communities. Humanitarians, especially local, have been attacked and killed and convoys have been stopped. Besides preventing assistance to affected populations, lack of access also means lack of information on the impact of the conflict. In 2015 a ProCap deployee has worked to strengthen the implementation of the humanitarian country team's protection strategy. It aims to ensure that displaced persons and other civilians in South Sudan are protected. The expert had dialogue and collaborated with UN agencies, NGOs, civil society, donors and the UN peacekeeping mission. His work facilitated both increased awareness on protection and improved links between humanitarian and peacekeeping actors who occupy different but complementary roles in protection.



Like in South Sudan, access to populations has been a challenge in the Syrian conflict. The vast majority of responders working in Syria are local, and this underlines the importance of improving protection capacity and raising awareness of international standards at the local level. There is need for clear and practical tools, trainings and guidance in relevant languages on how to "do" protection in specific contexts. NORCAP, GenCap and ProCap experts are working on protection issues in Syria for the most part in cross-border operations from neighbouring countries. In addition to coordination efforts, capacity building on protection issues including child protection and gender based violence has been a focus. Identifying local actors to work with and building capacity of particularly Syrian NGOs has been a priority to provide protection despite limited access.

In Afghanistan, a ProCap expert worked with the authorities to develop the country's national strategy on IDPs, which began to be rolled out locally in 2015. The strategy sets out the roles and responsibilities of ministries, humanitarian partners and others in ensuring the protection and rights of internally displaced. One of its main objectives is to find lasting and durable solutions for the displaced populations. Given the number of challenges the country faces, much work remains to be done to ensure that solutions for return, local integration and relocation are sustainable, but the policy is an important step in the right direction. The international community needs to act faster and more effectively to protect the human rights of people affected by crises. Protection from the most serious risks should be our main concern. As new protection concerns arise with new challenges such as increased displacement from natural disasters, faltering democratic progress and generalised violence, approaches to protection must adapt. Improving both the protection capacity of humanitarian workers and the protection sensitivity of organisations that do not have a protection mandate is as important as ever.



ProCap Laurie Wiseberg assisted with development of Afghanistan's IDP strategy. Here with IDP leaders in Kandahar. *Photo: Laurie Wiseberg/ProCap.* 

### **CASH: EFFECTIVE AND DIGNIFIED ASSISTANCE**

Giving people cash rather than assistance such as food, seeds or tools can have many benefits. In cash programming, aid agencies engage with local markets, banks and mobile phone companies to deliver cash where possible.



This gives people the opportunity to decide for themselves how to address their own needs. Cash transfers can also boost local economies and help restore livelihoods.

Research suggests that in many contexts cash is a better and cheaper way of helping people than handing out goods. Cash is particularly appropriate when local markets function well and people can both receive their payments and buy what they need safely. It enables beneficiaries to meet a range of needs, from food to medical. As such, efficient cash programming has the potential to improve coordination between actors who work in different sectors.

With better collaboration between the humanitarian system, the private sector, national authorities and development agencies that operate longer term, cash programming could also help link relief to development.

Connecting multiple actors to meet common objectives, this would mark a significant shift in the way aid works.

This shift cannot happen, however, unless humanitarian actors commit to change and improve coordination. At the moment, cash and market knowledge is in short supply and for this reason the cash and markets capacity development roster (CashCap) was established in 2015. Through deployments and capacity building, its aim is to increase the use and effectiveness of cash and markets programming in different contexts.

Capacity building is particularly needed in sectors where cash has traditionally not been used much, such as protection, shelter, logistics and water and sanitation. Training and on-the-job mentoring of experienced humanitarian workers will help to build the capacity needed. A larger pool of expertise on cash transfers will help to ensure that people affected by crises are assisted in an empowering and dignified way.

## COMMUNICATION WITH COMMUNITIES

Since the 2010 earthquake in Haiti, emergency responders have become increasingly aware of the importance of providing information to affected communities. Communities also need to play an active role in shaping responses.



NORCAP has deployed communication experts for several years, but the need to focus on specialised humanitarian communication was one of the main lessons learned from the response to the Ebola crisis.

In 2015 NORCAP formed a collaboration with the network called Communicating with Disaster Affected Communities (CDAC), and deployed a specialised communications with communities (CwC) team to a humanitarian crisis for the first time.

The need for information and communication among communities affected by the refugee crisis in Europe was recognised as one of the main gaps in the early stages of the emergency response. In a constantly changing environment, it is challenging for migrants, refugees and host communities to access reliable information about everything from registration and asylum procedures to

### but if you do not communicate them to those you are supposed to protect, there's no point in having them in the first place"

VIRGINIA M. MONCRIEFF Leader of the CwC team in Greece

family reunification, medical help and where to buy a sim card.

"We always say information is protection. And there's nothing more important than protection in any emergency. You can have all the good system, ideas, mandates and policies in the world, but if you do not communicate them to those you are supposed to protect, there's no point in having them in the first place", explains Virginia M. Moncrieff, who leads the CwC team in Greece.

The team has visited transit sites on several islands and has helped to provide information on practical and legal matters and more serious issues such as gender-based violence and trafficking. NORCAP works closely with UNHCR to make sure the project is responsive to the flexible nature of the crisis, and to the communication needs of the different people targeted.

"You can have all the good system, ideas, mandates and policies in the world,

### THE NEPAL EARTHQUAKE: **RESPONDING TO A PREDICTED DISASTER**

Almost a year after the worst earthquake to hit Nepal in 80 years, significant humanitarian challenges remain. NORCAP has contributed during all phases of the emergency response.



The 7.8 magnitude earthquake that struck Nepal on 25 April 2015 and its aftershocks left 9,000 people dead and tens of thousands more injured and displaced. NORCAP focussed on contributing to a coordinated and comprehensive response to the crisis, deploying cluster coordinators to support the UN and government coordination efforts. Essential support staff also worked in education, food security, protection, health, shelter and camp management.

#### **Responding to urgent needs**

Just a few days after the disaster, an ACAPS team arrived in Nepal to support assessments and analysis of the humanitarian situation. The updated information helped to inform the response of the authorities, NGOs and the UN system. A pilot use of social media monitoring was particularly useful in the initial weeks of the crisis, because it increased awareness of the needs on the ground.

The earthquake ruined homes, buildings and historic landmarks. Nearly 500,000 homes were destroyed and 250,000 damaged. Providing shelter ahead of the impending rainy season was a priority during the initial relief phase. NORCAP's camp coordination and camp management response was lauded as a success among shelter partners. Six experts deployed immediately after the earthquake to establish and lead IOM's site planning unit, and their work was essential in identifying and developing safe locations for both temporary settlements and resettlement of displaced people. NORCAP architects also played a vital role in planning and setting up the first rehabilitation centre in Nepal, where people with injuries and disabilities received medical help and treatment.

#### **Building back better**

Responding to urgent needs was critical in the first phase, but the principle of building back better has been equally important in the response. The aim has been to link immediate relief with longer term processes of recovery and development. To ensure buildings are more resilient in the future, one of our experts established a centre to provide local communities with training and guidelines on building techniques.

NORCAP support, however, has gone further than rebuilding and improving physical infrastructure. The experts focused on involving the displaced in decision making to build ownership and resilience among the affected communities. A deployed education expert worked to ensure that children in crisis areas got back to school as quickly as possible. Protection concerns including trafficking, child marriage, gender-based violence, lack of civil documentation and discrimination based on caste, indigenous ethnicity and gender were widespread in Nepal before the earthquake, and disasters often reinforce vulnerabilities. Deployed protection and gender advisors provided both operational and strategic guidance to actors across a wide range of sectors to help them identify gender and protection gaps and challenges.

UN Women commented that the deployees had contributed to linking humanitarian and development actors, particularly by working with and ensuring the participation of women's organisations at the district level. "This is key in making sure that gaps and risks identified are addressed when the country transitions from humanitarian relief to development,"says Ziad Sheikh, UN Women's representative in Nepal.

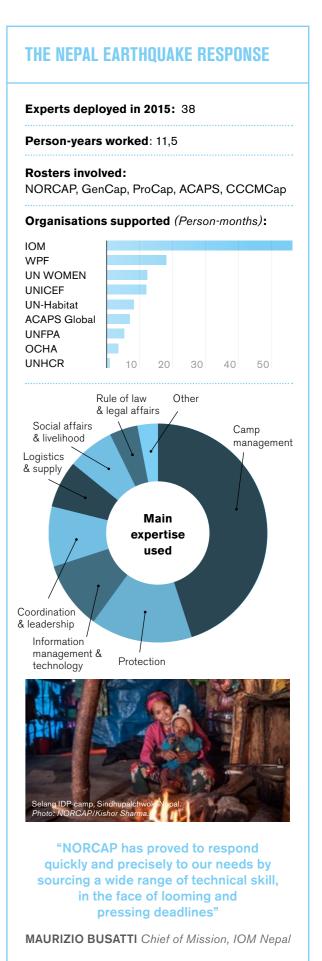
#### Bracing for the next disaster

An external evaluation of NORCAP's response concluded that overall it was relevant and timely. The evaluation underlined the value of deploying experts with experience in humanitarian coordination and emergencies such as the Haiti earthquake and typhoon Haiyan in the Philippines. This was particularly beneficial to UN agencies that lacked disaster management capacity and experience.

Nepal's mountainous geography, its scattered population and landslides caused by monsoon rains made reaching affected populations a significant challenge. In the second half of 2015, severe fuel shortages impeded humanitarian assistance and access to markets, and people in remote areas lacked basic goods and building materials as winter approached. In addition, high staff turnover and a lack of understanding of local culture has been found to have complicated the overall international response. That said, international support was essential in meeting humanitarian needs in the aftermath of the earthquake.

As it is Nepalese authorities, organisations and communities who will take the recovery and reconstruction work forward, NORCAP has made capacity building, coordination and hand-over to local partners a priority throughout the response. Earthquake experts had long predicted a major earthquake in the Kathmandu area, and future earthquakes are inevitable. NORCAP support contributed to the integration of national contingency plans and disaster management mechanisms into the international emergency response.

The April earthquake showed that the country is not well enough prepared for a disaster of such magnitude. NOR-CAP will therefore in 2016 work with UNDP on initiatives for safer housing reconstruction and the development of district-level recovery plans and disaster risk reduction. Continuing to improve disaster preparedness and resilience in Nepal is vital.



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### **"WE ALL FEEL IT IS IMPORTANT TO BE HERE RIGHT NOW"**

### Omar Suleiman travelled from far away to support the earthquake survivors, while Suvash Acharya faced challenges on his very doorstep.

"It was strange to be among those affected by a crisis. Usually I work to support others, but now we were the victims," says Suvash Acharya, a Nepalese expert deployed to WFP as a coordinator after the earthquake.



"I was sitting at a WFP logistics meeting when the aftershock hit. My wife was on the top floor of our house. She called me afterwards and said that it was like swinging back and forth. The aftershocks caused the real disaster, physically and mentally," Acharya explains.

Omar Suleiman arrived in Nepal from Norway a week after the first major earthquake struck, and just in time to experience the second. As an expert in camp coordination and camp management he was sent to Gorkha, one of the hardest hit regions.

"Many people here live in very remote villages, so it has been a challenge to assess the destruction and the needs of the local communities," he explains. "It is often difficult to find the internally displaced communities and reach them with emergency relief. Not just because the villages are remote, with no road access, but also because people have moved from place to place to get away from aftershocks and landslides."

Suleiman describes a particularly moving experience when he visited one of the biggest sites in Gubsepaka camp, a very isolated area of Gorkha.

"The women were so impressed that I came all that way and had left my family in a country far away in order to help them. One woman said: 'Even if you don't bring us anything, this is enough for us. We are thankful that you are here.' I almost cried," he says.

#### **Resilience and reconstruction**

Despite his family home being damaged by the earthquake, Acharya continued to work for several weeks to help his country at a critical time. Among other things, he helped farmers secure crops and grain that had not been destroyed by the earthquake - not an easy task when 90 per cent of the buildings in the area lay in ruins.

Reconstruction has been a major challenge for Nepal in the year since the earthquake. In many places internally displaced populations have refused to go back to their villages until geological assessments conclude it is safe to do so. Others have seen their villages buried by landslides triggered by the tremors and want to resettle elsewhere. "The government needs to prioritise those who have been affected by the earthquake. We have worked with the local authorities in order to have geological assessments done, but is difficult to get the necessary clearance from the central government to do these assessments," Suleiman explains.



He is highly impressed by the attitude of Nepalese people, who despite receiving little or no help from their government, continue to work hard. One of them is Acharya, who decided to stay in Nepal for a while after his mission was completed.

"In the past, I've left my family behind to go and help people elsewhere, in countries such as Pakistan, South Sudan and Afghanistan. When my family and my country needed me, I had to stay and help," he says.



"An architect's competence and responsibility in this kind of situation is to create spaces where society can be rebuilt. It is not just that people need roofs over their heads. In a crisis situation where people have moved away from where they used to live, they need to have something meaningful to do, continue with some activities, cater to their animals etc. We created common spaces where people could continue their lives."

INGEBJØRG SKAARE Architect deployed to IOM Nepal during the earthquake response.

# **STRENGTHENING PROTECTION**

FOR REFUGEES AND MIGRANTS IN EUROPE



More than a million refugees and migrants arrived in Europe in 2015, and almost 4,000 people died at sea trying to reach the continent. As countries tried to cope with the influx, significant humanitarian needs became evident.

The absence of a unified and comprehensive European response increased pressure on frontline and transit countries. Greece, already in the throes of an economic and political crisis, lacked proper reception facilities, leaving refugees and migrants living on the streets or staying for weeks in overcrowded and often makeshift camps with no proper toilet and sanitation facilities.

From July onwards, NORCAP deployed nearly 40 experts, mostly to UNHCR in Greece, Italy, Macedonia, Serbia, Hungary and Morocco to improve protection and assistance. Feedback from UNHCR confirmed that the deployees made vital contributions to the operations.

#### Improving protection upon arrival

NORCAP experts arrived with experience from other refugee operations and humanitarian crises, to assist where Greek authorities lacked capacity. Our field protection officers have been instrumental in setting up and operating systems for registering new arrivals on a number of islands. According to their colleagues at UNHCR, some of their main contributions were to identify gaps in services and make recommendations to bring them into line with international standards, and to establish better procedures and structures to systematise the response.

Refugees and migrants face challenges in accessing information and meeting their basic needs en route to Europe, and many remain at risk of exploitation from smugglers and profiteers as they move across the continent. Our deployees focussed on providing information about the asylum process, and identifying particularly vulnerable people. Their work has been vital in ensuring that vulnerable groups, including people with disabilities, those who are ill and children travelling alone are referred for proper care.

In Greece, Macedonia, Hungary and Serbia, NORCAP architects have worked closely with local authorities to cater for the huge number of people arriving. They helped identify adequate sites and design shelters and sanitation facilities.

#### Coordination amid chaos

The crisis in the Mediterranean has been complicated by the fact there was no system in place to coordinate assistance on many of the Greek islands. The result was a chaotic situation in which local and international volunteers, local NGOs, the Greek authorities and the UN system all made their own uncoordinated efforts to provide humanitarian assistance. NORCAP experts have been heavily involved in supporting the government in its efforts to coordinate the work and ensure that as many people as possible get the help they need. They established working groups for responders to share information and collaborate on issues such as providing protection, food and managing reception sites. NGOs, volunteer groups, coastguards, police and municipalities were brought together to improve the initially disjointed response.

"The NORCAP deployees to UNHCR in Lesvos were some of the first staff on the ground. They were of fundamental importance in establishing UNHCR's response on the island"

**GREGORY GARRAS** UNHCR Lesvos, Greece

NORCAP deployees also built capacity through training sessions and the development of systems and procedures that will remain in place once they leave. Ensuring that the Greek authorities are better able to meet new arrivals' needs has been key, and an agreement has been reached with the authorities to intensify this work in 2016 through collaboration with the Greek First Reception Services.

#### Profound impressions

Responding to the refugee crisis in Europe has been demanding in many ways. Greek authorities lacked capacity and experience to handle the influx, and were slow to put a response in place. This led to frustration among humanitarian responders and the people they were trying to help. Refugees and migrants clashed with police on Lesvos and other islands, and violence from extremist groups hostile to the new arrivals added to the insecurity.

Most of our deployees had experience from previous emergencies, but their missions in Greece and other southern European countries have been particularly challenging. Bureaucracy and slow responses, coupled with dramatic stories from desperate people on the move, have made a profound impression. NORCAP has initiated debriefings and follow-up to ensure the well-being of the experts. Many report having struggled to process their encounters.

"It is impossible to stay here without being affected by people's stories. Especially when you see how frightened and uneasy the children are," says Håvard Breivik, who worked as a site planner for UNHCR in Macedonia and Hungary.

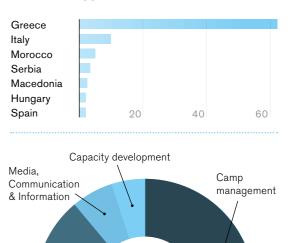
### EUROPEAN REFUGEE CRISIS RESPONSE

#### Experts deployed in 2015: 35

#### Person-years worked: 7

Rosters involved: NORCAP, CCCMCAP, Humanitarian Communication, ACAPS

#### **Countries supported** (*Person-months*):



Main

expertise

used

Protection

#### Innovations for dignified reception

Camp

management

NORCAP has worked with our partners to identify new ways of working to improve the European response to its refugee crisis. The deployment of a specialised team to improve communication with refugees and host communities was one such initiative. Building sufficient reception capacity fitting for the European context has also been on the agenda, in collaboration with immigration authorities both in Greece and countries further north.

Sweden and Norway also struggled with the large number of arrivals in 2015, and here NORCAP brings valuable experience from working with the reception of refugees globally. A collaboration with the Oslo School of Architecture and Design will train practitioners in shaping physical spaces such as transit centres so they are better suited to people seeking refuge. We are also exchanging experiences with immigration authorities and others involved in receiving refugees in Scandinavia with the aim of ensuring that they do so in a dignified manner.

# **BRIDGING THE GAP ON LESVOS**

Patric Mansour was one of NORCAP's first experts to arrive in Greece at the start of the refugee influx. His contributions helped shape the response on Lesvos and brought local authorities, humanitarians and volunteers closer together.

Mansour was deployed to UNHCR in August 2015, and has been stationed ever since on Lesvos, the island with the highest number of refugees. He remembers how the first arrivals left the local authorities stunned.

"It was complete chaos. The authorities were overwhelmed, and didn't have the experience or the resources to deal with such a massive increase of people in such a short period of time," he says.

A refugee crisis usually prompts the host government to ask the professional humanitarian system to start operations. In Greece's case, however, Mansour – who had previously worked in Syria and Jordan – had to spend a lot of time advocating with the authorities to let UNHCR contribute to the response.

"It took a long time to establish solid registration, and even longer to get proper transit sites where the refugees could stay. Many were in the streets or in parks, and there were demonstrations and protests from frustrated refugees who were not able to leave the island," he elaborates.

#### Bridging the gap

Of Middle Eastern origin, Mansour was one of the few Arabic-speaking humanitarians on the island in the early stages of the crisis. He spent much of his first few weeks among the refugees and migrants, informing them about the registration process, answering questions and identifying particularly vulnerable people. He also learned about their needs, making him an important bridge between the new arrivals and the Greek authorities both on Lesvos and in Athens.

Although he maintained a professional attitude, Mansour struggled with Europe's reactions to the burgeoning humanitarian crisis on its doorstep.

"It's great to be able to help people with immediate needs, but it can also be frustrating when the situation doesn't seem to be moving on a higher level," he says. "I worked for a year and a half in the Zaatari refugee camp in Jordan, and at times that seemed like a five star hotel compared to the conditions on Lesvos. It was very difficult to understand that this was happening in Europe, and that the European countries responded the way they did."

#### From chaos to collaboration

From September 2015, the majority of new arrivals came ashore on Lesvos's northern beaches, and Mansour was sent to Molyvos to head UNHCR's efforts. He was in charge of coordinating all of the humanitarians on the ground, and their overall response.

News reports led large numbers of European volunteers to fly in to help. They brought food, clothes and other items, and a new challenge for Mansour. Although they were very eager to help, they were disorganised and inexperienced in humanitarian emergency responses. "Most volunteers were great and cooperated with us from the start," Mansour says. "They were keen to contribute, organised themselves and performed the tasks they were assigned, whether it was receiving refugees at the beach, running assembly points or other important work."

There were some, however, who did not want to cooperate, which caused some frustration among humanitarian workers, local authorities and the volunteers themselves. In the end, the local mayor decided all volunteers would have to register either with an NGO or with the local authorities.

Despite the occasional turbulence, the volunteers' contributions were highly appreciated. "Especially in the beginning, when professionals were struggling to get the necessary permits to operate, volunteers made a huge difference to the thousands of refugees who received their help," Mansour says.

Eventually Mansour and his UNHCR colleagues got a proper reception system up and running, taking care of refugees and migrants from the moment they came ashore until they were registered and ready to move on to Athens and beyond. "We got everyone working towards the same goal, to make sure refugees received the help they needed. That is a great feeling", he says.

Mansour's UNHCR colleagues commend his efforts. "Perhaps Mansour's greatest achievement in the Lesvos situation has been in his ability to build strong and effective relationships of trust with national authorities. He can always be relied upon to put the interests of refugees first in getting the job done, " says UNHCR's Gregory Garras.

"I have met refugees that I have previously registered in camps in Syria and Jordan. Some of them have been displaced for years. I feel privileged that I have been given the opportunity to perhaps make part of their struggle a little easier to bear"

PATRIC MANSOUR NORCAP protection expert, Lesvos, Greece



# THE NORCAP CRISIS RESPONSE



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 standby 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.



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.

# **RIGHT PERSON AT THE RIGHT TIME**



### 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.



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 EXPERTS COMPLETE THEIR AS-SIGNMENT AND ARE READY FOR NEW

6

**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.

# **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

"When a new sudden onset emergency strikes, the focus of attention and funding makes it more difficult to fill needs in other emergencies. NORCAPs mandate, flexibility and ongoing attention to protracted crisis was important for UNICEF's ability to provide standby deployment support to multiple simultaneous emergencies in 2015"

LAUREN CHESHIRE Emergency Specialist, Standby Arrangements, UNICEF

### **NORCAP DONORS**

#### The Norwegian Ministry o

Foreign Affairs (NMFA) and NORCAP have worked closely to strengthen the capacities of humanitarian response for 25 years, since the standby roster was established in 1991 upon request from UNHCR. Financial support from the NMFA has included framework partnership agreements from 2009 to 2015 and additional funds in emergency situations.

The Department for International Development (DFID) has supported NORCAP since 2012. In 2015 DFID funded initiatives such as Regional Emergency Gender Based Violence Advisors (REGAs), ACAPS and CashCap capacity-building activities.

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, ACAPS, and the CCCM project.

Other donors: NORCAP also receives resources from UN agencies, Norad, SIDA and various other donors.

