

End of PROCAP Mission Report, Namibia, 20/6 – 22/12/2011

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Acronyms and abbreviations

CCCM	Camp Coordination and Camp Management
CDRMC	Constituency Disaster Risk Management Committee
CERF	Central Emergency Response Fund
DAPP	Development Aid from People to People
DDRM	Directorate for Disaster Risk Management
EFP	Emergency Focal Point
EMOP	Emergency Management Operational Procedures
GPC	Global Protection Cluster
GPCWG	Global Protection Cluster Working Group
GRN	Government of the Republic of Namibia
HC	Humanitarian Coordinator
HIV and AIDs	Human Immunodeficiency Virus and Acquired Immune Deficiency Syndrome
ID	Identity Document
IDPs	Internally Displaced Persons
IOM	International Organisation for Migration
IPs	Implementing Partners
LADRM	Local Authority Disaster Risk Management Committee
MGECW	Ministry of Gender, Equality and Child Welfare
MHA&I	Ministry of Home Affairs and Immigration
MoE	Ministry of Education
MoHSS	Ministry of Health and Social Services
MSS	Ministry of Safety and Security
MWT	Ministry of Works and Transport
NamPol	Namibia Police
NAMVAC	Namibia Vulnerability Assessment Committee
NDRMC	National Disaster Risk Management Committee
NDRMP	National Disaster Risk Management Plan
NFPF	National Focal Persons Forum
NGOs	Non-Governmental Organisations
NRCS	Namibian Red Cross Society
OCHA	Office of the Coordination of Humanitarian Affairs
OPM	Office of the Prime Minister
OVC	Orphans and vulnerable children
ProCap	Protection Standby Capacity Project
PSU	ProCap Support Unit
PSWG	Protection Sector Working Group
RC	UN Resident Coordinator
RCO	Resident Coordinator's Office
RDRMC	Regional Disaster Risk Management Committees
RIACSO	Regional Inter-Agency Coordination Support Office for Southern Africa
ROSEA	Regional Office for South and East Africa
SC	Steering Committee
SDRMC	Settlement Disaster Risk Management Committee
SMART	Specific, measureable, achievable, realistic and time bound
SMS	Short message system (texting)
SPO	Senior Protection Officer
SRH	Sexual and Reproductive Health
TFND	Task Force on Natural Disasters
TOR(s)	Terms of Reference
ToT	Trainer of trainers
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNS	United Nations System

WACPU Women and Children Protection Units
WASH Water, Sanitation and Hygiene
WFP World Food Programme

1. Overview of Assignment

The Government of Namibia (GRN) is fully committed to its obligation to assist and protect people affected by natural disasters and has set up and updated accordingly disaster risk management policies, structures and mechanisms for implementation at national, regional, local authority and constituency levels.¹ The NDRM policy identified several hazards, which are *flooding, epidemics (human health), climate change, drought, environmental degradation, livestock epidemics, forest and bush fires and road and traffic accidents*. Of these, recurrent and severe floods, which have hit the Northern parts of Namibia since 2008 cause considerable concern and challenges for protecting affected populations among GRN, the United Nations System (UNS), Inter-governmental organisations and NGOs alike. In successive years, flood waters have displaced thousands of people to relocation camps, cut off other communities who were not able to access relief assistance, affected and closed schools, and severely disrupted livelihoods, education and other essential services.

A number of protection issues have been identified² such as violence, exploitation of children and women, gender based violence, especially in temporary relocation camps, separation of families, lost identity documentation and other important documents, and varying levels of access to early warning messaging and relief services by specific vulnerable groups such as orphans and vulnerable children, older persons, pregnant women, people with disabilities and people with chronic illnesses. In addition, IDPs' right to return to areas of origin or remain in areas where they relocated to and the question of compensation for lost, stolen or destroyed property and livelihood assets are issues which required further thought and action.

The Protection Standby Capacity Project (ProCap) deployed a Senior Protection Officer in June 2011 for a six - month period to UNFPA, the lead agency within the UN country team in Namibia for protection in natural disasters to follow up on 24 recommendations made by a previous ProCap SPO as part of a joint protection mission with GRN, UNICEF and NRCS which was organised by OCHA ROSEA in October 2010. The aim of this recent ProCap Mission was to develop new and/or improve existing systems and mechanisms for addressing protection concerns in disaster risk reduction, emergency preparedness and response in relevant sectors/clusters in both Namibia and Malawi. Note that the Malawi mission was brought forward to October 2011 and completed by ProCap SPO Laurie Wiseberg so this report covers the Namibia mission only.

The ProCap SPO arrived in country in June 2011 when the flood emergency response phase was all but over and by July most, if not all, IDPs had returned home from relocation camps and host families. The UN in house protection group and emergency focal point group had ceased to meet on a regular basis as attention by GRN, UN and other stakeholders had shifted back to developmental priorities.

In order to gauge the level of progress in protection since the first ProCap Mission in October 2010 and gain a comprehensive 'snapshot' of the current protection response, the ProCap SPO, together with her immediate counterpart in UNFPA and colleague in NRCS, rapidly compiled lessons learned, good practice, and challenges to protection preparedness and response operations both within the host agency, UNFPA and across the range of GRN, UN, intergovernmental, NGO and community actors in food prone regions during a comprehensive assessment and monitoring visit in July. It was noted that the GRN, together with UNS and NGOs had made some commendable progress in the protection sector during the preparedness and relief phases of the recent flood cycle³.

For example regarding coordination, a protection sector approach has been promoted, UNFPA became protection lead agency within UNCT but GRN has yet to formally designate a lead ministry, UNICEF supported MGECW to set up regional child protection committees and worked with DAPP to establish child friendly spaces in camps, UNICEF and UNESCO worked with MoE to produce and test an emergency preparedness and response manual for the education sector, protection providers such as MGECW, MoHSS, MHA&I and NRCS conducted outreach services to varying degrees and coverage and protection actors have conducted some training and awareness raising workshops on some protection topics.

Concerning preparedness, early warning has improved as messages were disseminated promptly coupled with communities' own early warning methods ensured that many families reached safety expediently; some joint

¹ Namibia DRM Policy (July 2008)

² During a series of protection missions and assessments e.g. Joint Protection Mission by GRN, OCHA/ProCap, UN and NRCS, October 2010, GRN/UN flood assessment mission, April 2011, UNICEF/UNFPA monitoring visit, June 2011 and UNFPA/NRCS Field Visit, July 2011

³ UNFPA and NRCS Regional Field Visit Report on Protection in Flood Relief and Recovery 17th July – 31st July 2011

assessments were carried out which included protection issues; an IDP registration form was approved and rolled out.

Regarding response, IDP registration was supported across regions, while protection referrals did take place but were not necessarily systematic across regions; in one region a community based mechanism was activated in one camp; although GRN, UN and NGOs had mobilised funds for emergency preparedness and immediate relief, some line ministries remained under-resourced which hampered outreach services, to camps and cut off communities, including protection monitoring and there are notable gaps in recovery support, particularly in enhancing food security, building shelter and re-establishing livelihoods. Having said that there were good examples of camp managers and volunteers responding to particular needs of specific vulnerable groups and protection was integrated to a certain degree in other sectors such as education and WASH.

However, there was still much to be done all actors to improve coherence in the protection sector to ensure that gaps were addressed and systems are in place ahead of the next rains to further improve protection in preparedness, response and recovery as well as find durable solutions to significantly reduce vulnerabilities and increase resilience to hazards in the long term. Therefore the focus of the ProCap mission thus shifted towards protection in disaster prevention and preparedness and the ProCap SPO and colleagues embarked on a series of capacity development activities and contributions to strategic processes to address three main remaining gaps of strategic importance which were as follows:

- 1) Lack of a designated lead ministry or 'working group' within the GRN to coordinate the sector and provide leadership
- 2) Lack of understanding among a range of actors about the different areas of responsibility within protection; suitable systems for assessment, monitoring and referral; strategies for preventing and responding to violations and finding durable solutions and
- 3) The absence of a protection sector contingency plan with clearly defined roles and responsibilities.

The ProCap SPO successfully completed approximately 75% of the Namibia Mission TORs.⁴ Partly met or unmet tasks were those, which were either rendered no longer relevant owing to the timing of the deployment or depended on pending decisions by GRN, which were outside the realms of control by the ProCap SPO or host agency, UNFPA.

Key achievements included: -

- i) Protection assessment and monitoring activities - conducted a rapid protection assessment and monitoring field visit in six flood affected regions (Kavango, Caprivi, Oshikoto, Oshana, Ohangwena and Omusati) between 17th and 31st July 2011 and widely circulated the report to GRN, UN, NGO stakeholders; introduced examples of protection assessment and monitoring tools during regional protection training workshops
- ii) Advocacy - canvassed Government, UN, Intergovernmental and Civil Society actors at Regional and National levels in a variety of meetings including two Parliamentary Standing Committees for support and commitment to the protection sector which raised awareness on the comprehensive nature of a human rights based approach to protection, the different areas of responsibilities and highlighted gaps and recommendations, especially on how to improve coordination
- iii) Support to protection coordination - developed terms of reference for Namibia Protection Sector Working Groups linking national and regional levels and circulated them widely for consultation among UN Country Team and Emergency Focal Point (EFP) colleagues, GRN and NGO counterparts; participated in gender theme group and emergency focal point groups; obtained core commitments from stakeholders at national and regional levels to establish protection sector working groups.
- iv) Contribution to strategic documents - provided inputs into the UN Revised Flash Appeal, UNDAF Country/Situation Analysis, the National Disaster Risk Management Plan, two UNESCO field studies on flood risk management and mandates of DRM actors and UNFPA's country programme review and plan.
- v) Learning and capacity development - introduced the 'learning review' as a good practice tool and facilitated an internal learning review with the UNFPA Namibia Country Team on their role and performance in the flood response; provided technical input into IOM's protection chapters for their ToT course on CCCM which was subsequently used to train 37 national trainers of high calibre; used a

⁴ Note that the Malawi mission was brought forward to October 2011 and reduced to one month and undertaken by ProCap SPO Laurie Wiseberg.

combination of coaching, mentoring and training facilitation to develop the capacity of a total of 80 professionals including the ProCap SPO's immediate UNFPA counterpart and representatives of high level policy makers, managers and field practitioners from national and regional government, and intergovernmental and non-governmental organizations in protection in natural disasters. This included piloting the GPCWG TFND's protection training module as a country specific training.

The ProCap Mission was not without some challenges. Seven main challenges were encountered:

- i) Timing of the deployment – late deployment (six months after the first ProCap mission) meant the momentum for protection had lapsed owing to the gap in continuity and the emergency response phase of the flood disaster was over as most IDPs had already returned to home villages.
- ii) Structural issues - UNS is not in a lead coordination role for disaster risk management in country but plays a technical support role to GRN, and is therefore removed from the action; also mission not really perceived as truly 'inter-agency', would have been more strategic to second a ProCap SPO into GRN.
- iii) Mission TOR - unrealistic mission TORs given that two missions were incorporated into the TORs which hindered practical and timely deployment for either country and some tasks were no longer relevant or lay outside the ProCap SPO or host agencies direct control or overlapped with other consultants.
- iv) Leadership for protection – lack of a GRN designated lead and co-lead ministry for the Protection Sector had a knock on effect on fulfilling some of the TOR.
- v) Default response vs. durable solutions – the overall flood response focussed mainly on the provision of emergency relief assistance in temporary relocation camps for IDPs which meant many IDPs staying with host families or in hard to reach communities instead had no access to emergency relief assistance. Also few resources were allocated to supporting flood affected families and communities during early recovery/recovery. This contributed to protection risks and hampered progress towards long-term resilience.
- vi) Budget –no budget allocated to facilitate key TORs at the outset e.g. assessment and monitoring visits and capacity development activities meant delays in completing some core activities.
- vii) Availability of visual/interactive tools for communities – lack of availability of visual or audio tools that have been used to illustrate key protection principles and preventative, responsive and remedial actions for use by national trainers at community level in particular country contexts and languages.

Despite these challenges the ProCap Mission was very successful overall and served to consolidate protection gains following the first ProCap Mission by keeping protection in the forefront of the minds of policy makers, senior managers and field practitioners, building their capacity in and understanding of the broad nature of protection and specific areas of responsibility and incorporating protection approaches and actions into strategic guiding documents. However, these gains must not be lost and a concerted effort will need to be made by UNFPA, RC/UNCT and GRN colleagues to take the protection sector forward in coming months to ensure a predictable and coherent protection response to future emergencies, especially the next likely flood cycle.

The ProCap SPO recommends the following:

1. Ensure future ProCap SPOs are deployed expediently at an optimal time in the field for maximum effectiveness and simplify procedures for requests and approvals.
2. Avoid putting more than one mission in the TOR at any one time in order to expedite the approval and deployment process.
3. Second the ProCap SPO directly into the lead Government institution/ministry responsible for coordinating disaster risk management.
4. If the above-mentioned option is not possible then second the ProCap SPO into the RC's or HC's office, where the SPO would report directly to the RC or HC and reduce layers of reporting.
5. Involve the lead Government institution(s) in developing and approving the ProCap mission TORs and ensure that there is/are Government counterpart(s) already identified for the ProCap SPO to work with.
6. Prioritise mission TORs and make them as SMART and realistic as possible and reduce overlap with other missions.
7. The Resident Coordinator should meet with OPM/DDRM and ensure that OPM/DDRM, the Prime Minister and Permanent Secretaries formally designate sector leads and co-leads as per the NDRMP, including the Protection Sector.

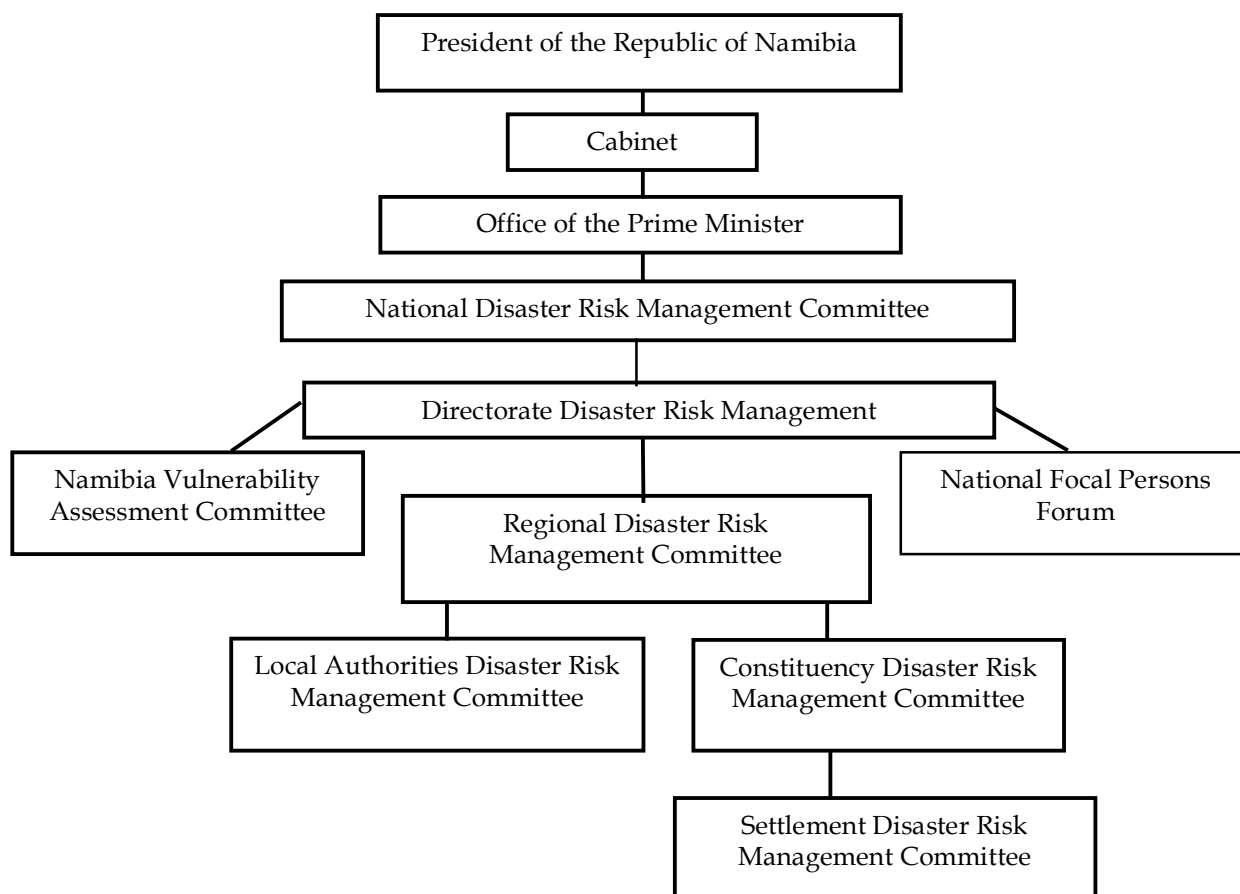
8. GRN, UNS, Intergovernmental organizations, NGOs and donor agencies should invest resources (human, technical and financial) into disaster prevention for longer-term resilience of populations living in zones vulnerable to natural hazards.
9. Host agencies and ProCap to allocate a budget to facilitate key ProCap Mission TORs prior to deployment.
10. The Global Protection Cluster Working Group to form a user-friendly online knowledge/tool repository for downloadable, innovative, visual, audio and interactive protection tools adapted for national trainers to use in local communities.
11. UNFPA, and other protection actors, to assist GRN to establish a robust protection assessment, monitoring and referral system after lead and co-lead ministries have been designated.
12. UNFPA through the RC and UNCT to obtain official approval of the draft Protection Sector Working Group TOR by UNCT and OPM/DDRM in January/February 2012.
13. UNFPA with GRN counterparts to follow up the establishment of protection sector working groups at national and regional levels as a priority action in the first quarter of 2012.
14. UNFPA with support from the RC and agreement from heads of agencies to re-activate the UN in house protection working group in January 2012.
15. UNFPA to assist GRN to develop a detailed protection contingency preparedness and response plan when lead and co-lead ministries for the protection sector have been appointed, preferably in January/February 2012.
16. UNFPA (and colleagues in the protection working group) should assist GRN by providing technical inputs into updates of the inter-agency and regional contingency plans scheduled for late January 2012.
17. UNFPA and implementing partners such as NRCS, to include sufficient allocations of staff time and financial resources in operational work plans and budgets for 2012 for adequate follow up of protection coordination support and operational protection work during the next flood cycle.
18. UNFPA and OPM/DDRM's training department to roll out further capacity development activities on protection at national and regional levels, building on the protection training workshops already conducted.

2. Operational Context

The Government of Namibia (GRN) is fully committed to its obligation to assist and protect people affected by natural disasters. Since 1994 GRN has established a National Disaster Management System (NDRMS) encompassing disaster risk management policies, structures and mechanisms for implementation at national, regional, local authority and constituency levels to optimise utilisation of resources by facilitating the alignment and integration of roles and responsibilities for disaster risk management.⁵ The diagram overleaf shows the institutional arrangements for the NDRMS in Namibia.

⁵ Namibia Disaster Risk Management Policy (July 2008); National Disaster Risk Management Plan, including national emergency management operational procedures, (December 2011)

Institutional framework for Disaster Risk Management in Namibia



The **President** is the sole authority to declare a state of emergency.
 The **Cabinet** allocates resources for use in implementing disaster risk reduction activities.
 The **Office of the Prime Minister (OPM)** has the overall responsibility for the coordination of disaster risk management.
 The **National Disaster Risk Management Committee (NDRMC)** serves as the national multi-stakeholder platform responsible for DRM in Namibia.
 The **Directorate for Disaster Risk Management (DDRM)** is mandated with the coordination of disaster risk management and is responsible for the execution of the decisions of the NDRMC.
 The **National Focal Persons Forum (NFPF)** provides a mechanism for multi-stakeholder consultation and coordination of disaster risk management planning and operations.
 The **Namibia Vulnerability Assessment Committee (NAMVAC)** collects vulnerability information.
 At regional level, the **Regional Disaster Risk Management Committees (RDRMCs)** serve as the multi-stakeholder platform that is mandated with the coordination of disaster risk management amongst all actors involved in disaster risk management.
 At local level, the **Local Authority Disaster Risk Management Committees (LADRMCs)**, each local authority must establish and implement a framework for disaster risk management at local level. The local authority level must form an integral part of the Regional Disaster Risk Management Plans.
 The **Constituency Disaster Risk Management Committee (CDRMCs)** is mandated with the coordination of disaster risk management at constituency level. The **Settlement Disaster Risk Management Committee (SDRMCs)** participates in DRM activities at community level.

The United Nations System (UNS) in works in support of the GRN and does not take a lead role in coordinating the overall emergency response or 'sectors' but offers technical assistance and resources through its Implementing Partners (IPs).

The National Disaster Risk Management Policy (2008) identified several hazards, which are *flooding, epidemics (human health), climate change, drought, environmental degradation, livestock epidemics, forest and bush fires and road and traffic accidents*. Of these, severe floods cause considerable concern and challenges for protecting affected populations among GRN, the United Nations System (UNS), Inter-governmental organisations and NGOs

alike on a cyclical basis. Since 2008, high rainfall in Angola and Zambia, which in turn increased water levels in rivers connecting Angola and Zambia to Namibia have caused recurrent flooding in several regions in northern Namibia. In 2009, six regions (Caprivi, Kavango, Ohangwena, Omusati, Oshana and Oshikoto) and nearly 700,000 (30% of Namibia's population) were affected; more than 56,000 people were displaced, 28,932 of whom were accommodated in a hundred relocation camps for several months. In 2010, although less severe, flooding exacerbated vulnerabilities of the previous flood affected populations. On 29 March 2011, the Government of Namibia declared a national emergency to respond to large-scale flooding in seven northern regions (Caprivi, Kavango, Kunene, Ohangwena, Omusati, Oshana, Oshikoto) affecting 134, 219 people (31% of the total population in the affected region), with 106 reported drowned, 40,600 people displaced of which 17,500 people were camped in 78 relocation centres. Around 23,000 people who could not reach the relocation centres, moved to higher ground not far from their homes and established informal camps. Up to 325 schools were affected, with 92 schools closed and 65 767 children temporarily cut-off from school. The timing and extent of the floods greatly affected the critical planting season with significant quantities of seeds and harvested crops lost. Reports of at least 12,278 (55,585 hectares) crop fields were destroyed in Oshana, Omusati and Kavango regions alone. The livelihood support mechanism of most of the affected communities has been destroyed, which is primarily subsistent agriculture.⁶

A number of protection issues such as violence, exploitation of children and women, gender based violence, lost ID, and access to relief services were highlighted in previous floods but due to a lack of data and systematic reporting on these issues, no comprehensive evaluation was available. Fully supporting the Government of Namibia to promote a rights-based approach to emergency preparedness and response, the UN Resident Coordinator, recognising these gaps, requested to the Regional Interagency Coordination Support Office for Southern Africa (RIACSO) to deploy a Senior Protection Officer from OCHA ROSEA, in partnership with the Global Protection Working Group's Protection Capacity Standby Project (ProCap) to address these concerns in October 2010. The ProCap SPO, joined a Child Protection Officer and Child Protection in Emergencies Specialist, from UNICEF and gender coordinator from UNFPA/NRCS in October 2010 to conduct a field mission to flood affected regions which produced a road map and 24 recommendations⁷ for addressing protection concerns in emergency preparedness, response and mitigation in the Namibian context.

Since then, UNFPA as Protection lead agency within UNCT participated in the joint GRN/UN flood assessment mission in April 2011 to all flood affected regions ensuring that protection issues were assessed and included in emergency response programming supported by CERF.

Further to those joint missions, OCHA ROSEA (with GPCWG support) deployed a second ProCap SPO in June 2011 to UNFPA, in order to assist UN agencies and Government ministries to enhance their capacity to follow up and implement the recommendations (*annex 1* outlines the Terms of Reference for this ProCap SPO mission).

Referring back to the recommendations put forward by the Joint Mission on Protection in October 2010⁸ (first ProCap Mission) and drawing on the findings of a joint UNFPA/ProCap and NRCS field visit to six flood affected regions (Kavango, Caprivi, Oshikoto, Oshana, Ohangwena and Omusati) between 17th and 31st July 2011⁹(*annex 2*), the ProCap SPO noted that GRN, UN agencies and NGOs have made some considerable progress in the protection sector during the preparedness and relief phases of the recent flood cycle which is commendable and should be acknowledged.

For example regarding coordination, a protection sector approach has been promoted, UNFPA became protection lead agency within UNCT, and funded a Gender coordinator based in NRCS covering six flood prone regions in northern Namibia and procured and distributed emergency reproductive health kit and dignity kits through the MoHSS and NRCS respectively. A small informal group of technical professionals within the UN team met to share information on planned protection activities but GRN has yet to formally designate a lead ministry. There was no formal protection sector coordination forum established including a broad range of actors and covering all areas of responsibility for protection. However, UNICEF had supported MGECW to set up regional child protection committees, which are now childcare committees and worked with DAPP to establish child friendly spaces in camps. In addition UNICEF and UNESCO worked with MoE to produce and test and emergency preparedness and response manual for the education sector. Protection providers such as MGECW, MoHSS,

⁶ Statistics taken from the Revised Flash Appeal - Namibia Floods 2011 document, July 2011

⁷ Protection in Flood Preparedness, Response and Mitigation, Joint Mission in Namibia (8-25 October 2010) Report, GRN and UNCT

⁸ Protection in Flood Preparedness, Response and Mitigation, Joint Mission in Namibia, (8-25 October 2010) Report, pages 18-25 and table on pages 28-30

⁹ UNFPA and NRCS Regional Field Visit Report on Protection in Flood Relief and Recovery 17th July - 31st July 2011

MHA&I and NRCS conducted outreach services to varying degrees and coverage e.g. social workers and health care workers, mobile teams for replacement ID and other documentation and community volunteers. Protection actors have conducted some training and awareness raising workshops on some protection topics. NRCS took a lead role in camp coordination and camp management and delivered relief assistance. WFP conducted trainings for GRN colleagues on logistics and commodity tracking. IOM carried out practitioner trainings on CCCM.

Concerning preparedness, early warning has improved as messages were disseminated promptly through MWT coupled with communities' own early warning methods ensured that many families reached safety expediently; some joint assessments were carried out which included protection issues; an IDP registration form was approved and rolled out.

Regarding response, IDP registration was supported across regions to varying degrees, while protection referrals did take place but were not necessarily systematic across regions; in one region a community-based mechanism was activated in one camp. Childline/Lifeline (with MGECW) established an SMS line for children to report GBV incidents and staff provided limited psychosocial support. MGECW worked with NamPol to establish Women and Children Protection Units (WACPU). Although GRN, UN and NGOs had mobilised funds for emergency preparedness and immediate relief, some line ministries remained under-resourced which hampered outreach services to camps and cut off communities, including protection monitoring and there were notable gaps in recovery support, particularly in enhancing food security, building shelter and re-establishing livelihoods. Having said that there were good examples of camp managers and volunteers responding to particular needs of specific vulnerable groups and protection was integrated to a certain extent in other sectors such as education and WASH.

UNHCR continues to provide protection for refugees, asylum seekers and other persons of concern and worked on preparations ahead of the cessation clause (of refugee status), which would come into effect at the end of 2011. Although less involved in the flood response, UNCHR remains an important source of protection guidance and support, especially to capacity development activities in this regard.

More detailed information on protection actor mapping can be found in two reports: Protection in Flood Preparedness, Response and Mitigation, Joint Mission in Namibia October 2011 pages 28-30 and Report of the National Training Workshop on Protection in Natural Disasters in Namibia 14th – 15th November 2011 pages 17-21 (see *annex 7*)

3. Protection Context

During the cyclical flood emergencies since 2008, a number of protection issues have been identified¹⁰ such as violence, exploitation of children and women, gender based violence, especially in temporary relocation camps, separation of families, lost identity documentation and other important documents, and varying levels of access to early warning messaging and relief services by specific vulnerable groups such as orphans and vulnerable children (OVCs), older persons, pregnant women, people with disabilities and people with chronic illnesses. The flood emergency response mainly provided relief assistance in temporary relocation camps, which were in operation between January and July 2011. Many IDPs did not automatically move to camps and stayed with host families or remained in hard to reach communities instead with no access to emergency relief assistance. Also few resources were allocated to supporting flood affected families and communities during early recovery/recovery.

As mentioned in the previous section the GRN, together with UNS and NGOs have made considerable progress in the protection sector during the preparedness and relief phases of the flood cycle in 2011¹¹, which can be read in detail in *annex 2* and innovations of note are shown in the box overleaf.

¹⁰ During a series of protection missions and assessments e.g. Joint Protection Mission by GRN, OCHA/ProCap, UN and NRCS, October 2010, GRN/UN flood assessment mission, April 2011, UNICEF/UNFPA monitoring visit, June 2011 and UNFPA/NRCS Field Visit, July 2011

¹¹ UNFPA and NRCS Regional Field Visit Report on Protection in Flood Relief and Recovery 17th July – 31st July 2011

Innovations

Oshikoto Regional Council pre-positioned tents at constituency level

Oshana Regional Council made available an early warning cell phone number for community flood reports, established a new regional warehouse to ensure better logistics and a sub-committee in charge of assessing the safety of home villages and transporting IDPs back to their homes. **NRCS** in Oshana Region initiated a women's community policing network in camps to reduce violence and crime while **Oshana Town Council** installed solar lighting in toilets.

Omusati Regional Council proposed regional exchange visits to share lessons learned on disaster prevention, preparedness and response including protection

MGECW with Childline/Lifeline in Kavango Region made available an SMS line for GBV reporting

There was also evidence of integration of protection into regular programming. For example UNFPA, UNICEF, MGECW and some Regional Councils had work plans in place that included some protection activities, which were carried out during the emergency. Also UNFPA, UNICEF and NRCS had provided inputs on child protection and GBV into regional contingency plans. However without a lead ministry or 'task force' to coordinate the protection sector designated by GRN, comprehensive protection planning could only happen in a fragmented way. Furthermore, IDPs' right to return to areas of origin or remain in areas where they relocated to and the question of compensation for lost, stolen or destroyed property and livelihood assets are issues which require further thought and action.

The Namibia Vulnerability Assessment proceeded after the immediate flood emergency relief phase and went beyond flood prone regions, identifying vulnerabilities in food security, especially in areas prone to periods of drought. UN agencies were absent from NAMVAC and the assessment process this year and GRN did not divulge reasons for this. The NAMVAC report was issued in October 2011 showing a thorough analysis of food security and rural livelihood concerns but neglected to highlight the social vulnerabilities including those compounded by cyclical displacement in flood prone areas or existing capacities within these communities, which could be strengthened. This seemed like a missed opportunity in terms of joined up thinking and action.

At the commencement of this ProCap mission, there was still much to be done by all actors to improve coherence in the protection sector to ensure that gaps were addressed and systems put in place ahead of future emergencies to further improve protection in preparedness, response and recovery as well as find durable solutions to significantly reduce vulnerabilities and increase resilience to hazards in the long term.

Notable gaps in the protection sector in Namibia were:

- 1) Lack of a designated lead ministry or 'working group' within the GRN to coordinate the sector and provide leadership
- 2) Lack of understanding among a range of actors about the different areas of responsibility within protection; suitable systems for assessment, monitoring and referral; strategies for preventing and responding to violations and finding durable solutions and
- 3) The absence of a protection sector contingency plan with clearly defined roles and responsibilities.

4. Current Protection Response

When the ProCap SPO arrived in country in June 2011 the flood emergency response phase was all but over and by July most, if not all, IDPs had returned home from relocation camps and host families. The UN in house protection group and emergency focal point group had ceased to meet on a regular basis as attention had shifted back to developmental priorities and the forthcoming UNDAF process.

In order to gauge the level of progress in protection since the first ProCap Mission in October 2010 and gain a comprehensive 'snapshot' of the current protection response, the ProCap SPO, together with her immediate counterpart in UNFPA and colleague in NRCS, to rapidly compile lessons learned, good practice, and challenges to protection preparedness and response operations both within the host agency, UNFPA and across the range of GRN, UN, intergovernmental, NGO and community actors in food prone regions during a comprehensive assessment and monitoring visit in July (as mentioned in the above section, see *annexes 2 and 5*). The resulting report was used as an advocacy tool to lever attention and commitment from a range of actors to address the three notable gaps mentioned in the above section.

Following that the focus of the ProCap mission thus shifted towards protection in disaster prevention and preparedness and the ProCap SPO and colleagues embarked on a series of capacity development activities and contributions to strategic processes and documents, which are outlined in more detail in the following section and in *annexes 3, 4, 6, 7, 8 and 9*.

5. SPO Key Achievements against Mission ToRs

The ProCap SPO successfully completed approximately 75% of the Namibia Mission TORs.¹² Partly met or unmet tasks were those, which were either rendered no longer relevant owing to the timing of the deployment or depended on pending decisions by GRN, which were outside the realms of control by the ProCap SPO or host agency, UNFPA.

Concrete outputs, and contributions to process and protection impact are given under five broad headings below namely i) protection assessment and monitoring activities ii) advocacy iii) support to protection coordination iv) contribution to strategic documents and v) capacity development.

5.1 Protection assessment and monitoring activities

Joint inter-agency assessments had already been carried out in April 2011 in which UNFPA participated, a full two months before the ProCap SPO arrived in late June 2011. By this time the emergency phase was over and most IDPs had returned home so it was too late to conduct assessments or monitoring at relocation sites. Instead the ProCap SPO together with colleagues in UNFPA and NRCS conducted a rapid protection assessment and monitoring field visit in six flood affected regions (Kavango, Caprivi, Oshikoto, Oshana, Ohangwena and Omusati) between 17th and 31st July 2011. Using direct observations and semi-structured interviews with 23 key informants and 175 community members (IDPs, host families, cut off communities and permanently relocated families) the field mission team compiled lessons learned, protection operational challenges and innovations encountered during the emergency preparedness and relief phases; protection concerns identified in return and recovery processes and key recommendations into a comprehensive report, which was widely disseminated among UN agencies, GRN and other actors (*annex 2*). The report was well received by GRN and agency stakeholders. Regional Councils, for example, appreciated the region-by-region analysis of good practice, challenges and lessons learned.

Examples of protection assessment, monitoring and referral tools were included in regional trainings but further follow up is required after lead and co-lead ministries have been officially designated (*recommendation 11*)

5.2 Advocacy

The ProCap SPO used the aforementioned regional protection field visit report as a tool for advocacy to discuss approaches for improving protection preparedness, response and recovery with Government, UN, Intergovernmental and Civil Society actors at Regional and National levels in a variety of meetings including two Parliamentary Standing Committees on social welfare issues and economics and natural resources respectively. The latter invited the ProCap SPO and UNFPA GBV coordinator and emergency focal point to present the findings from the protection field mission to a small delegation prior to their official mission to China to learn from the Chinese Government about their flood preparedness and response.

Canvassing key decision makers and technical specialists for support and commitment in this way has raised awareness on the comprehensive nature of a human rights based approach to protection, the different areas of responsibilities and highlighted gaps and recommendations, especially on how to improve coordination.

5.3 Support to protection coordination

Drawing on global good practice examples of protection cluster TORs, the ProCap SPO developed terms of reference for Namibia Protection Sector Working Groups linking national and regional levels and circulated them widely among UN Country Team and Emergency Focal Point (EFP) colleagues, GRN and NGO counterparts, including through national and regional protection training workshops for consultation (*annex 3*). The final version, shown in annex 3, is awaiting approval from the UNCT and GRN/OPM DDRM pending a GRN decision on lead and co-lead line ministries for the protection sector (*recommendation 12*). The consultation through the

¹² Note that the Malawi mission was brought forward to October 2011 and reduced to one month and undertaken by ProCap SPO Laurie Wiseberg.

training workshops yielded core commitments from participants at national and regional level to establish protection sector working groups which will require further follow up in 2012 (*recommendation 13*).

In addition the ProCap SPO participated in two UN groups, namely the Gender theme group and Emergency Focal Point group. The informal protection group had ceased to meet by the time the ProCap SPO arrived and although UNFPA attempted to re-activate this group no EFPs turned up owing to other priorities. Also by November/December interest in the EFP group had also lapsed. A concerted effort is required from UNCT to delegate EFPs to consistently represent their agencies at regular EFP and protection meetings (*recommendation 14*).

5.4 Contribution to strategic documents

Soon after arrival in country the ProCap SPO provided input to the Revised Flash Appeal, which was difficult because no updated protection assessment or monitoring data was readily available at that time, an issue common to other sectors as well.

The ProCap SPO made several contributions to the *UNDAF Country/Situational Analysis* process and participated in the editorial committee alongside UNICEF colleagues to ensure that protection in the disaster risk management context and focus on vulnerable groups were included in the analysis.

Also with UNICEF, the ProCap SPO drafted the protection sector section of the *National Disaster Risk Management Plan* (see protection sector extract in *annex 4*), participated in two national NDRMP consultative conferences and gave technical advice to the NDRMP core group. This provides a 'broad brush' outline, delineating main responsibilities and core commitments for protection prevention, preparedness, response and recovery and was circulated to EFPs for further comment and input ahead of the last NDRMP consultative meeting. The plan will be presented to cabinet shortly. Note that it has not been possible to draft a more detailed protection contingency preparedness and response plan without an official GRN lead and co-lead ministry to take ownership and drive the protection sector forward as a coherent whole. Having said that recommendations from the Joint UNFPA/NRCS Regional Field Report on Protection in Flood Relief and Recovery, July 2011 (*annex 2* pages 17 and 18, and the protection section of the NDRMP, *annex 4*) form a very good template for this along with the core commitments given by GRN and NGO protection actors in the national level protection training workshop report (*annex 7* page 21). It will be important for UNFPA to assist GRN in drafting a comprehensive protection contingency preparedness and response plan after lead and co-lead ministries have been officially appointed (*recommendation 15*).

Updating regional contingency plans and sector plans was supposed to take place during the mission period but GRN has postponed this until late January 2012 which will require UNFPA's input along with UN agencies and other protection actors to ensure that protection preventative, responsive and remedial actions are included based on a detailed protection sector contingency preparedness and response plan (*recommendation 16*).

Technical input and key recommendations were given to UNESCO for two studies i) field study report on flood risk management and ii) the *mandate study* on roles and responsibilities for Disaster Risk Management in Namibia.

Input and recommendations were also given to the UNFPA Country Team for their Annual Country Programme Review (2011) and Annual Plan for 2012 (*recommendation 17*).

The ProCap Mission TOR contained activities such as providing inputs into reviews of the National DRM Policy and Disaster Management Act, however as these processes were not yet open to the public for comment during the mission period such tasks could not be completed in the timeframe. Furthermore these activities overlapped with those of two UNDP consultants who were providing technical support to OPM/DDRM (*see recommendations 3 and 6*).

5.5 Learning and capacity development

Introducing the '*learning review*' as a good practice tool, the ProCap SPO facilitated an internal learning review with the UNFPA Namibia Country Team during a humanitarian learning afternoon on their role and performance within the flood emergency response in order to affirm good practice and highlight areas for improvement (*annex 5*).

The ProCap SPO gave technical input to the IOM team for two *protection chapters of their Trainer of Trainers' (ToT) course on Camp Coordination and Camp Management (CCCM)* and participated in the national launch event. Subsequently the course was successfully rolled out and 37 national trainers were trained from a total of 7 flood prone regions, who have since begun training GRN and NGO actors and volunteers at local level. IOM anticipates that in future, this cadre of national trainers could not only train others in CCCM but other disaster risk management topics as well. The IOM team has proved to be 100% supportive of protection preparedness and responsive actions.

Regarding direct training delivery, the ProCap SPO trained a total of 80 people in *protection in natural disasters* using a variety of approaches as follows:

- i) 'on the job' coaching and action learning approach taken to develop the capacity of UNFPA's GBV and Emergency Programme Officer, Ms Cathline Neels during the six month mission period
- ii) Co-facilitation, alongside facilitators Mr Leonard Zulu, SPO, UNHCR and Ms Cathline Neels, UNFPA of the Global Protection Cluster's Task Force on Natural Disasters' pilot training module 'protection in natural disasters' for 29 senior managers/policy makers from GRN institutions, line ministries, UN and Intergovernmental agencies and NGOs on 14th and 15th November 2011 (*annexes 6 and 7*). UNFPA and GPCWG co-funded the workshop.
- iii) Facilitation of 3 tailored protection sessions in each of 3 regional workshops on protection, gender based violence (GBV), sexual reproductive health (SRH) and HIV and AIDS in emergency settings for a total of 50 GRN and NGO staff from six flood-prone regions in northern Namibia. The sessions covered an introduction to protection in natural disasters, systems, tools and resources for protection and protection coordination and used materials adapted from the GPCWG TFND training module and ProCap SPOs (*annexes 8 and 9*)

Combined approaches such as these have yielded a number of impacts. For example on the job coaching of the ProCap SPO's immediate counterpart, Ms Cathline Neels, has served to equip and empower her further, building on her knowledge, experience and skills and enhancing these so that she is now in a position to take the lead in providing protection coordination support to counterparts in GRN, INGOs and NGOs and has established a working relationship with OPM/DDRM colleagues, with whom UNFPA had not previously directly engaged. The ProCap SPO has every confidence in her counterpart to take this forward.

Turn out and quality of participants in the national and regional protection training workshops was of a high standard. These workshops have increased awareness and understanding of the broad remit of protection in natural disasters and its relevant areas of responsibilities among a diverse range of actors from GRN, UN, intergovernmental and non-governmental agencies, which levered core commitments from participants to establish and take forward protection sector working groups at national and regional levels as well to fulfilling specific protection preparedness and responsive actions. Participants from the national level workshop were able to immediately apply their learning in the subsequent National Consultative Meeting on the NDRMP and EMOP in which there was a debate about which ministries were best placed to be lead and co-leads for the protection sector. Both the MGECW and MSS now want to take the lead, which is an encouraging sign as both ministries recognize the importance of protection so if one is lead and the other co-lead of the protection sector they would make a strong, yet complementary team. As a result of the debate participants urged OPM/DDRM to table a meeting with the Prime Minister and Permanent Secretaries as soon as possible to agree leads and co-leads for sectors, including the protection sector and ensure that decisions are clearly communicated across all levels, National, Regional and Local.

An additional benefit of the national level training workshop was piloting the GPCWG TFND's training module as a country specific training for the first time, following a regional pilot in Europe. The facilitation team, Mr Leonard Zulu, UNHCR, Ms Cathline Neels and the ProCap SPO were able to provide constructive recommendations to the GPCWG TFND on how the module could be further adapted for future country specific trainings.

Feedback received from participants in individual evaluation forms was excellent. Most participants said that having understood the importance of protection, they wanted further training for longer periods to explore protection issues in more depth and proposed exchange visits across the regions to learn from each other and suggested other colleagues who could potentially benefit from training the next flood cycle. It will be important for these suggestions to be followed up by UNFPA and OPM/DDRM's training department in 2012 (*recommendation 18*).

6. SPO Key Challenges in fulfilling Mission ToR

6.1 Timing of the deployment

The ProCap SPO was deployed to Namibia over six months after the first ProCap mission, which meant she arrived in country at a time when the momentum for protection had lapsed somewhat owing to the gap in continuity and the emergency response phase of the flood disaster was over as most IDPs had already returned to home villages. Therefore the first few weeks of the assignment were spent building relationships with colleagues within UNS, GRN and NGOs and advocating for protection, especially in return and recovery, when interest was no longer there and colleagues' attention focused on development priorities e.g. UNDAF process, annual programme reviews etc, therefore progress during the first half of the mission was slow.

All was not lost, as it was still important to advocate for improved protection preparedness and response in the disaster prevention and preparedness phases prior to the next rains, and this period at least allowed some room to enable colleagues and counterparts to think through these issues and focus on capacity development. However, the ProCap SPO firmly believes that more leverage would have been achieved had this mission occurred immediately on the back of the first ProCap mission when interest and momentum was high and the ProCap SPO could have taken an 'action learning' approach with UN and GRN colleagues to set up protection coordination structures during the flood emergency response phase, undertaken capacity development activities that could have led to immediate action and introduced some practical information management tools for protection assessment and monitoring into the field that could have been tested, further adapted to the context and refined (*recommendation 1*).

It seems likely that delays in deployment were caused by bureaucracy in obtaining approval, which may have been compounded by fact that the TOR contained two missions in Namibia and Malawi respectively, requiring approvals from two UNCT's and RC's, the OCHA ROSEA office and the SC/PSU (*recommendation 2*). The ProCap SPO was only able to fulfil the Namibia deployment TOR's as the Malawi mission, had been brought forward to October 2011 and reduced to one month and was therefore completed by ProCap SPO Laurie Wiseberg.

6.2 Structural issues

While it is commendable that UNFPA stepped up to the plate within the UNS in Namibia to fill a gap as lead agency for protection in natural disasters and was very welcoming and supportive to the ProCap SPO, progress of the ProCap mission was limited purely because the UNS is not in a lead coordination role for disaster risk management in country but plays a technical support role to GRN, and is therefore removed from the action. Furthermore, although UNFPA promoted the ProCap SPO as an '*inter-agency resource*', the mission was still largely perceived by UN agencies and GRN as limited to UNFPA and UNFPA's IPs only. This might have been owing to UNFPA's very specific mandate, which could pose a challenge to other actors in perceiving the 'broader protection lens' beyond UNFPA's programme focus on GBV, SRH, population and development and HIV and AIDs. Perhaps the role might have carried more 'weight' had the SPO been placed in the Resident Coordinator's Office (RCO), reporting directly to the RC.

In countries at peace and yet prone to a range of natural hazards, where Governments take responsibility for coordinating all aspects of disaster risk management and are willing to develop further capacity in this regard, it would make more strategic sense to second technical ProCap SPOs directly into the Government institutions responsible for coordinating disaster preparedness and response (*recommendation 3*). As protection is a cross-cutting issue as well as a 'sector', in the Namibian context it would have made sense to second the ProCap SPO to OPM/DDRM, the institution primarily responsible for coordinating DRM in collaboration with line ministries, who could have liaised directly with likely lead and co-lead ministries e.g. MGECW and MSS and other partners and agencies. This might have levered more influence on the still-pending decision of lead and co-lead ministries for protection and more scope for developing a national cadre of protection trainers contributing to longer-term sustainability.

If this option is not possible in future deployments, then the second best option would be to place the ProCap SPO directly into the RCO, reporting directly to the RC (or in other countries, the HC if there is one) and working closely with a Government counterpart or counterparts which have already been identified prior to deployment (*recommendation 4*). Therefore this would require involvement of the lead Government institution in developing and approving the ProCap mission TORs and assigning a national counterpart/counterparts (*recommendation 5*) so that there is greater ownership from the beginning.

6.3 Mission TOR

A related point to 6.1 is the slightly unrealistic length and breadth of the mission TORs given that two missions were incorporated into the TORs which hindered practical and timely deployment for either country and some tasks were no longer relevant or lay outside the ProCap SPO or host agencies direct control. In addition some tasks overlapped with those of other UN colleagues and consultants. It would be good to prioritise TOR and make them as realistic and SMART as possible in the timeframe, while allowing flexibility to adapt to changing circumstances on the ground (*recommendation 6*).

6.4 Leadership for protection

One of the main obstacles hindering progress is the unresolved issue of which GRN line ministry will be officially designated as the lead for the protection sector, which had a knock on effect on fulfilling specific tasks in the mission TOR. For example it is hard to develop a reasonably detailed protection sector contingency preparedness and response plan if there is no officially recognized and designated lead (and co-lead) to drive it forward, bring all relevant actors around the table and be held accountable¹³. The ProCap SPO and colleagues made concerted efforts to advocate to GRN to make a swift decision and clearly communicate it across all levels in a variety of fora and further awareness raising through national and regional protection trainings served to galvanise commitment and bring matters to a head (*see previous points under 5.3 and 5.5*) However until GRN makes a decision, the risk is that the protection sector will be directionless and incoherent. It is vital that this issue is resolved as soon as possible (*recommendation 7*).

6.5 Default response vs. durable solutions

The default response to cyclical flooding in Northern Namibia has tended to focus mainly on the provision of emergency relief assistance in temporary relocation camps for IDPs, which is important and necessary as an immediate life saving measure for some of the disaster affected population. However many IDPs did not automatically move to camps and stayed with host families or remained in hard to reach communities instead with no access to emergency relief assistance. Also few resources were allocated to supporting flood affected families and communities during early recovery/recovery. This default response in itself contributes to increased protection risks for a number of reasons e.g. exposure of vulnerable groups to violence and sexual exploitation, school drop out, teenage pregnancies and risk of aid-dependency in camp settings, exclusion of host families and IDPs not in camps from relief assistance and longer recovery times owing to compounded vulnerabilities of flood affected families facing diminished resources from yearly displacement and loss, which have reduced their ability and speed to 'bounce back' from each flood. GRN has recognized this and purports a paradigm shift from emergency response to disaster prevention, preparedness/mitigation¹⁴ implying more emphasis on durable solutions, which is encouraging. However, in order to make this an operational reality considerable investment is required into ways and means to manage flood waters and use them to Namibia's advantage where possible while permanently relocating communities out of harm's way and providing access to alternative livelihood options. This will be no easy task and requires attention, commitment and resources (human and financial) of all actors involved (*recommendation 8*).

6.6 Budget

No budget had been allocated to facilitate key tasks in the ProCap TOR either by the host agency or by the Protection Standby Capacity Project ahead of the deployment e.g. field assessment and monitoring visits and capacity development activities. This meant negotiating the use of some of UNFPA's country programme budget while raising resources elsewhere which was not significantly detrimental but did slow down progress. Fortunately the GPC agreed to co-fund the national protection training. It would be useful if budgeting implications are discussed and agreed with the host agency during TOR development prior to deployment or ProCap allocates a small budget for ProCap SPOs to use for their activities (*recommendation 9*).

6.7 Availability of visual/interactive tools for communities

The protection cluster section of the onerresponse website contains a multitude of tools and guidelines which are indeed useful for humanitarian professionals involved in protection coordination and programming. However, the ProCap SPO noticed that there did not seem to be any visual or audio tools that have been used to illustrate key

¹³ Hence the protection sector section of the NDRMP is quite broad.

¹⁴ Please refer to the National Disaster Risk Management Plan, December 2011

protection principles and preventative, responsive and remedial actions for use by national trainers at community level in particular country contexts and languages.

IOM has developed an excellent toolbox appropriate to the Namibian context for their ToT in CCCM which has proved to be very effective, including some visual and interactive tools illustrating key points of protection e.g. IDP guiding principles and specific needs of vulnerable groups in camp settings etc. It is assumed that there must be plenty of other examples out there developed and adapted by a range of protection actors at country and local levels which are worth sharing widely. It would be great if there could be an online place where protection actors (Govt, UN, INGO, NGO, CBO) could upload innovative, creative and user tried and tested tools for others to access and adapt to their own local contexts and languages (*recommendation 10*).

7. Final Conclusions and Key Recommendations

7.1 Final conclusions

Despite these challenges the ProCap Mission was very successful overall and served to consolidate protection gains following the first ProCap Mission by keeping protection in the forefront of the minds of policy makers, senior managers and field practitioners, building their capacity in and understanding of the broad nature of protection and specific areas of responsibility and incorporating protection approaches and actions into strategic guiding documents. However, these gains must not be lost and a concerted effort will need to be made by UNFPA, RC/UNCT and GRN colleagues to take the protection sector forward in coming months to ensure a predictable and coherent protection response to future emergencies, especially the next likely flood cycle.

To this end there are several recommendations outlined in the following section.

7.2 Key Recommendations

1. Timing is crucial, therefore ensure that future ProCap SPOs are deployed expediently at an optimal time in the field for maximum effectiveness and simplify or speed up procedures for requests and approvals.
2. Unless the request is for a truly regional protection post, avoid putting more than one mission in the TOR at any one time in order to expedite the approval and deployment process.
3. Second the ProCap SPO directly into the lead Government institution/ministry responsible for coordinating disaster risk management in order to have more scope to influence policy development and develop national capacity and ensure that there is a national Government counterpart/counterparts assigned for the ProCap SPO to work with.
4. If the above mentioned option is not possible then second the ProCap SPO into the RC's or HC's office, where the SPO would report directly to the RC or HC in order for the mission to carry more weight, be perceived as 'inter-agency' working across UN agencies/Govt and reduce layers of reporting.
5. Involve the lead Government institution(s) in developing and approving the ProCap mission TORs and ensure that there is/are Government counterpart(s) already identified for the ProCap SPO to work with prior to deployment.
6. Prioritise mission TORs and make them as SMART and realistic as possible given the timeframe, and where possible crosscheck these with other deployments/consultancies in country to reduce overlap.
7. The Resident Coordinator should meet with OPM/DDRM and ensure that OPM/DDRM organizes a meeting with the Prime Minister and Permanent Secretaries to formally designate sector leads and co-leads as per the NDRMP, including the Protection Sector which must be subsequently clearly communicated in writing across national, regional and local constituency levels of governance as well as implementing partners and technical supporting agencies.
8. GRN, UNS, Intergovernmental organizations, NGOs and donor agencies should support GRN's commitment to disaster prevention, preparedness and mitigation by investing resources (human, technical and financial) into practical measures to reduce protection risk and increase resilience of populations living in zones vulnerable to natural hazards.
9. Host agencies and ProCap to discuss, agree and allocate a budget to facilitate key ProCap Mission TORs e.g. field assessment and monitoring visits and capacity development activities such as training workshops and tool development/production, ideally prior to deployment.
10. The Global Protection Cluster Working group to form a user-friendly online knowledge/tool repository where protection actors from Govt, UN, Intergovernmental and non-governmental and local communities can upload and download innovative, creative visual, audio and interactive protection tools adapted for national trainers to use in local communities. Perhaps this can be a spin-off from the onerresponse website?

11. UNFPA, together with other protection actors, to assist GRN to establish a robust protection assessment, monitoring and referral system after lead and co-lead ministries have been designated, building on the tools introduced through the regional trainings.
12. UNFPA through the RC and UNCT to obtain official approval of the draft Protection Sector Working Group TOR by UNCT and OPM/DDRM in collaboration with lead and co-lead ministries when they are designated in January/February 2012.
13. UNFPA with GRN counterparts to follow up the establishment of protection sector working groups at national and regional levels as a priority action in the first quarter of 2012 to ensure they are up and running, members are meeting their commitments and all areas of protection are covered especially during the imminent flood season.
14. UNFPA with support from the RC and agreement from heads of agencies to re-activate the UN in house protection working group in January 2012. This should not be perceived as a 'talking shop' or 'stand alone' group but one which is action focused in support of GRN counterparts in establishing and taking forward the protection sector working group at national and regional levels.
15. UNFPA to assist GRN to develop a detailed protection contingency preparedness and response plan when lead and co-lead ministries for the protection sector have been appointed, preferably in January/February 2012.
16. Based on the aforementioned contingency preparedness and response plan, UNFPA (and colleagues in the protection working group) should assist GRN by providing technical inputs into updates of the inter-agency and regional contingency plans scheduled for late January 2012.
17. As discussed and a reminder to UNFPA and implementing partners such as NRCS, include sufficient allocations of staff time and financial resources in operational work plans and budget for 2012 to safeguard and ensure adequate follow up of protection coordination support and operational protection work during the next flood cycle.
18. UNFPA and OPM/DDRM's training department to roll out further capacity development activities on protection at national and regional levels, building on the protection training workshops conducted in November and December 2011.

8. Annexes

Annex 1 ProCap Namibia Terms of Reference

Annex 2 UNFPA and NRCS Regional Field Visit Report on Protection in Flood Relief and Recovery 17th July – 31st July 2011

Annex 3 Terms of Reference for Namibia Protection Sector Working Group

Annex 4 Protection Sector section from the National Disaster Risk Management Plan,

Annex 5 Introducing the Learning Review

Annex 6 Protection in Natural Disasters in Namibia national training workshop concept note

Annex 7 Report of the National Training Workshop on Protection in Natural Disasters in Namibia 14th – 15th November 2011

Annex 8 Facilitator notes for Regional Protection Training Workshops

Annex 9 Powerpoint for Regional Protection Training sessions

S.J.Packwood, 31/12/2011