

# RCRC

Red Cross | Red Crescent  
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## 'People live here'

Images of enduring pain in the Caucasus

## Lessons in the sand

What we've learned on the Libyan–Tunisian border

## Humanity 2.0

Can new technology help us save lives?

# WORDS

into

# ACTION



THE MAGAZINE OF THE INTERNATIONAL  
RED CROSS AND RED CRESCENT MOVEMENT

# The International Red Cross and Red Crescent Movement is made up of the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC) and the National Societies.



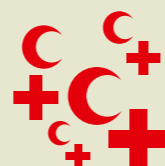
ICRC

**The International Committee of the Red Cross** is an impartial, neutral and independent organization whose exclusively humanitarian mission is to protect the lives and dignity of victims of armed conflict and other situations of violence and to provide them with assistance. The ICRC also endeavours to prevent suffering by promoting and strengthening humanitarian law and universal humanitarian principles. Established in 1863, the ICRC is at the origin of the Geneva Conventions and the International Red Cross and Red Crescent Movement. It directs and coordinates the international activities conducted by the Movement in armed conflicts and other situations of violence.



International Federation of Red Cross and Red Crescent Societies

**The International Federation of Red Cross and Red Crescent Societies (IFRC)** is the world's largest volunteer-based humanitarian network, reaching 150 million people each year through its 187 member National Societies. Together, the IFRC acts before, during and after disasters and health emergencies to meet the needs and improve the lives of vulnerable people. It does so with impartiality as to nationality, race, gender, religious beliefs, class and political opinions. Guided by Strategy 2020 — a collective plan of action to tackle the major humanitarian and development challenges of this decade — the IFRC is committed to 'saving lives and changing minds'.



**National Red Cross and Red Crescent Societies** embody the work and principles of the International Red Cross and Red Crescent Movement in more than 188 countries. National Societies act as auxiliaries to the public authorities of their own countries in the humanitarian field and provide a range of services including disaster relief, health and social programmes. During wartime, National Societies assist the affected civilian population and support the army medical services where appropriate.

## The International Red Cross and Red Crescent Movement

is guided by seven Fundamental Principles:

**humanity, impartiality, neutrality, independence, voluntary service, unity and universality.**

All Red Cross and Red Crescent activities have one central purpose:

**to help without discrimination those who suffer and thus contribute to peace in the world.**

# We succeed as a team – or not at all

**T**WENTY YEARS AGO, the United Nations created a new humanitarian system — where governments and aid agencies worldwide agreed to work together to deal with the rising number of crises.

Two decades on, that system has saved millions of lives and is more important than ever. But it is simply not working well enough — and in some cases is falling far short of what is needed. The humanitarian system has to evolve and it has to do so now.

Conflict, rising populations, rapid urbanization, environmental degradation, water shortages, increasing food prices and climate change are leading to larger, more severe and more complex emergencies than ever before.

Already this year, we face crises in the Horn of Africa, the Sahel, South Sudan, Sudan and Yemen — to mention just some. We will almost certainly face new emergencies from unexpected conflicts and natural disasters in the course of the year.

At the same time, humanitarian work is becoming more complex. Many more organizations, from more countries and more diverse backgrounds, are getting involved. And in an age of instant global communications, the quality of our response is under growing scrutiny, from both donors and the people we are there to help.

After the 2010 emergencies in Haiti and Pakistan, we were accused of failing as a system. While many people were helped, we fell short collectively. Many of us agreed with this assessment and decided we needed to fix it.

That is why in December 2011, members of the Inter-Agency Standing Committee (IASC) — a group comprising the leaders of the major humanitarian agencies — agreed to a significant shift in the way we



*In an age of instant global communications, the quality of our response is under growing scrutiny, from both donors and the people we are there to help.*

do our work. To make it better led, better coordinated and more accountable.

Our first decision was that at the onset of a major crisis, members of the IASC will come together within 48 hours and decide on the best way to manage the crisis. The focus will be on supporting the leadership in-country. The team, headed by a humanitarian coordinator, will have the power to take decisions, which the rest of the system will abide by.

We agreed to improve the training available to our senior leaders and to do much more at headquarters to support their work. More resources, better equipped staff.

## Your turn

If you would like to submit an opinion article for consideration, please contact the magazine at [rcrc@ifrc.org](mailto:rcrc@ifrc.org). All views expressed in guest editorials are those of the author and not necessarily those of the Red Cross Red Crescent Movement or this magazine.

We agreed to bolster our strategic planning — focusing on collective results, with clear, streamlined roles in different sectors (clusters) and organizations responding to the crisis. And we agreed that under this system, the leadership team would be held accountable not just for their own agency's performance, but for the entire system's response.

These are significant changes. No longer will strong individual results be good enough. We succeed as a team, or not at all.

Putting this into practice will not be easy. It requires a change in mindset at all levels — and will lead to sensitivities and friction as we make this new system work. In a community as diverse as ours, we need to capitalize on our individual strengths and be clear about areas for improvement.

To make this work, the role of the ICRC and IFRC members will be crucial — and their opinions will profoundly influence the way we progress. The Red Cross and Red Crescent networks boast some of the most experienced and talented disaster responders in the world. I hope you will share your expertise and play an integral part in the new response mechanism.

No one expects this to be easy. It will involve some difficult decisions and, on occasion, making compromises. As a community, compromise does not come easily to us. The core principles, which underpin our work, will guide and shape what we do and how we do it.

In an increasingly complex world, we have to work together.

By **Valerie Amos**

Valerie Amos is under-secretary-general and emergency relief coordinator for the United Nations Office for the Coordination of Humanitarian Affairs and is responsible for the oversight of all emergencies requiring UN humanitarian assistance. She also leads the Inter-Agency Standing Committee, a forum for coordination, policy and decision-making for UN and non-UN humanitarian partners.

Photo: UNOCHA





Photo: Nathalie Bonvin/IFRC

## Sahel faces imminent hunger crisis

Many countries across the Sahel will soon experience a major food crisis if urgent measures are not taken now to mitigate the effects of declining rainfall and a 25 per cent drop in food production, as well as higher food prices. The most affected countries are likely to be Burkina Faso, Chad, Mali, Mauritania, Niger and northern Senegal. "The harvest was bad and there is already a food shortage," said Salif Sy, who decided to leave his village with his wife without deciding on a particular destination. "We will try to look for and move to areas with water and grazing in order to save our cattle, the only resource left to us now." The IFRC launched an emergency appeal in January and allocated emergency disaster relief funds while the ICRC also continued to provide a variety of emergency food and health relief services.

## Humanitarian index

**8:23:** Minutes and seconds taken at the General Assembly to read the role call of attending National Societies, from Afghanistan to Zimbabwe.

**131:** Number of National Societies that attended the Movement's 2011 Statutory Meetings in Geneva in November.

**377:** Number of pledges made by National Societies during the Statutory Meetings.

**25,000:** Number of Haitian families

## Movement deplores killing of Syrian Red Crescent leader

The death of Abd-al-Razzaq Jbeiro, the secretary general of the Syrian Arab Red Crescent (SARC), in early January shocked and saddened the Movement. Jbeiro was shot while travelling on the main Aleppo–Damascus highway in a vehicle clearly marked with the Red Crescent emblem.

Both the IFRC and the ICRC called on all those involved in violence in Syria to respect the mission of the Red Crescent, which is to aid and assist people in need in a neutral and impartial manner. The SARC's president has submitted an official request to the Syrian authorities to investigate the killing.

In a joint letter to the SARC's president, the IFRC's president, Tadateru Konoé, and secretary general, Bekele Geleta, wrote: "The loss of such an experienced and committed Red Crescent leader in the course of his humanitarian duties is hard to bear... Our Movement is greatly diminished by his passing."

Beatrice Megevand-Roggo, head of ICRC operations for the Near and Middle East, said that the ICRC condemned attacks on vehicles carrying the Red Crescent emblem regardless of the circumstances. "The lack of respect for medical services is still a great issue in Syria," she said.

## Italian Red Cross responds to capsized ship

Roughly 250 Italian Red Cross staff and volunteers took part in a rescue and relief operation at the site of the capsized liner Costa Concordia. The

cruise ship hit rocks off Italy's west coast in early January, killing at least 12 people and injuring 70 more.

Volunteers have supplied more than 800 people with clothes, shoes, hygiene kits, medicines and other material. They moved people to nearby hospitals and provided health care for 40 of the injured passengers at the Orbetello medical post.

## Project targets malaria in central Africa

In a desperately poor region in south-eastern Central African Republic where the number one cause of death is malaria, violent acts committed by some weapon bearers have made the delivery of health care extremely precarious.

Since September 2011, the ICRC has been carrying out a pilot project in Obo in order to tackle the health-care problem despite these constraints. The project aims to diagnose the disease at the first sign of symptoms, administer anti-malarial drugs and provide medical care throughout the treatment – all without cost to the patient. The programme has already shown that early treatment drastically reduces the mortality rate.

## Working to prevent elderly abuse

According to the World Health Organization, between 4 and 6 per cent of older people have experienced some form of abuse in their own homes, ranging from physical, sexual and psychological

## Quotes of note

**"If collectively we have learned one lesson from the shelter response in Haiti, it's the need for flexibility."**

Xavier Genot, Movement shelter coordinator in Haiti (see page 26)

**"I know I can do this, I can make a success of my business."**

Marlene Lottee, 42-year-old mother of three who lives in the Delmas 30 neighbourhood of Port-au-Prince (see page 26)

**"The difference you make can be small, and it can take time, but you can make a difference."**

Jakob Kellenberger, ICRC president (see page 24)

abuse to financial exploitation, neglect and abandonment.

In Serbia, which has one of the oldest populations in Europe (15.4 per cent of inhabitants are over the age of 65), the Red Cross of Serbia has developed a home-care programme to sensitize and educate volunteers and the general public about discrimination and abuse.

One of the most active Red Cross branches is in Kragujevac, where 13 older volunteers work on a telephone helpline to assist their vulnerable peers and neighbours in solving many of the problems they may encounter including issues of health care, welfare, poverty and abuse.



Photo: Olivier Marthys/IFRC

## Malnutrition in the wake of floods

High levels of malnutrition among the flood-affected communities of Pakistan's Sindh province remains one of the most challenging humanitarian problems, confirm doctors working with the Pakistan Red Crescent Society.

According to a survey conducted before the floods by the Sindh Department of Health and the United Nations Children's Fund, acute malnutrition rates in the province reached 22.9 per cent in the north and 21.2 per cent in the south. These rates are well above the World Health Organization's 15 per cent emergency threshold, which triggers a humanitarian response.

# Contents

ISSUE 1 · 2012 · redcross.int

■ Cover story <b>Words into action</b> Following the promises and commitments of the Movement's 2011 Statutory Meetings in Geneva, the focus now shifts to putting words into action. How do we best implement international humanitarian law on the ground? Our coverage starts in the Philippines, where the ICRC and the Philippine Red Cross offer one model: a comprehensive approach towards the implementation of IHL in an area of ongoing, internal conflict.	4	■ Disaster relief <b>Forgotten flood</b> The phenomenon of forgotten disasters is not unique to developing countries. The 2011 floods in Minot, North Dakota in the American Midwest, are a case in point.	20
■ Statutory Meetings <b>Words of change</b> More than 2,000 people came to Geneva, Switzerland in November to help set the course for future humanitarian action during the Movement's 2011 Statutory Meetings. Youth leaders, for example, used the occasion to push for a greater role in humanitarian decision-making, while the Movement and states agreed on several vital resolutions to enhance humanitarian access, protection of vulnerable people and delivery of aid.	10	■ Humanitarian values <b>Lessons in the sand</b> One year since the crisis in Libya began, the Movement continues to provide aid to thousands of vulnerable people still living in limbo in camps at the Libyan–Tunisian border. What have been some of the key lessons learned? The Tunisian Red Crescent's Hafedh Ben Miled offers the insights of a volunteer who has worked on the front lines since the beginning.	22
■ Focus <b>"People live here"</b> On a brick wall in Grozny, Chechnya, a faded, spray-painted message — perhaps dating back to the years of war in the 1990s — shouts a warning to combatants: "People live here". It's a plea from those within to be spared from the battle raging outside. Though the intense fighting of the 1990s has subsided, the message is as pertinent as ever.	14	■ Interview <b>Changing times, big challenges</b> As Jakob Kellenberger prepares to step down after 12 years as president of ICRC this year, <i>Red Cross Red Crescent</i> magazine asked him to reflect on the challenges and the achievements of the past 12 years, as well as his concerns and hopes for the future of humanitarian action.	24
■ Disaster response <b>Humanity 2.0</b> <i>Red Cross Red Crescent</i> magazine talks with digital humanitarian Patrick Meier about the evolving intersection between new technologies and humanitarian response.	18	■ Natural disaster <b>The promise of shelter</b> Two years after the 2010 earthquake in Haiti, thousands of families have been supported to leave camps, kick-start livelihoods and send their children to school. Nearly half a million vulnerable people are still living under canvas, plagued by violence, rain and floods and the threat of eviction. For these people, what happened to the promises of support and the billions of dollars raised?	26
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**On the cover:** Design, New Internationalist. Photos: IFRC



4. Words into action



10. Words of change



20. Forgotten flood



22. Lessons in the sand



26. The promise of shelter





## WORDS into ACTION

When the presidents of the ICRC and IFRC, Jakob Kellenberger and Tadateru Konoé, welcomed the 1,700-plus delegates from around the world to the 31st International Conference of the Red Cross and Red Crescent in November 2011, they stressed the importance of following through on the promises made at the meeting in Geneva.

“Declarations of intent will never be sufficient to save lives and protect human dignity,” Kellenberger said in his speech. Konoé continued the theme, calling on governments to support National Societies in following through on pledges made and resolutions passed at the gathering.

“No government, no matter how strong, can hope to do everything,” he said. “By strengthening its National Society, more can be achieved, particularly in support of marginalized groups which can be difficult to reach through official means.”

The International Conference concluded with the adoption of resolutions on a wide scope of topics: health care in danger, migration, implementing the memorandum of understanding between the Palestine Red Crescent Society and the Magen David Adom in Israel, international disaster law, health-care inequities, the four-year action plan for international humanitarian law (IHL), National Society and volunteering development, and strengthening legal protection for victims of armed conflicts.

With those key resolutions passed and 377 pledges made by National Societies on topics ranging from disaster law to road safety and first aid, attention now focuses on how to put these promises into action.

For inspiration, we turn to the Philippines where the National Society and the ICRC are working together to implement IHL in the country’s ongoing internal conflicts. While the Philippine Red Cross and the ICRC are implementing the humanitarian laws already on the books, their collaboration offers lessons on how to work with various sectors over a long period to follow through on challenging humanitarian commitments.

Our coverage continues with the next steps for international disaster response law, the protection of medical workers and patients in conflict, a call from youth at the General Assembly, and other words of inspiration and action from the 2011 Statutory Meetings.

# Putting words into action

In the jungles, schools, barracks and legislative halls of the Philippines, Movement and external partners take a comprehensive approach to applying the letter and spirit of international humanitarian law.

IT’S 07:30 IN THE MORNING in Cotabato City, Central Mindanao, the Philippines. A beautiful day, and in a very beautiful part of the world: blue skies, sunshine, coconut palms.

But this is also a troubled part of the world: the Philippines has suffered decades of conflict between government forces and various armed groups. The violence has, over the years, cost an estimated 150,000 lives, and Mindanao has been one of the worst-affected regions.

This morning in Cotabato, men serving in the Philippine Marine Corps are gathering outside their barracks. A makeshift tent has been erected to provide shade over rows of chairs.

When everyone is seated, two ICRC staff (Albert Madrazo and Jeffrey Michael Sison) begin a presentation on international humanitarian law, or IHL as it’s known for short. It is an energetic, imaginative and engaging run through the rules, which every soldier is supposed to know: the need to protect civilians, the need to distinguish combatants from non-combatants, the treatment of prisoners, etc.

Sessions like these are run by the ICRC in conflict zones all over the world. Rebel forces and regular armies alike are reminded that war has rules and they must be followed.

In the Philippines, it’s gone well beyond simply sessions and reminders. Despite, or even because

The ongoing conflict in the Philippines has caused numerous challenges for humanitarian assistance and protection — as well as for compliance with international humanitarian law. Outbreaks of fighting have displaced thousands and made access difficult. Above, an ICRC delegate assists displaced people on the southern Philippine island of Mindanao in September 2008, following fighting between government troops and Muslim separatist rebels.

Photo: AFP PHOTO/Jes Aznar



of, its long internal armed conflicts, this country has been making considerable strides to promote the ideals of IHL and, even though there are still challenges, to ensure that they are not only discussed, but practised.

The Philippines has ratified more IHL-related treaties including the Geneva Conventions and its Additional Protocols, than any other country in South-East Asia, and, in 2009, passed a radical new piece of legislation, known as Republic Act (RA) 9851 (or Philippine Act on Crimes against International Humanitarian Law, Genocide and Other Crimes Against Humanity), incorporating many of the obligations of IHL into domestic law.

What's more, across society, from the judiciary to educational institutions to the armed forces, IHL programmes are being introduced with energetic support from the Philippine Red Cross and the ICRC.

### Soldier and guardian

In the capital Manila, Colonel Domingo Tutaan Jr. is a busy man. He is in charge of the international humanitarian law and human rights section of the Armed Forces of the Philippines and, as such, is responsible for ensuring that every soldier knows IHL and applies it in the field.

As a state institution, the armed forces perform duties in conflict and other situations of violence involving both IHL and human-rights issues. Essentially, these are distinct but complementary domains: IHL being applicable during armed conflict; human rights being applicable during both peace and armed conflict.

***“My job is to ensure that the soldiers understand not only that they should comply, but that they understand why they should comply.”***

**Colonel Domingo Tutaan Jr.,** head of the IHL and human rights section of the Armed Forces of the Philippines

☞ A member of the Philippines' largest Islamic rebel group, Moro Islamic Liberation Front (MILF), stands guard during peace talks in Mindanao in 2008. The ICRC maintains contact and discusses IHL with all armed groups and some experts say they've seen awareness of IHL grow in recent years. In 2006, for example, MILF amended its rules of engagement to incorporate key IHL principles. Photo: REUTERS/Romeo Ranocco, courtesy www.alertnet.org



Colonel Tutaan is enthusiastic, and keen to demonstrate his devotion to his job. His business card, which he hands over with a flourish, contains not just his name and contact details, but the words: “I am a soldier, I am a guardian of human rights.” His office is full of posters, pamphlets and books promoting IHL, many of them produced with technical advice and financial support from the ICRC.



“My job,” he explains, “is to ensure that the soldiers understand not only that they should comply, but that they understand why they should comply.”

Colonel Tutaan freely admits that the armed forces do not have an unblemished record. “Because of the history that we have,” he says, “with a long period of martial law, something was tainted... something was needed to restore relations with the public.”

The colonel clearly sees IHL promotion not just as a moral imperative, but as strategically smart. “We think our work [with IHL] could help bring an end to the conflict,” he claims. “It's not defeating the enemy, it's winning the peace.”

Part of the strategy of the armed forces involves appointing an officer in charge of IHL, usually the second in command, in every unit and battalion. Their job is to monitor implementation and compliance, and to report violations. These, in theory, can then be prosecuted under the new RA 9851 law.

So far, however, RA 9851 remains untested, although Colonel Tutaan insists he is “praying for” a viable case to take to court. He has two in mind: one involving alleged violations committed by the military during an interrogation, the other over the death of soldiers, allegedly killed after they had been captured, by an armed group. But so far, he says, witnesses and victims are either not available, or remain reluctant to come forward.

### On our own

Nevertheless, RA 9851 remains, on paper at least, a very strong piece of legislation, which, if used, could hold IHL violators to account, and encourage compliance. Richard Gordon, chairman of the Philippine Red Cross and a former senator in the Philippine Congress, played an instrumental role in getting the law passed.

“We want to show we can implement IHL on our own,” he explains. “The Philippines can punish the violators right here at home, it doesn't need to take them to the International Criminal Court.”



☞ ICRC delegates Albert Madrazo and Jeffrey Michael Sison bring the message of IHL to members of the Philippine marine corps stationed in Cotabato, Mindanao. Photo: Cynthia Lee/ICRC  
 ☞ Colonel Domingo Tutaan Jr., head of the IHL and human rights section of the Philippine armed forces. Photo: Allison Lopez/ICRC  
 ☞ Bai Fatima Sinsuat, chairwoman of the Cotabato chapter of the Philippine Red Cross. Photo: Imogen Foulkes/IFRC



Meanwhile Jean-Daniel Tauxe, head of the ICRC delegation in the Philippines, views the law as the “latest success” in the promotion of IHL in the country, but believes more needs to be done to raise awareness. Here again, the ICRC and the Philippine Red Cross are active. IHL training sessions for lawyers, prosecutors and judges are being set up, working together with the national bar association, the Department of Justice, and the official agency that trains the judiciary.

One of the most successful awareness-raising projects is a programme involving young law students around the country. At an annual competition, they argue hypothetical cases involving the application of IHL. Christopher Louis Ocampo and Daniel Siegfried Corpuz, both aged 26 and in their final year of law studies in Manila, are successful participants: they won the competition in 2008.

“We debated all sorts of things,” remembers Ocampo, “such as whether a general can be held liable for war crimes committed under his command. Or what level of destruction of cultural property is excessive.”

“We were really able to hone our skill,” agrees Corpuz.

The moot court competition, which now includes 19 participating universities, has practical applica-

***“We want to show we can do this on our own. The Philippines can punish violators right here at home, it doesn't need to take them to the International Criminal Court.”***

**Richard Gordon,** chairman of the Philippine Red Cross

tions for those who take part. “Just two years [after the competition], I was talking to security forces in Mindanao about IHL,” says Ocampo, who was working for a government human-rights agency at the time. “At first I got the feeling they thought, ‘This guy is too young, why is he trying to tell me what to do in an armed conflict’, but then they became very receptive. “I really feel I have been able to influence the conflict situation.”

Nevertheless, both young men believe there is a long way to go before their country can truly say that implementation, let alone compliance, of IHL, is really working.

“Yes they [the military] are very open to talking about IHL,” says Ocampo. “But whether or not they are actually doing it, that's another story.”

This question is one reason many are watching closely to see how effectively the country's new IHL law will be implemented. A leading expert on IHL and human rights in the Philippines, Harry Roque says there is “a lot of room for improvement” in this regard.

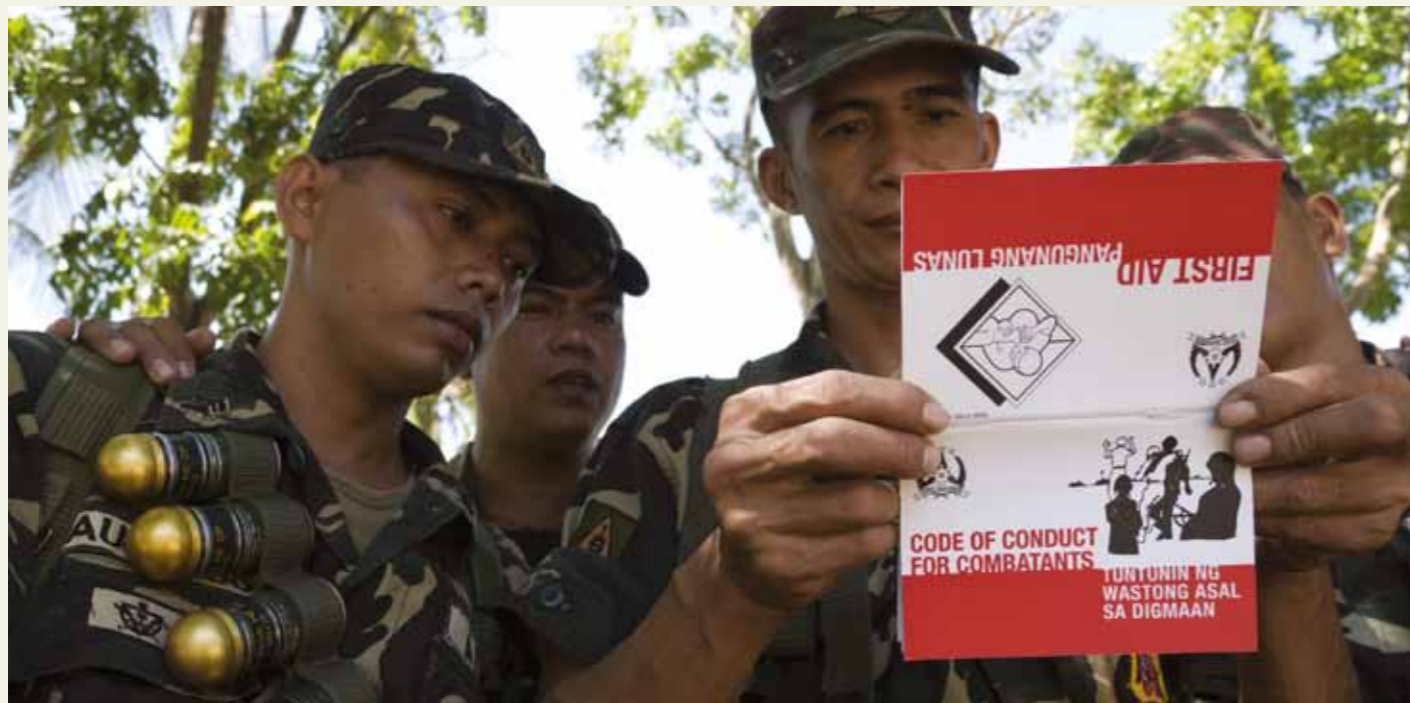
The Philippines, he says, has been “good in terms of ratifying IHL treaties”. The primary challenge now, with RA 9851 only recently enacted, is that “the existing criminal justice system does not appear to be effective in implementing the duty to investigate, prosecute and punish those who will commit serious violations of IHL”.

As an example, Roque cites the case of a former general accused by human rights groups of having allegedly ordered serious violations of IHL — targeted killings of civilians — and who has not yet been arrested and prosecuted. At the time this magazine went to press, that general was still a fugitive, charged in connection with a case of enforced disappearance.

Likewise, Roque says, members of armed groups have not been prosecuted for alleged violations of IHL that have been reported in the media.

While none have so far been prosecuted under RA 9851, a number of them have been arrested, de-





Members of the 6th Infantry Division of the Marine Corps of the Philippines review materials handed out during an ICRC briefing on IHL. Photo: Didier Revol/ICRC

tained and sentenced under domestic law for acts linked to the armed conflicts.

### Fear of violence

Back in Cotabato city, fear of violence remains ever present among local people. Bai Fatima Sinsuat, chairwoman of the Cotabato chapter of the Philippine Red Cross, has lost several members of her family, including her youngest son and her sister, to violence over the years.

Central Mindanao, in particular, is a troubled region with complex situations of violence. Aside from the two internal armed conflicts, frequent disputes between clans, locally called *ridos*, almost always turn bloody, affecting huge parts of the population. Criminal activities such as abduction and politically motivated killings are a source of further insecurity and lack of development in a region rich with minerals and oil.

Sinsuat, who started with the Red Cross in 1974 as a blood donor and volunteer, says that now, the effects of the conflict are what occupy much of her time.

She claims that the military, who are present in Cotabato in large numbers, have in the past been guilty of abuses, and suggests that some local people “when they see the military here, they don’t trust them”.

Nevertheless she welcomes the efforts to promote IHL being made within the Philippine armed forces. “I think they have changed a little,” she says. But, she points out, the armed forces are just one side of the story. For IHL to be respected, the armed groups need to comply too.

At various times, in fact, the armed groups involved in the country’s two separate, ongoing internal armed conflicts have both made public and political commitments to their obligations under IHL.

In 1998, the Philippine government and the National Democratic Front of the Philippines, Communist

**“We are slowly gaining ground thanks to the work of our teams in the field and the ICRC’s continuing dialogue with all parties to the conflicts.”**

**Jean-Daniel Tauxe**, head of delegation, ICRC Philippines

Party of the Philippines and New People’s Army signed an agreement to respect IHL and human rights, as well as jointly monitor compliance.

And in 2006, the Moro Islamic Liberation Front issued General Order No. 2, which amended the armed group’s rules of engagement to incorporate key IHL principles.

“All around the world, the ICRC also promotes IHL to armed groups, but in very practical terms, there are obviously more difficulties in accessing them compared to state armed forces,” explains Tauxe. “Their leadership structures are also not as defined as those of the government forces, which means that it is not easy to ensure directives given at the top echelon will trickle down to all the units.”

“In the Philippines, however, we are slowly gaining ground thanks to the work of our teams in the field and the ICRC’s continuing dialogue with all parties to the conflicts,” he says.

### Respecting the law

This is an issue which, unsurprisingly, is on the minds of the young marines taking part in the ICRC’s IHL session. Many have lost colleagues in the conflict and many are of the opinion that the armed groups they are fighting show little or no respect for IHL. Some feel their opponents encourage violations as a way to instil fear.

When, at the end of their presentation, Madrazo and Sison ask for questions, the first thing the Marines want to know is whether the ICRC takes its IHL message to the armed groups as well. There is a ripple of reassurance as Madrazo explains that yes, the ICRC has contact with all those participating in the conflict, and that the message about IHL is always exactly the same.

But, after the presentation, some soldiers admit they feel “constrained” by the rules of IHL and some

are sceptical about RA 9851, regarding it as a piece of legislation which is only ever likely to be used against them. “It’s only the military that will be punished,” says one. “Not the other side.”

“In combat we do uphold IHL. We do comply,” insists another who feels that the other side may not.

Nevertheless most seem convinced by the argument, made by Colonel Tutaan, that upholding IHL is a good strategy, which will encourage trust in the local population and, in the long run, help facilitate peace.

The battalion’s commanding officer, Lieutenant Colonel Dorotheo Jalandoni, echoes Colonel Tutaan when he says that the military has “matured”.

“Every time we plan any action,” he says, “respect for human rights and the rule of law are there.”

And back in the headquarters in Manila, Colonel Tutaan himself remains buoyant, fuelled by his conviction that implementing and complying with IHL will bring peace closer.

## More about IHL

To read more about the IHL resolution passed at the 31st International Conference, visit: [www.redcross.int](http://www.redcross.int)  
For more about IHL and armed groups, see the forthcoming edition of the *International Review of the Red Cross* (Vol. 93, No. 882): *Understanding armed groups and the applicable law.*

“We are not going to win this war with our rifles,” he says, “but with discipline, courage and humour.”

In the end, the commitment of Colonel Tutaan, or of young law students like Ocompo and Corpuz, together with the awareness-raising work done by the ICRC and the Philippine Red Cross, may combine with two other ever-present factors in the Philippines — weariness and grief — to promote peace.

“We are tired of fighting,” admits one commanding officer in Cotabato. Meanwhile Bai Fatima Sinsuat, now 73 years old, is preparing for another day of Red Cross work, doing a job she would much rather not do, visiting the bereaved family of someone killed in the violence.

“This war has given us so much pain,” she says. “This dirty, ugly war.” ■

By **Imogen Foulkes**

Imogen Foulkes is the BBC’s United Nations correspondent based in Geneva, Switzerland.

# Years of conflict at a glance

Internal armed conflicts have persisted in the Philippines for decades, causing cycles of displacement, fear and stunted economic growth.

The Philippines currently hosts two very distinct battlefronts, pitting the national armed forces against secessionism by a Moro group and also a Communist insurgency said to be one of the longest-running in the world.

Last year, peace negotiations restarted on both conflicts, but formal talks between the Philippine government and the New People’s Army (NPA) — the armed wing of the Communist Party of the Philippines — have since halted. Clashes between government troops and NPA members continue in the countryside, claiming lives on both sides and disrupting the lives and livelihoods of civilians, who sometimes get caught in the cross fire.

The government remains positive in its continuing dialogue with the Moro Islamic Liberation Front, but a peace deal has yet to be seen. In 2008, hundreds of thousands of people were displaced in central Mindanao due to renewed fighting sparked by the aborted signing of an agreement that would have created a sub-state for the Bangsamoro people, the native inhabitants of Mindanao. While most of the affected families have returned or settled elsewhere, many have yet to fully recover from the 2008 hostilities.

The ICRC has worked in the Philippines for more than 50 years, carrying out a broad range of humanitarian activities to assist and protect those affected by the armed conflict.

The National Association of the Red Cross, which would later become the Philippine Red Cross (PRC), began operating in 1899. Today, the National Society

has more than 100 chapters, 30 of which are in the Mindanao region.

Work in conflict zones often puts ICRC staff and PRC volunteers in danger. The most recent reminder of this came in February, when PRC volunteer Benny Balmiediano was killed by an explosion after rushing to help victims during an attack in Kidapawan City.

ICRC and PRC representatives deplored the death and called on all parties to protect humanitarian workers. The volunteer’s son Bryan said: “My father was my idol. His loving memory will always be my inspiration to remain committed to the humanitarian mission of the Red Cross.”

Throughout the years of conflict, civilians have suffered enormously. Residents carry their belongings as they flee during one period of intense fighting in 2008.

Photo: REUTERS/stringer Philippines, courtesy [www.alertnet.org](http://www.alertnet.org)





## Movement gathers for 2011 Statutory Meetings in Geneva

WHEN THE MOVEMENT'S 2011 Statutory Meetings kicked off in Geneva in November, it took more than eight minutes to complete the roll call of attendees — as representatives from Afghanistan to Zimbabwe declared their presence at the IFRC General Assembly.

Volunteers and staff from 131 National Societies had come from around the world to take part in the Statutory Meetings, held in a conference centre in the heart of the same city where Dunant and Moynier founded what is now the International Red Cross and Red Crescent Movement.

"We feel great, like we finally made it," said Ibrahim Shafeeg, attending his first assembly as president of the newly-recognized Maldivian Red Crescent, which had just officially become the 187th member of the IFRC. "We will go forward faster and full of confidence. We are very proud to be a part of the family."

By the time the final meeting, the International Conference, had begun five days later, more than 2,000 people had assembled at what has become the largest humanitarian gathering in the world. They were there to do what Movement delegates have done for more than a century: shape the course of humanitarian action and strengthen the policies and legal protections that make the work of saving lives and protecting vulnerable people possible.

Many of the attendees were old hands, having been to the Nairobi General Assembly and Council of Delegates in 2009 or to prior statutory meetings. For newcomers, the formal manner of address, the many speeches and the at-times obtuse legal language of the resolutions — recognizing this and taking note of that — seemed somewhat abstract compared to the day-to-day reality back at home or in the field.

But there was also palpable excitement as delegates met with colleagues, lobbied for their causes, attended workshops relevant to their work or voiced support or objection to matters before the assembly, the conference or the Council of Delegates.

### Words to inspire

As delegates listened through their headsets to translations of the hundreds

# Words of change

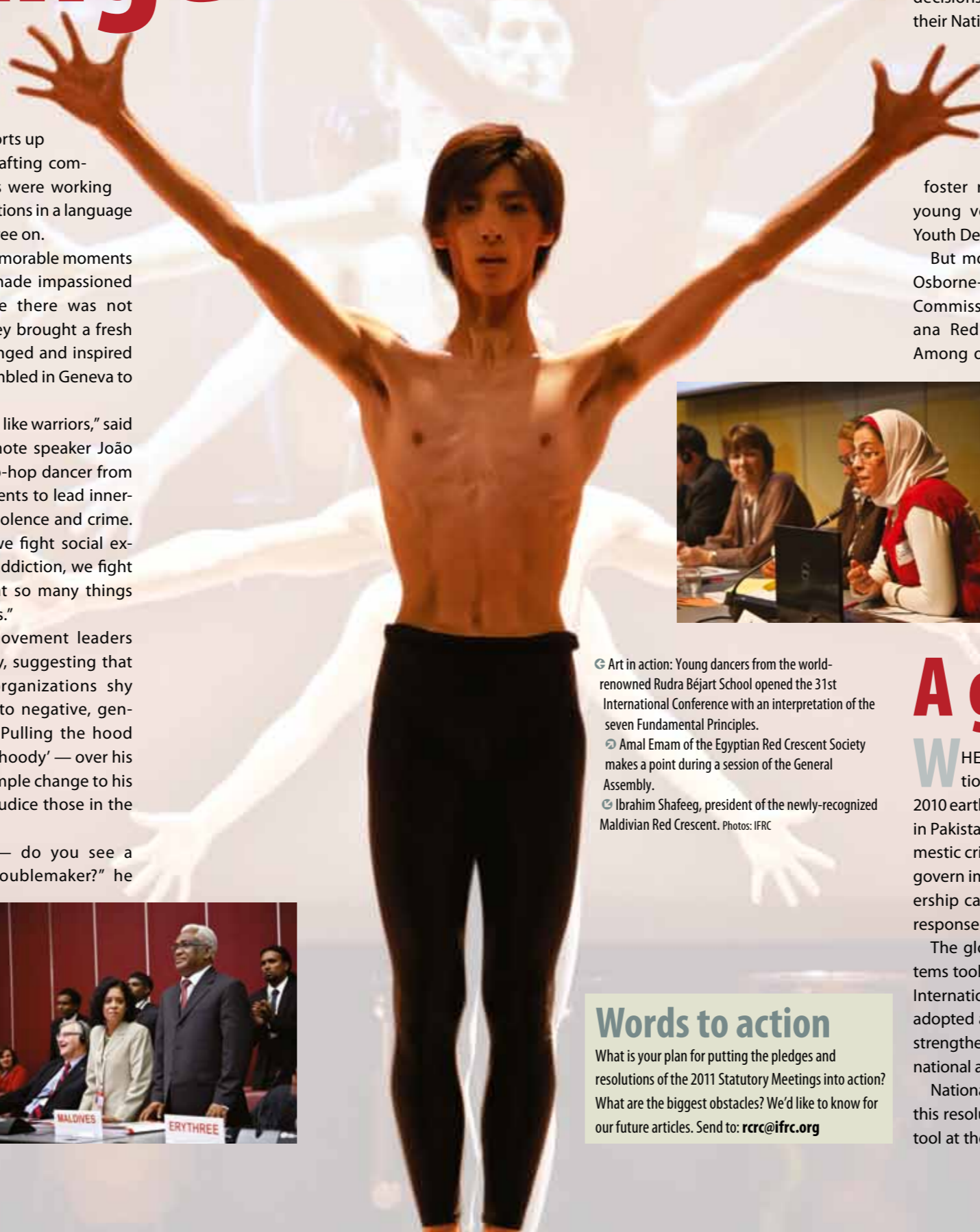
of speeches and 'interventions' — comments from National Societies and states on the resolutions and reports up for consideration — drafting committees in other rooms were working feverishly to craft resolutions in a language that all parties could agree on.

Some of the more memorable moments came when speakers made impassioned pleas on issues where there was not agreement or when they brought a fresh perspective that challenged and inspired the humanitarians assembled in Geneva to do better.

"As volunteers, we are like warriors," said General Assembly keynote speaker João Brites, a Portuguese hip-hop dancer from Lisbon who uses his talents to lead inner-city youth away from violence and crime. "We fight criminality, we fight social exclusion, we fight drug addiction, we fight discrimination. We fight so many things and yet we hold no guns."

Brites challenged Movement leaders to see youth differently, suggesting that many humanitarian organizations shy away from youth due to negative, generational stereotypes. Pulling the hood of his sweatshirt — his 'hoodie' — over his head, he asked if this simple change to his appearance would prejudice those in the room against him.

"With the hat on — do you see a change-maker or a troublemaker?" he asked. "My question for you is: how many of you in your National Society are running away from the solutions, thinking that people are a part of the problem when, in fact, they are part of the solution?" ■



Art in action: Young dancers from the world-renowned Rudra Béjart School opened the 31st International Conference with an interpretation of the seven Fundamental Principles.

Amal Emam of the Egyptian Red Crescent Society makes a point during a session of the General Assembly.

Ibrahim Shafeeg, president of the newly-recognized Maldivian Red Crescent. Photos: IFRC

### Words to action

What is your plan for putting the pledges and resolutions of the 2011 Statutory Meetings into action? What are the biggest obstacles? We'd like to know for our future articles. Send to: [rcrc@ifrc.org](mailto:rcrc@ifrc.org)

## The promise of youth

RECENT WORLD EVENTS give powerful evidence of the power of youth to effect social change. But are we as a Movement doing enough to give young people not just a voice, but also a role in making decisions and determining the course of their National Societies?

The answer from some young people attending the conference was: "No, not enough." National Societies and the IFRC have done a lot to encourage youth leadership and foster regional youth networks since young volunteers signed the Solferino Youth Declaration three years ago.

But more must be done, said Ashanta Osborne-Moses, chair of the IFRC's Youth Commission and manager of the Guyana Red Cross's HIV/AIDS programme. Among other things, the Youth Commission has been busy building regional youth networks and developing an IFRC-wide youth policy, which was approved at the General Assembly in November.

The commission also presented a report to the assembly that called for a greater leadership role for young humanitarians. "Particular challenges seem to be in the fields of youth leadership and the involvement of youth in decision-making; too often, youth are given promises but not the real power to influence," noted the report. Osborne-Moses encouraged more National Societies to sign the pledge committing to greater inclusion and involvement of youth, and urged those who have signed the pledge to follow up. "The primary role of National Societies is now to follow through on whatever commitments or pledges or whatever agreements we make," she said. In the Middle East and North Africa, where the power of youth has been on full display during the past year, Amal Emem, a young volunteer with the Egyptian Red Crescent, said her National Society includes a youth member on the governing board. "And in every branch of our National Society, we have a youth representative who has the same rights in voting, decision-making and in expressing the ideas and visions of youth," she said. "Yet, as youth, we never say, 'this is enough,'" she continued. "As we demand more, we have a big responsibility to prove we deserve this role. We must be able to take a step backwards at the right time, and let other youth leaders take a step forward so we can empower each other." ■

## A good act to follow

WHETHER MOBILIZING an international emergency response — the 2010 earthquake in Haiti, the massive floods in Pakistan — or responding to smaller domestic crises, the laws and regulations that govern imports, health care and land ownership can either hinder or assist disaster response and recovery.

The global effort to improve these systems took a major step forward at the 31st International Conference when delegates adopted a resolution that calls on states to strengthen the legal preparedness for international and domestic disaster response.

National Societies and states eager to put this resolution into action now have a new tool at their disposal: a 'model act' that can

help them use the IFRC's International Disaster Law Guidelines in crafting or improving domestic disaster legislation before any potential international disaster response.

The model act was unveiled by the IFRC, the United Nations Office for the Coordination of Humanitarian Affairs and the Inter-Parliamentary Union, after some two years of consultations with legal and disaster management experts.

"We are well aware that no one model can fit all needs," noted David Fisher, coordinator of the IFRC's Disaster Law Programme. "But this can serve as a convenient starting point as governments begin the complicated task of developing new laws." ■



# Making care safe for all

**I**N PASSING THE RESOLUTION 'Health Care in Danger: Respecting and Protecting Health Care', the International Red Cross and Red Crescent Movement set the stage for addressing what some have called "one of the biggest and yet most overlooked humanitarian problems today" — the ongoing threat to health-care workers and those seeking medical attention during times of conflict.

The resolution calls on parties to conflict to live up to their "obligations to respect and protect the wounded and sick, as well as health-care personnel and facilities and medical vehicles, and to take all reasonable measures to ensure safe and prompt access for the wounded and sick to health care, in times of armed conflict or other emergencies".

Attention now turns to the hard work of engaging with governments and armed groups to be sure these fundamental concepts are respected. Much of that follow-up is described in the resolution itself, which serves as an action plan of sorts, advising states to intensify their efforts to "adopt the required domestic implementation measures based on relevant international legal obligations".

The resolution also calls on them to ensure respect for the red cross and red crescent emblems by adopting, where appropriate, "the legal measures, including enforcement measures, pertinent to the use and the protection of the distinctive emblems recognized by the Geneva Conventions and their Additional Protocols".

## Investigate and prosecute

The resolution also calls on states to "ensure effective investigations and prosecution of crimes committed against health-care personnel... and to cooperate to this end, in conformity with their international obligations, at inter-state level and with international criminal tribunals and courts".

The Movement also has responsibilities under the resolution. National Societies, the ICRC and the IFRC must continue "supporting and strengthening the capacity of local health-care facilities and personnel around the world and to continue providing training and instruction for health-care staff and volunteers".

Support for the resolution was strong, with numerous delegates making passionate testimony about the grave threats to health care in their countries. Still, there was considerable debate as some states expressed concern about aspects of the resolution during the drafting process.

National Societies wanted to make it clear that they have a role to play in other situations of violence and there was also a small group of countries that felt the Movement needed to be more precise about what was meant by 'other situations of violence', a term used when referring to situations such as intense urban or communal violence, or other hostilities that don't meet the definition of armed conflict covered under international humanitarian law (IHL).

A few countries also felt that the Movement might be on some type of 'mission creep' or trying to extend the field of applicability of IHL to situations outside armed conflict. But that is not the intention, said ICRC President Jakob Kellenberger.

"It is not in our humanitarian interests," he noted. "In fact, for us, it's perfect if international human rights law is applicable, as well as national law, because international human rights law often protects people better than international humanitarian law." ■



## Quotes of note from the 2011 Statutory Meetings

*"We have spent more time focusing on why we should not talk to others, than finding out how we talk to others. But now, as we prepare to talk, we understand how little we know."*

**Jonas Gahr Støre**, Norwegian foreign minister (also a former Norwegian Red Cross secretary general) speaking at the TEDxRC<sup>2</sup> event on why nations need to initiate dialogue with their adversaries during conflict.

*"The transformation of our society poses many challenges, but with support from the Movement, we will meet those challenges."*

**Mark Akio**, interim chairman of the South Sudan Red Cross.



*"What amazes me about the Movement is that you can be a big National Society or you can be a small one, but you have the same rights and responsibilities to take part in decisions and to assist the vulnerable."*

**Niki Rattle**, volunteer nurse and secretary general of the Cook Islands Red Cross, who served as chair of the 31st International Conference.  
Photo: ICRC

Inside the Health Care in Danger tent at the 31st International Conference. Photo: ICRC

*"Physical rehabilitation is a priority. Dignity cannot wait for better times."*

**Alberto Cairo**, head of ICRC's orthopaedic department in Afghanistan, speaking at the TEDxRC<sup>2</sup> event. Photo: IFRC



# Reaching migrants on the margin

**A**S THE NUMBER of people on the move in today's world continues to rise, the humanitarian challenge of accessing and assisting those migrants is also expanding.

Legal, social and cultural barriers add to the challenge of accessing and assisting these highly marginalized individuals, who often enjoy little access to health care, education and employment. Often, those who assist them run afoul of immigration laws.

At the 31st International Conference, states and National Societies agreed to improve humanitarian access to these communities and acknowledged "the importance of respect for the human dignity and protection of all migrants".

National Societies, based on the principles of humanity and impartiality, have a role to play "in consultation with the public authorities, in providing humanitarian assistance to vulnerable migrants irrespective of their legal status". ■

# Equity equals better health

**P**OVERTY, POWER IMBALANCES between men and women, and discrimination are just a few factors that can prevent people from getting the care they need.

More must be done by states, National Societies and other actors to break down these barriers, according to key resolu-

tion adopted during the International Conference.

The resolution strongly encourages states and National Societies to work together in providing health-care services, promoting health knowledge and ensuring gender equality and non-discrimination in terms of access to those services. ■

# Volunteering in emergencies

**"V**OLUNTEERING IS NOT just a question of money, competence or expertise," said Olivier Haringanji, a volunteer and national youth coordinator for the Burundi Red Cross. "It is also a question of belief and a spirit of humanity."

Nonetheless, during his address as a keynote speaker who opened the 31st International Conference, Haringanji echoed the call for better protection, support and development for volunteers, many of whom risk their lives daily to help others.

That call was embodied in a resolution adopted by the conference in which National Societies and governments were

asked to strengthen humanitarian action through volunteer development, improved legal protection and by ensuring safe access for Red Cross Red Crescent volunteers to all vulnerable groups.

"This recognition by government is the key to making the passion of volunteers contagious and making the society better prepared for emergencies," said Haringanji. ■

## Words to action

For more about the resolutions passed and the next steps, visit our website at [www.redcross.int](http://www.redcross.int)

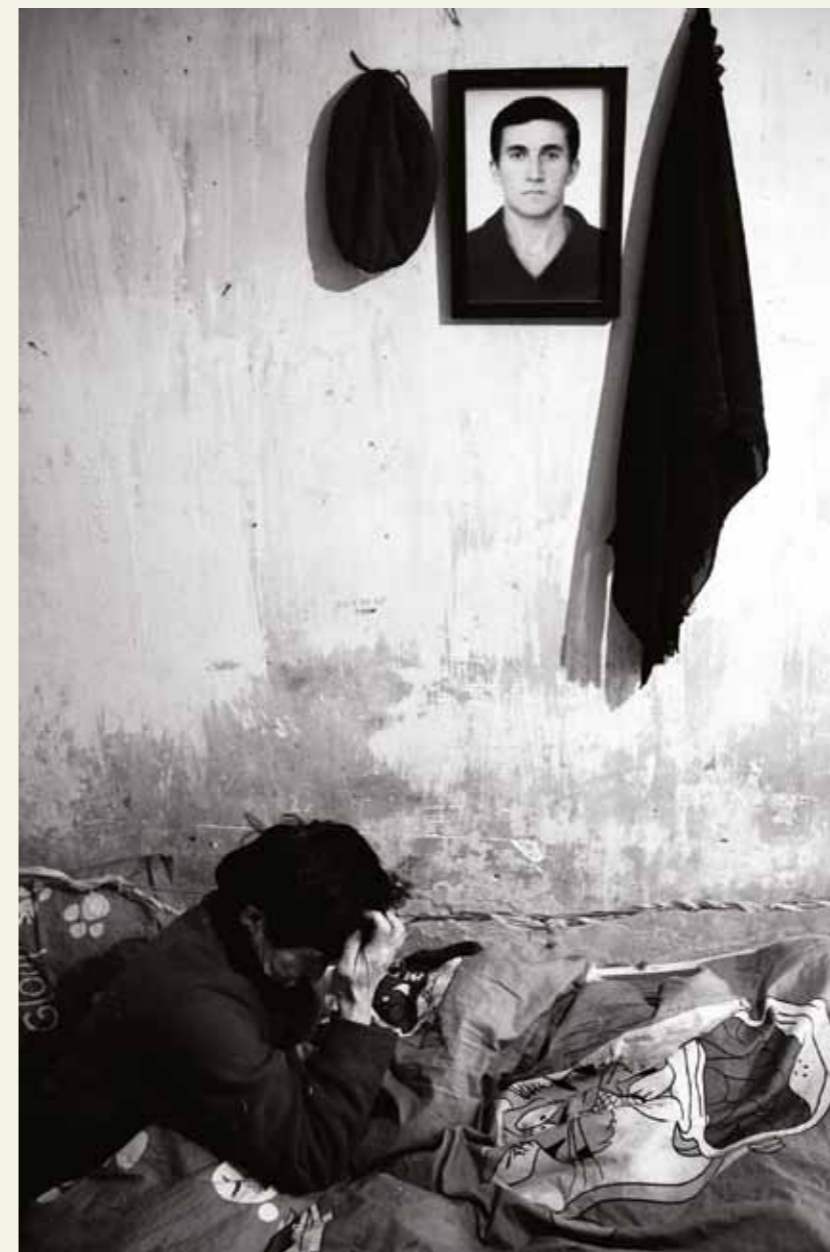




On a brick wall in Grozny, Chechnya, a faded, spray-painted message — perhaps dating back to the years of war in the 1990s — shouts a warning to combatants: “People live here”. It’s a plea from those within to be spared from the battle raging outside. Though the intense fighting of the 1990s has subsided, the message is as pertinent as ever. Over the past few years, this region of the Russian Federation has been plagued by violence between armed opposition groups and local and federal authorities. These sombre black-and-white images, taken by ICRC’s Marko Kokic, speak to the chronic pain, poverty and fear of people living in the shadow of conflict and violence.

# “People live here”

☞ The Transcaucasian Highway is a mountain road that crosses the Greater Caucasus, connecting North Ossetia with South Ossetia and Russia with Georgia. The ICRC often takes the highway during missions, bringing medical care, providing information on missing family members and helping people develop livelihoods.



☞ This 6-year-old Ingushetian boy holds a photo of his father, a plumber and an alleged member of the armed opposition who was killed by security forces in 2010. Mahomet and his brother are now being raised by their 70-year-old great aunt, the mother having left the family. The family received a cow, clothes and financial assistance from the ICRC.



☞ This forty-nine-year-old woman was a street cleaner before she suffered a stroke and became bedridden two years ago. Too young to collect a pension, she receives instant meals, bread and sugar from the ICRC, which is working to obtain a disability pension for her. A picture of her only son — killed during the 1989-1992 South Ossetian conflict — adorns the bare wall over her bed at the Turbaza collective centre in Tskhinvali, South Ossetia. The centre houses 43 displaced Ossetian families.

☞ In Shuani, a village in Chechnya in the Russian Federation, this 55-year-old woman tends to cucumbers that she raises in a greenhouse provided through an ICRC microeconomic initiative. The work, she says, helps her forget, for just a little while, about her two sons, who were abducted in the middle of the night in 2003 and have been missing ever since.







➤ An ICRC field cooperation officer listens to an 83-year-old beneficiary of a Russian Red Cross home nursing programme in Grozny, the capital of Chechnya in the Russian Federation. Her home was destroyed during the Chechen war, and her neighbours hid her in the basement to spare her from being killed for being a Russian.



➤ Lack of access to regular health care is a perennial hardship in the region. Many elderly people, such as the 80-year-old South Ossetian woman pictured here, fend for themselves with little outside assistance. Fortunately, the local health post, where the elderly woman goes to have her blood pressure tested and receive medication, was recently renovated. The ICRC also helps her with food parcels.



➤ In Tskhinvali, in South Ossetia, the Turbaza collective centre houses 43 families — all Ossetian displaced during the first South Ossetian conflict (1989-1992).



➤ The cranes and newly built skyscrapers that adorn the skyline of Grozny are a sign that after years of warfare, the capital hopes to rebuild and reinvent itself. The city's main mosque, constructed by Turkish architects and builders in 2008, is said to be the largest in Europe and can hold up to 10,000 people.





Patrick Meier speaks on how internet and communications technology can help humanitarians save lives in the field.

*"I am passionate about finding for-profit commercial applications that can aid humanitarian work."*

ONCE UPON A TIME, the internet was a relatively passive place. The World Wide Web served mainly as a window through which people sought information. Now, the internet is far more interactive — Web 2.0, as this evolving digital platform is sometimes called, can serve as a collaborative workspace where knowledge, data and experience can be shared by anyone, anywhere, any time. After the 2010 Haiti earthquake, for example, Patrick Meier and other volunteers created online crisis maps that allowed victims and aid workers to use their cell phones to post up-to-the-minute data about the location of people in need of help. Meier says new technologies could have a profound impact on humanitarian action in the field.

**RCRC: Crisis-mapping has shown it can empower people in various crises. But is it providing measurable impact on humanitarian assistance on the ground?**

**Patrick Meier:** It is still a relatively new field and we are just getting started. It has now been two years since the earthquake in Haiti, which is where crisis-mapping started to a certain extent. At that time, there were no standard operating procedures for how to go about mapping a crisis.

That's because it had never been done before and it wasn't even started by humanitarian organizations. It was student volunteers and members of the Haitian diaspora who got together and created a live crisis map. It took about a year for the first humanitarian aid organization to realize the value of these technologies [crowd-sourced data and geographic information technologies].



Photo: Ushahidi

# Humanitarian action 2.0

We know that the first responders in Haiti, in this case the US Coast Guard and the Marine Corps, actively requested and used this information for their own search-and-rescue efforts.

In the case of the Libyan crisis map, we know it was used in official United Nations OCHA [Office for the Coordination of Humanitarian Affairs] information products that were being circulated in Libya by UN information officers. Now the UN, or anyone using crisis-mapping, has to look at the impact the information had on their decisions.

**How credible is this type of volunteered information from the field?**

During the first days of any crisis, the data from the field are neither complete nor accurate. In the past year and a half, there has been a great deal of positive change in the understanding and handling of data in humanitarian organizations.

What all of us realize is that there are different levels of information and reliability at first. It is important to have different channels of information coming in and use them to paint a broader picture of what is happening on the ground. It must be said that it is better to have some information rather than nothing at all: you can always verify the reports once you have some evidence.

**How do you answer concerns that the 'crowd' — those who are contributing data via their cell phones or computers — truly represents those most in need, and not simply those with access to technology?**

It's true, crowd-sourcing is not a random sample. But every sampling method comes with certain advantages and disadvantages. One of the strengths of crowd-sourcing is that it attains information quickly. But it may not always be representative of the entire population.

Every time you compile samples of the entire population there are trade-offs — timeliness, effort and cost, to name just three. Sometimes you have to go with what is good enough, as long as you are transparent in both your methods and the shortcomings. Crowd-sourcing is not going to solve everything. It is just another way to collect information.

**As more people get involved in crowd-sourcing, is there a danger of raising expectations of the people who are sending in data or reports?**

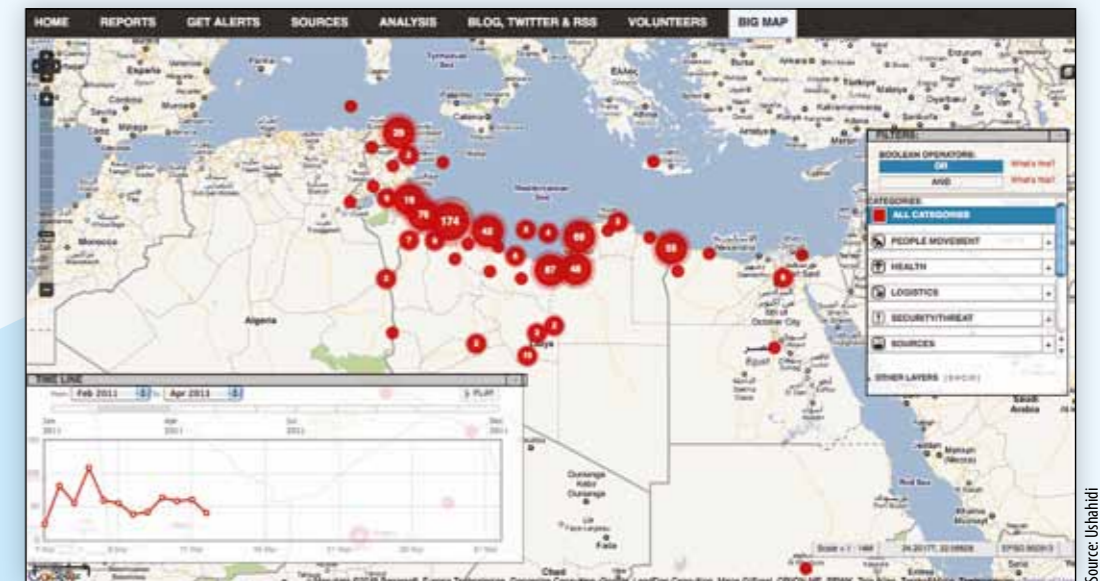
Any type of humanitarian intervention is going to raise expectations. That is the nature of our work. So the question becomes how do we best manage these expectations? One of the things we did during the Haiti crisis was to educate the public (via radio stations in this case) on the purpose of the map.

I spent hours on various stations explaining that it is an information service. It does not guarantee a response. The humanitarian community is prioritizing the most urgent life-and-death requests, and people understand this. But they must be informed: you need to be upfront, transparent and honest about the limitations of the response that can be expected.

**Can this type of technology also be used in conflict environments?**

It is a whole other ballgame working in conflict situations. Sometimes crowd-sourcing is not going to be an option when there is a mix of concerns: safety, privacy and security.

Still, there are some precautions that can aid users: one is to control access to the data and still provide information to stakeholders. In the case of the Libyan crisis map, there was a public and a private version of the map with a time delay and omission of locations of sources on the public copy. But these systems are only as good as the behaviour of the people using them. You can have all the technological security in the world, but if people are logging in from internet cafés, and government officials happen to be looking over their shoulders, then the system won't be secure and people could be at risk.



Source: Ushahidi

## Virtual volunteering

To learn more, read Patrick Meier's blog at:

<http://irevolution.net>

For National Societies or volunteers who want to get involved, go to: <http://blog.standbytaskforce.com>

**What other new technologies do you see entering the humanitarian field?**

I have been actively trying to bridge the gap between the technology community and the humanitarian community for the past five years. I am passionate about finding for-profit commercial applications that can aid humanitarian work.

One of the best examples of this is 'micro-tasking'. UNHCR [Office of the UN High Commissioner for Refugees], for example, used micro-tasking to analyse satellite imagery for Somalia. By looking at satellite images and counting shelters in the Afgooye corridor, they could get workable estimates [of numbers of displaced people]. The problem was that in the past it took two employees a good month to tag and count all the shelters on the satellite image.

When they micro-tasked the same process, they had hundreds of volunteers around the world return the analysis in days with higher accuracy... and for free. ■

Digital crisis maps such as this one made during the Libyan conflict allowed people with cell phones or internet connections to post humanitarian alerts directly on the map. As more reports come in from specific locations, the red dots increase in size. By zooming in on a dot, it's possible to learn much more about the specific needs in each location.

## The 2.0 glossary

**Web 2.0:** the term for interactive web technologies that allow greater reciprocal sharing of information and ideas.

**Crowd-sourcing:** using the contributions of data, workload or expertise of numerous people (the 'crowd') via the internet or other telecommunications technologies.

**Crisis-mapping:** maps have always been used to manage crises. Today's crisis mapping uses global positioning and telecommunications technology so that any cell phone and internet users can contribute up-to-the-minute data to online maps. These maps then can give relief workers a picture of what is most needed and where.

**Micro-tasking:** breaking big tasks down into small pieces that are then done by numerous people, often connected by the internet.





# Forgotten flood

The phenomenon of forgotten disasters is not unique to developing countries. The 2011 flood in Minot, North Dakota, in the US Midwest, is a case in point.

**N**AMED ONE OF the United States' 'best old-house neighbourhoods' by a home-improvement magazine only one year ago, historic Eastwood Park in Minot, North Dakota, now looks haggard in the aftermath of a summer flood that inundated much of the city.

Since the Souris River crested in June 2011 — displacing 11,000 residents in the Minot area, flooding 4,100 homes and businesses — David and Pat Lehner have worked feverishly to preserve original woodwork and leaded-glass windows in their ravaged three-storey house, built in 1908.

"If you don't discipline yourself to keep coming and doing something, it's too easy to just sit back and let it overwhelm you," David Lehner says. "I can see where a lot of people give up."

## Out on the prairie

Recovery has been slow and outside resources few for Minot, a city of about 41,000 inhabitants in a part

A neighbourhood of newer houses on the south-west side of Minot, North Dakota, are seen submerged in flood waters, forcing the evacuation of thousands of homes. Photo: REUTERS/Allen Fredrickson, courtesy www.alertnet.org  
Eldred Ames, 88, stands on the deck of a temporary housing unit, provided by FEMA. Photo: Jill Schramm



of the country often considered remote. Not far from the Canadian border, Minot is home to a US Air Force base and is one of the larger cities in the sparsely populated state of North Dakota.

Hundreds of kilometres from a major metropolitan centre, Minot's disaster grabbed media attention only briefly. A nation that stood aghast at scenes of houses with water to the roofs quickly cast its attention elsewhere when flood waters began receding. Volunteers who came to muck out and gut houses retreated ahead of winter, which can be notoriously harsh in North Dakota.

"People around here are tapped out," says Curt Zimbelman, a banker and Minot's mayor. "They have given what they can give."

Somehow, he says, Minot needs to capture the nation's attention again. "We have been forgotten by the national media," he adds. "People aren't thinking of us like they were before, and I don't think there's any less need now than there was immediately after the flood."

**"Evacuation was tough. But the real hard part is putting it all back together again."**

**Ron Bieri**, resident of Minot, North Dakota

Zimbelman believes the city's recovery depends on volunteers to help rebuild, along with federal and state government money for flood protection. But Minot's flood, sandwiched between spring tornadoes and autumn hurricanes, was just one of many disasters vying for funds from an already over-stretched federal budget last year.

Nor did people outside the state remember Minot as the new year began, when fewer than a third of residents, mainly those whose houses suffered the least extensive damage, were back in their homes. A construction boom is expected to get most residents back in before the end of 2012. However, the flood protection plan, once finalized, will determine who can rebuild and who can't.

## After the rush

Sitting on the edge of one of the largest oil fields in the United States, Minot was changing even before the flood. Companies and people flocked to the wind-swept prairie for a chance to make their fortunes in the oil under the wheat fields and rangeland. While the rush overwhelmed the area's smaller towns, Minot prospered as the region's social and retail centre.

The rest of the US worried about house foreclosures during a recession, but in Minot, home prices escalated as demand exceeded the ability to build. Once the flood came, the housing crunch became an all-out crisis.

After ten weeks in a Red Cross shelter, Justin and Sonja Neubauer moved into a three-bedroom, Federal Emergency Management Agency (FEMA) unit in October. They were thrilled to have a place of their own, but their weeks of displacement, material losses and continued future uncertainty took a toll.

Sonja Neubauer's hair began falling out from the stress. The one thing that brings her peace of mind is that her children are happily settled. "This is home and you have to make it comfortable to live in for yourself and for your kids," she says.

FEMA expects people to find permanent homes by December 2012. The Neubauers, like many residents of the temporary units, are sceptical. Hardest hit by the flood were the older, more affordable homes. "There's going to be a lot of houses built, but can people afford them?" Zimbelman asks.

## Bringing people back

Because North Dakota's economy has flourished on oil and agriculture, budget surpluses enable the state to help repair flooded homes and plan for future flood protection. Although some discouraged flood victims have moved away, North Dakota's recovery coordinator, Major General Murray Sagsveen,

**"There's going to be a lot of houses built, but can people afford them?"**

**Curt Zimbelman**, mayor of Minot, North Dakota

says using state money to rehabilitate flooded houses could revive the community's confidence.

"The important thing is to show momentum this summer," he says. "If you show that the neighbourhood is being rebuilt and you show a vibrancy, then the people may come back."

Retirees Ron and Jane Bieri say adrenalin-fed activity kept anxiety at bay during the evacuation and clean-up. Now alone in their FEMA unit, the slow process of rebuilding their home of 21 years is harder to endure.

"Evacuation was tough. But the real hard part is putting it all back together again," says Ron Bieri.

The flood has been toughest on the elderly, says Ken Kitzman, president of a community foundation that raised US\$ 7.3 million for individual assistance. He sees elderly residents dazed, with no place to go and no family nearby to help. In a FEMA unit across the street from the Bieri's, Eldred Ames, 88, is rebuilding his home of 45 years. His children do the work on weekends.

"I don't know what is going to happen, but I am going to stick it out," Ames says. "This is the only place I want to be." ■

By **Jill Schramm**

Jill Schramm is a reporter for the *Minot Daily News* in Minot, North Dakota.

The sign on the Red Cross building is reflected in flood waters near the Souris River in Minot, North Dakota in June 2011. REUTERS/Allen Fredrickson, courtesy www.alertnet.org

## Rebuilding with resilience

When a major flood 15 years ago devastated the city of Grand Forks, about 320 kilometres east of Minot, heavy media attention and millions of dollars in federal aid followed. Today, Grand Forks thrives, with beautiful greenways and a new levee system.

Trevor Rigen, senior director of disaster services with the American Red Cross in Washington DC, says attention and resources have a psychological effect that impacts resiliency against future disasters. In Grand Forks, the tangible result of attention and resources was a flood mitigation project, he says.

"If the attention doesn't bring the psyche of the community up to where they are thinking, 'What do we do next time? How do we have a stronger community?', they never build the resilience they need," says Rigen, who suggests getting corporations and other donors thinking about how they can help in the long run.

Mason Hollifield, Red Cross chapter director in Grand Forks during the city's flood, says the chapter was part of the long-term solution. Unlike Minot, the Grand Forks chapter had money for a role in rebuilding and providing individual assistance to the most needy.

Hollifield says that while national Red Cross resources can help, the battle is won or lost on the strength of local volunteers and partnerships with community and government organizations. "Any disaster is going to start local and it's going to end local," he says. "You need those local resources."

In Minot, the flood revealed a need to increase volunteer numbers and training levels, says Allan McGeough, director of Minot's Mid-Dakota chapter. Fortunately, the national organization provided enough resources to fill the gaps when the chapter became overwhelmed with sheltering, providing meals and distributing clean-up kits, he says.

Knowing a repeat on the scale of the 2011 flood is statistically unlikely, the chapter repaired its flooded building and readied volunteers to respond to potential smaller-scale flooding this spring.

"What we need to drive home now is that this is just the beginning for Minot," Mayor Zimbelman says.





## Voices of the Arab Spring

Hafedh Ben Miled, a 30-year-old doctor, personifies the commitment of young volunteers to the humanitarian response in North Africa. A volunteer with the Tunisian Red Crescent for nine years, Ben Miled has worked on the Libyan–Tunisian border since the beginning of the crisis in 2011. Now the Tunisian Red Crescent's national operations coordinator, he says this complex emergency tested all of his skills — as well as the capacity of his National Society.

Caught between revolution at home and conflict next door, the Tunisian Red Crescent carried the weight of an international response.

# Lessons in the sand



The Tunisian Red Crescent's Hafedh Ben Miled examines a patient. Photo: Tunisian Red Crescent

### What most surprised you in the situation at the border?

I have taken some courses about disaster management, about the Sphere standards and how to deal with a crisis. I've even participated in a simulation of an uprising. But the reality is very different from what you learn.

A lot of issues came up such as customs, access to the field and relationship with the local community. Also, the Libyan government was putting pressure on us by taking everything from the refugees — even cell phones — before they went into Tunisia.

The revolution also made it difficult to manage people. They no longer accepted any kind of rules. You have to be diplomatic while approaching them to make them allies.

### What else was different than the simulation exercises?

When you work in a crisis area, you have to talk to community leaders. That's what we learn. But there were no community leaders since the revolution caused most of them to step down. This made the emergency more complex.

### How about the Movement response? What things worked well, what could have been improved?

The main resources we had, which made us rapid and effective, were the local branches of the Tunisian Red Crescent. We were the closest to the people

in need. We were able to respond very early, which gave us the recognition of the local community. This allowed the ICRC and IFRC to get to the field very early and start working. Then, we were able to offer a diversity of services. That's the added value of our Movement.

Otherwise, a lot of work has to be done in terms of integration in the local community. Delegates should be more humble and adopt a low profile while working in field. Both volunteers and local communities were shocked when they saw some humanitarian workers staying in comfortable hotels and telling volunteers what to do. More work should also be done to make the volunteers more comfortable with international staff and to develop coordination mechanisms during crises.

### Did the revolution inspire more young people to become volunteers?

We received many new requests but we are still not able to accept them as we don't have enough resources. It's not only an issue of recruitment systems but also of planning, monitoring and resource mobilization.

### In the camps along the Libyan–Tunisian border, there were some serious tensions. What was that experience like?

The daily workers were threatening us, demanding more work for themselves and their families, and sometimes they stopped us from providing services to refugees. For us, that was unacceptable. But it was impossible to say, "You're fired", because we would have been attacked. The government was not doing much about this. Dealing with all those things at the same time was difficult.

Some people from the local community considered the refugees not as vulnerable people, but as the source of a job. They didn't really care about our principles or our code of conduct, but they still are our daily workers and they are representing our Movement.



For us, it was the most difficult thing: how can we provide humanitarian aid and support refugees and, at the same time, keep a good relationship with the daily workers who are helping us? How do we make sure that we protect our volunteers and our staff while keeping a good reputation for our National Society?

### How do you maintain the Fundamental Principles when you are caught between so many sides?

We tried to be as impartial and independent as possible. We have our priority, which is to support the most vulnerable people. We had to take decisions on a case-by-case basis. For example, we know that we are not allowed to let the army enter the camp with guns or to take photos with the army or to be close to the army. But in the field that was impossible. Because there was no political structure in Tunisia, only the army was effective. So we could not rely on the politicians, we could only rely on the army.

### The Arab Spring took a lot of people by surprise. How well prepared was the Tunisian Red Crescent and the Movement for this type of internal revolution?

I don't think we were well prepared as a whole Movement. We don't have any standard operating procedures for such events. In the future, as a Movement, we should try to build the capacity of National Societies at the local level. If we do that, and work on better coordination between IFRC and ICRC, and follow a clear set of standards about humanitarian crises, I think we would be more effective.

If we are in an emergency situation and want to build a camp we have to ask: "Do we have enough

The Tunisian Red Crescent played a critical role in helping refugees fleeing violence in Libya in 2011. Here, Bangladeshi evacuees wait for food at a refugee camp near the Libyan and Tunisian border crossing of Ras Jdir.

Photo: REUTERS/Zohra Bensemra/courtesy, www.alertnet.org

In the desert near the Libyan–Tunisian border, volunteers for the Tunisian Red Crescent put the Fundamental Principles into action on the ground.

Photo: Tunisian Red Crescent



funding to make it work for a long time? Are we taking into consideration local community needs? To what extent are we supporting the National Society with these facilities? Does the National Society have the capacity to carry on the crisis management after the IFRC and ICRC leave?"

### Some suggest we need a kind of Red Crescent Spring in which National Societies in the region build on this experience to strengthen their capacity and independence.

I think it's very important to keep some distance from government and for everyone to learn lessons from what happened here. In our countries, during the revolutions, people wanted to rebuild all the systems. So for our National Society, this is a good opportunity to take a central place and to build sustainable projects for the future. So yes, there is an opportunity, but it is now time to do the work — the huge work — to take advantage of that opportunity.

During this crisis, we succeeded in starting to build our capacities and the National Society is now taking the first steps on a very positive path. I want to ask other National Societies and the Movement to support the Tunisian Red Crescent in providing necessary and sustainable projects to local communities. I want also to ask volunteers to have faith and patience, and to be wise while addressing these new challenges. I think the sun is shining on us now. ■

For more of Hafedh Ben Miled's thoughts about humanitarian issues, see the blog of the Tunisian Red Crescent's Bizerte branch: [lactionhumanitaire.blogspot.com](http://lactionhumanitaire.blogspot.com)

## Web extra Fundamental Principles in action

An interview with the Egyptian Red Crescent Society's Dr. Amal Emam on putting neutrality to the test in Cairo's Tahrir Square. [www.redcross.int](http://www.redcross.int)



# Changing times, big challenges

**I**N THE 12 YEARS that Jakob Kellenberger has been president of the ICRC, the humanitarian landscape has changed dramatically. The attacks of 11 September 2001, the resultant wars in Afghanistan and Iraq, the continued rise of non-state armed groups and the increased use of new, high-tech weapons have posed serious new questions for humanitarian values and action. As Kellenberger prepares to step down as president this year, RCRC magazine asked him to reflect on the challenges and the achievements of the past 12 years, as well as his concerns and hopes for the future.

**At the recent Red Cross Red Crescent International Conference, significant new resolutions were adopted regarding international humanitarian law (IHL). How do we make sure the momentum on IHL continues?**

Common Article 1 of the Geneva Convention says that states should not only respect the rules but also ensure respect by others. There is a big question whether this is a legal or a moral obligation but in any case that is something we must continue to work on and use as a basis for engaging with governments or other entities. The directives adopted in recent years by the European Union [intended to enhance compliance with particular aspects of IHL among member states] are an encouraging example.

Given modern technologies and the possibilities that civil society has to have its own voice, there is also considerable potential to mobilize public opinion about IHL, health care in danger and other humanitarian concerns. But then you also need to inform the public in a way that allows people to make their own judgements and to become aware of the challenges.

And then there will also be the painful and difficult need to intervene directly with parties to a conflict. When you see they are about to violate the rules of war, or have already done so, you have to make direct interventions.

This is a particular challenge with non-state armed actors. We must succeed in having a more structured dialogue with non-state armed actors, and that is not easy because it is much more difficult to get access to them. The groups are also less structured and it's difficult to know the structures that do exist. But it's not enough to only work with states and get them to respect the rules.

**What were some of the positive steps you've seen in the last decade at the ICRC?**

We have increased our access to people in need of assistance and protection and our scope of action — adjusting to the changing environment and new operational realities — has clearly expanded since 2000. Our capacity for rapid deployment has also grown and we have a clear strategic framework.

As a consequence, the ICRC has grown a lot in terms of staff and budget.

That was one more challenge and the question can be asked: to what extent is this possible while keeping a strong corporate identity — not forgetting that we also were pushing quite hard to diversify and internationalize our workforce. To be frank, I never seriously doubted we would meet this challenge.

The legal work carried out during all these years has also been remarkable, first

to defend the existing rules of IHL under the pressure from 'war-on-terror' rhetoric and, afterwards, in working out proposals for the further development of treaty law, which is applicable mainly in non-international armed conflicts.

**What have been some of the main lessons learned?**

In the so-called humanitarian world — ICRC included — there is often too much jargon and not enough precise language. This matters: the language you use determines to a considerable extent the perceptions you have. And the perceptions you have determine to a large extent the actions you envisage or undertake.

One lesson we had to learn was not only to do — which is indeed the most important thing — but also to explain in an understandable way what we are doing and why. For example, we've made progress in terms of conceptual positioning on the issue of internally displaced people, where we had difficulty making ourselves understood, and in terms of explaining ICRC's activities and role in the early recovery phase of emergency operations.

The lesson I learnt from the Indian Ocean tsunami in 2004 was that the ICRC had considerable added value and a corresponding responsibility in natural disasters in areas of conflict or tension. The swift, determined and massive action after the earthquake in South Asia in October 2005 demonstrated convincingly that the lesson had been learnt — thoroughly learnt.

**The humanitarian sector as a whole has also grown significantly in the past 12 years. How do you feel this diverse sector is responding?**

The humanitarian label has become more attractive. That is a positive development, provided the presence of more actors and increased competition lead to the improvement of humanitarian services in the field and are accompanied by a sincere commitment to transparency where it matters for efficient coordination.

A big problem is that humanitarian organizations don't always make a clear distinction between talk and action, between what they intend to do and what they in fact do. This not only hampers coordination but can lead to the misleading impression in some contexts that there are a lot of actors where there are, in fact, very few. It would also be in the interest of transparency if humanitarian organizations were always clear if they are themselves active in the field or if they work through so-called implementing agencies.

It is fashionable to talk about accountability and coordination and leadership. Accountability matters indeed, especially with regard to operational efficiency and with regard to beneficiaries and donors. However, to be the best at filling in a maximum of documents at the detriment of action cannot and should not be the priority.

We need much more transparency to make coordination effective. But transparency is only relevant as a tool to better meet the needs of those we have to protect and assist. For coordination to be effective, you really have to know the capacities of the respective actors in the field.

I also see an increase in the blurring of lines between emergency action, early recovery and development activity. And I think all humanitarian organizations have to make up their minds quite clearly to what extent they see themselves as actors in emergency situations or whether they see themselves no longer as humanitarian organizations in a traditional sense but leaning towards development.

In spite of all the talks, all the discussions, the humanitarian community as a whole is pretty far from having a common understanding of what humanitarian action means nowadays. Effective coordination with multiple actors is difficult without seeing eye-to-eye on some basic concepts.

**You have also worked to develop partnerships. Why is this important and what are the challenges?**

It is important that National Societies see us as true and equal partners. I think that has developed well. We now have special partnership agreements with a group of National Societies and some are even included in our rapid-deployment mechanism. I think the humanitarian landscape will continue to develop in this way and there will be new partnerships inside and outside the Movement.

But to have close partnership you have to see eye-to-eye on the principles and look at which organizations are really efficient in terms of professional and logistical capacities. For example, with Médecins sans Frontières, one of the benchmarks in the humanitarian field, there is further scope for developing partnership. So I think there is a wide scope for partnership in the humanitarian arena as long as it reinforces the impact of our humanitarian action.

**Is partnership more important now than before?**

The ICRC has a good reputation in terms of access and rapid deployment. But there are a lot of things that we could not do without very reliable National Society partners — take Afghanistan or Somalia as examples.

In the future, the role of local humanitarian organizations such as the National Societies will go even further for practical and also for political reasons, mainly the so-called sovereignty concerns of some states. It is important for the IFRC and the ICRC to support National Societies to get stronger because these partnerships are going to become even more important. ■

Photo: REUTERS/Denis Balibouse, courtesy www.alertnet.org



Two years after Haiti's 2010 earthquake, thousands of families have left the camps and found livelihoods. Thousands more live in their original neighbourhoods. But nearly half a million people are still living under canvas, plagued by violence, rain, floods and the threat of eviction. For them, what has happened to the promises and the hope?

# The promise of shelter

☞ The IFRC has been working to help residents at the Mais Gate 8 camp in Port-au-Prince to resettle into better homes. The size of the camp has been steadily dwindling. Still, many families remain in this neighbourhood of tents that Redens Fritz Pierre gazes over during his rounds as a camp committee member.

Photo: Ben Depp/IFRC

“I’M LOOKING FORWARD to living in a real neighbourhood,” says Fabienne Joseph, 28. “The environment here isn’t good for my son. It will be better for him when we move.”

Joseph has spent the past two years living in a tent with her husband and small son after the house she rented was destroyed in the earthquake. “Here when it rains, we get wet or flooded,” she

says. “It’s also not safe; anyone can come and steal your things.”

In a few weeks the family will be moving to a rented property in Delmas 32 with the support of a resettlement grant from the IFRC. The house, made up of two rooms and a small porch, will cost 30,000 Haitian gourdes (US\$ 750) to rent for a year.

“I couldn’t move out before as I didn’t have the means or resources — otherwise I would have left this camp already,” Joseph continues.

## Building momentum

Stories such as Joseph’s are one reason the camp population in and around Haiti’s capital Port-au-Prince is estimated to have been reduced to just

over half a million, down from the high of 1.5 million at the beginning of the emergency. This huge decline reflects, in part, the rapid increase in the pace of shelter solutions, which have enabled hundreds of thousands of people to leave camps.

Overall in Haiti, 125,000 families have reportedly been given improved shelter, with the IFRC alone reaching more than 25,000 families. The vast majority of these shelter solutions were achieved in the last 12 months.

Despite the frustration over the slow pace of reconstruction, there are many signs that momentum is building. Community construction teams are now fully trained and production pipelines are in place ensuring the speedy transport of materials around the country. The painstaking process of identifying, and where possible securing, land has been carried out, meaning construction has finally scaled up.

But it’s not easy. Securing suitable land has posed considerable problems, which are rooted in Haiti’s complex land-ownership laws and customs. Haiti lacks almost all of the key attributes of a functional, civil land system. Haiti’s housing and land-ownership crisis was not created by the earthquake, but it was profoundly exacerbated by this catastrophic natural disaster.

“Transitional shelters, while criticized by some for not being a long-term solution, have been a vital part of the shelter strategy, which has helped to get people out of tents and unsafe living situations,” says Xavier Genot, the Movement’s shelter coordinator in Haiti.

“Some 100,000 families have been rehoused in transitional shelters, meaning their living conditions have improved dramatically,” he adds. “In the same time frame, it has only been possible to rebuild or repair a few thousand permanent houses.”

But how to ensure this momentum increases and continues? The majority of those displaced are based in Port-au-Prince where space is at a premium. There simply isn’t enough room to continue with large-scale transitional shelter programmes, which have provided a lifeline to thousands of people without shelter.

## For rent: repairs needed

It’s also important to remember that before the earthquake, roughly 80 per cent of the current camp population was living in rented accommodation. Landlords, however, often require a year’s down payment — impossible for a camp resident who lost everything in the earthquake and has no meaningful income.

The IFRC therefore is providing grants to help people pay their rent, complemented by financial support to rebuild livelihoods. This has helped thousands of families to leave the camps. But many



☞ At the La Piste camp in Port-au-Prince, the IFRC supported a team of builders, all of whom are deaf, to construct shelters in 2010. Photo: Ben Depp/IFRC

rentable properties were badly affected by the earthquake and have yet to be repaired.

“If collectively we have learned one lesson from the shelter response in Haiti, it’s the need for flexibility in our approaches,” says Genot.

“The Haitian context is unique and we quickly learned that we needed to adapt our response to meet the specific challenges and opportunities of this operation,” he says. “The Red Cross Red Crescent had to develop a wide range of shelter options covering emergency shelter, rental support, transitional housing, support to move to the provinces, house repairs and even permanent housing.”

Still, there’s still a desperate need for a variety of shelter options.

“Providing improved shelter for those displaced by the earthquake remains the top humanitarian priority and enormous progress has been made,” says Eduard Tschan, head of the IFRC delegation in Haiti.

“But the pace of house repairs and reconstruction must increase,” he continued, “otherwise, large-scale camp decongestion programmes, including that of the Red Cross Red Crescent, will undoubtedly slow down in the coming months.”

## A more stable foundation?

The past 12 months have seen significant changes in Haiti. The camp population has been reduced by nearly two-thirds, a new government has been sworn into power and there has been an overall decrease in the number of cholera cases reported.

While adversity is never hard to find in Haiti, signs of progress are clearly visible. According to the latest Early Recovery Cluster estimates, nearly half of the 10 million cubic metres of debris generated by the earthquake has been cleared. The piles of rubble blocking roads and covering the landscape have been visibly diminished.

New small businesses and shops line the streets of Port-au-Prince and, in some of the most prominent camps, a few empty tents are the only reminder of the hundreds of thousands of people who once lived there.

The politics of reconstruction also has a role to play in the speed of Haiti’s recovery. While a new Haitian president was sworn into power in May 2011, political instability continued to affect the pace of recovery efforts. The appointment of a prime minister in particular was subject to intense political tension and subsequent delays, which meant that many other key positions also remained unfilled.

Progress toward a stronger, more stable government appeared to be underway at the beginning of 2012, giving donor nations more confidence about finalizing a major aid package. But the subsequent resignation of the prime minister in February raised questions about the government’s

**“Enormous progress has been made. But the pace of house repairs and reconstruction must increase.”**

Eduard Tschan, head of the IFRC delegation in Haiti





future stability. Nonetheless, a new government unit for housing and public building construction, for example, has recently been established, along with an official national plan to support camp decongestion. The '16/6 project' aims to support the closure of six camps in Port-au-Prince and renovate 16 neighbourhoods.

The Red Cross Red Crescent is supporting this initiative by working in Camp Mais Gate, which was home to nearly 2,000 families. More than 1,500 families have already left the camp, primarily through rental support. But what about the future? Can Haiti expect to see a country free of camps in the coming months or even years? The existence of hundreds of thousands of vulnerable Haitians without shelter cannot only be seen as an aftermath of the 2010 earthquake.

Haiti has long faced a major shortage of housing solutions. A significant number of people were without adequate housing in Port-au-Prince before the earthquake, as people flooded into the capital in search of work.

"The truth is that tens of thousands of people are likely to remain in camps and some larger camps are likely to become permanent settlements, shanty towns or even slums," says Tschan. "The government of Haiti and local authorities must identify the camps which might become de facto permanent settlements and develop ways of integrating them in urban planning and development."

The Red Cross Red Crescent is also calling on the government to play a greater role in bringing together recovery actors in Haiti to engage in a reconstruction framework. This is even more crucial now that the Interim Haiti Recovery Commission has ended and renewal is still under discussion.

### Insufficient housing solutions

The progress made in rehousing displaced people over the past 12 months is encouraging but it is widely accepted that there are currently not enough housing solutions planned to meet needs. Currently, around 40,000 additional shelters are planned by aid agencies working in Haiti but more than 127,000 families remain in camps with many more displaced outside the camps.

The Red Cross Red Crescent is increasing its shelter targets to reach a total of 37,000 families, with a focus on rental support and housing repairs. This will include helping people to move back to their neighbourhoods. Red Cross Red Crescent recovery programmes involve local residents and government officials in renovating their neighbourhoods, integrating key services such as shelter, sanitation, water, livelihoods, health, education and risk-reduction solutions.

**"I know I can do this, I can make a success of my business."**

**Marlene Lottee**, 42-year-old mother of three who lives in the Delmas 30 neighbourhood

In Delmas 30, home to dozens of families who live in tightly packed houses along a maze of alleyways and streets, this work is well under way. The ravine of Delmas provides a staggering backdrop, with hill-sides piled high with rubbish and debris as far as the eye can see.

For the past six months, Red Cross Red Crescent teams have been working with residents on some of the immediate needs, establishing a community-driven programme for the long-term renewal of the neighbourhood. The immediate priority has been improved shelter. So far, 162 transitional shelters have been built, packed into the neighbourhood and adapted to fit whatever space is available.

### Problems to fix

Marlene Lottee, 42, and her three children recently returned to Delmas and moved into one of the transitional shelters. "We have lots of problems here in the neighbourhood we need to fix," says Lottee. "But the main thing is we need to get latrines, water and electricity."

Planned renovation projects include improved drainage and clean-up of the ravine. The local authorities are collaborating closely on the project and work is scheduled to begin in early 2012, employing builders, masons and labourers from the local community.

Livelihood support is also under way through cash grants and vocational training. Lottee sells foodstuff: just outside her small home, spaghetti, cornflakes and cookies are laid out on display.

"The business is small but I feed my children with the money I make," she explains. "Before the earthquake I had a good livelihood and I'd like to grow the business I have now. I know I can do this, I can make a success of my business."

"My two eldest children have always gone to school but they can't go this year due to a lack of money. The difficulties I face are the difficulties of life here. Life is hard." ■

By **Becky Webb**

Becky Webb is an IFRC communications delegate based in Port-au-Prince.

28-year-old Fabienne Joseph and her son outside a rented property that she secured with help from an IFRC grant.  
Photo: Becky Webb/IFRC



# Resources

## PUBLICATIONS



### Haiti earthquake 2010 — Two-year progress report IFRC, 2012

This 56-page report describes Red Cross Red Crescent operations from January 2010 to November 2011. It focuses on the second year of operations, which marked the end of the prolonged emergency phase and a transition into more sustainable, community-driven solutions. Available in Arabic, English, French and Spanish

### Eliminating health inequities — Every woman and child counts IFRC and World Health Organization, 2011

Health inequities are "unfair and avoidable differences in health status seen within and between countries". This report recognizes that despite some recent positive developments in global health, it is necessary — and possible — to do more to close the remaining gap, especially for women and children. Available in Arabic, English, French and Spanish

### Study on the use of the emblems Operational and commercial and other non-operational issues ICRC, 2011

The ICRC emblem study aims at ensuring greater respect for Movement emblems at all times and preserving and reinforcing their protective value. It entailed an extensive process of consultation led by the ICRC, with National Societies,

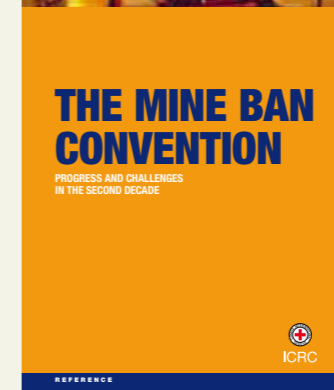
governmental and military experts worldwide. Based on international humanitarian law treaties and relevant Movement regulations, this study is intended to serve as a tool and reference source for governmental authorities, armed forces and other weapon-bearers, parties concerned in the private sector and civil society, as well as for the components of the Movement. Available in Arabic, English and French

### Protect. Promote. Recognize. Volunteering in emergencies IFRC, 2011

There are more than 13 million volunteers in the Movement, and these individuals are often the first to respond in emergencies, whether it is performing first aid, driving ambulances or braving flood waters. Yet they don't always receive the protection and support they need and deserve. This report looks at the ways in which National Societies and government partners can encourage volunteering and also make it safer, easier and more rewarding. Available in English

### The Mine Ban Convention: progress and challenges in the second decade ICRC, 2011

This publication provides an overview of the achievements and challenges of the Mine Ban Convention (which entered into force on 1 March 1999) in its second



ICRC materials are available from the International Committee of the Red Cross, 19 avenue de la Paix, CH-1202 Geneva, Switzerland. [www.icrc.org](http://www.icrc.org)  
IFRC materials are available from the International Federation of Red Cross and Red Crescent Societies, P.O. Box 372, CH-1211 Geneva 19, Switzerland. [www.ifrc.org](http://www.ifrc.org)

## MEDIA

### Opening film — 31st International Conference of the Red Cross and Red Crescent, Geneva, 28 November–1 December 2011 ICRC and IFRC, 2011

During the past four years, the world has felt the devastating impact of natural disasters, from the tsunami in Japan and the earthquake in Haiti, to floods in Pakistan and drought in the Horn of Africa. Meanwhile, conflicts in Sudan, the Democratic Republic of the Congo and Afghanistan have affected millions of people, while new conflict has risen steadily throughout the Arab world. The challenges that Red Cross and Red Crescent volunteers face in helping the victims have never been greater. This video reflects the efforts and determination of humanitarians worldwide. Available at: [www.youtube.com/ifrc](http://www.youtube.com/ifrc)

### South Sudan: bringing abducted children home From the Field series ICRC, 2011

Two years ago, Lucas returned to his village to find that his 12-year-old daughter had been abducted by the armed groups that intimidate communities living on the border between South Sudan and the Democratic Republic of the Congo. Jacqueline is one of dozens of children whose lives are blighted by armed groups who abuse them and force them to commit atrocities. Some eventually manage to escape, but many end up far away from home, often on the wrong side of the border. The ICRC draws on its network of National Society volunteers to help organize their long-awaited return.

decade of operation. Challenges in the fields of stockpile destruction, mine clearance and victim assistance are considered in the light of the commitments made by states parties to the Cartagena Action Plan (2009). Universal acceptance and application of the convention, as well as resource mobilization, are highlighted as additional steps required to ensure an end to the scourge of anti-personnel landmines. Available in Arabic, English, French and Spanish

### Children affected by armed conflict and other situations of violence Workshop report, Geneva, 14–16 March 2011 ICRC, 2011

Armed conflict and other situations of violence take a heavy toll on children's lives all over the world. This report sheds light on the different initiatives taken by the Movement to reintegrate children associated with armed forces or armed groups, provide psychosocial support for children affected by violence and prevent violence in urban settings. It also addresses cross-cutting issues, such as how to ensure youth

participation and local ownership of such initiatives. Available in English, French and Spanish

### Hateymalo: psychosocial support programme ICRC, 2012

The ICRC launched the Hateymalo programme in 2010 to help families of missing persons cope with the ambiguity of their loss through psychological, socio-cultural, economic and legal/administrative support. Support groups are at the core of the programme's multi-faceted interventions, helping families discover new connections to move ahead in life. Available in English

### Disasters in Africa — The case for legal preparedness IFRC, 2011

This 20-page report provides examples from African countries where National Societies have supported their governments to strengthen their capacity to prevent, mitigate and respond to disasters by improving their laws. Available in English





**There's more to this portrait of Movement founder Henry Dunant than first meets the eye. The creation of French artist Franck Bouroullec, the portrait was painted in a matter of minutes before more than 1,000 delegates to the 18th General Assembly as part of the opening ceremony. In a truly head-turning performance, Bouroullec worked furiously, splashing white paint on the black canvas until, at the last minute, he inverted the image to reveal this portrait of Dunant.**