Protection Coordination:

CHALLENGES AND ACHIEVEMENTS

Feature:

Protection in Humanitarian Crises: The GPC and the follow-up to the SG’s Internal Review on United Nations Action in Sri Lanka

- What’s Been Happening at the GPC
- Areas of Responsibility and News from the Field
- The Ratification of the Kampala Convention
- Technical Briefings on New Protection Standards and Guidelines
- Training and Learning Achievements, Events, Calendar and More...
Dear Colleagues,

I am happy to share with you a new edition of the GPC Digest. This issue reflects the diverse nature of the work of protection actors and of the GPC, and in the reporting of new approaches and tools, it illustrates the extent to which the context in which we work and our approaches to protection continue to evolve.

The keynote article of this issue examines the discussion generated by the Secretary General’s Internal Review Panel on United Nations Action in Sri Lanka and the GPC’s contribution to it. This review, with the ongoing Transformative Agenda, challenges us to continue to improve the quality of the protection contribution to humanitarian operations and in particular to work with the humanitarian community to develop a more strategic approach to needs of the populations we serve. We will continue to share with you updates on these processes and the tools and mechanisms designed to facilitate protection work globally and we look forward to hearing how Protection Clusters are responding in the field to heightened expectations.

As in past issues of the Digest, partners of the Areas of Responsibility have contributed substantially with updates and sharing of ongoing initiatives. New contributors such as the International Committee of the Red Cross (ICRC), the Australian Agency for International Development (AUSAid) and the Standby Capacity Project highlighted the quality of the library of tools available to protection actors. Between the update of the ICRC’s Protection Standards, AUSAid’s Protection Framework and the rich toolkit constructed by the Papua New Guinea Cluster with the support of ProCap, the need to continue to keep abreast of developments in protection approaches is evident.

Our field Protection Clusters use this digest as a window to share real-time experiences, practices and perspectives with the GPC and broader humanitarian community; you will find interesting pieces from Papua New Guinea, the Gaza Strip and Côte d’Ivoire, each speaking to how protection actors are using the Cluster to further develop protection approaches and connections in their operations.

The section on “What’s Been Happening” focuses on key events in the last quarter of 2012, such as the outcomes from the GPC thematic seminar on Humanitarian Access and Protection organized in November and conducted in close collaboration with the mandate of the Special Rapporteur on the Human Rights of IDPs Dr. Chaloka Beyani.

The Special Rapporteur also very actively supported the development and entry into force of the African Union Convention for the Protection of and Assistance to Internally Displaced Persons in Africa (the Kampala Convention) – the first legally binding regional instrument in the world that focuses on issues of internal displacement. The ratification process was the focus of much energy on the part of Protection Clusters in Africa and now forms a significant contribution to the body of International Law that serves IDPs. Our attention, now, must turn to support for the implementation of the Convention on the ground and on its accession by the remaining members of the African Union.

In addition, you will find an overview of the direct dialogues I held with field Protection Cluster coordinators throughout 2012. Between the formal dialogues and more informal regular contact with field protection clusters through the GPC Support Cell and the GPC and AoR Help Desks, as well as exchanges over the developing toolkit and other materials, we are working on our response to field Clusters’ call for increased contact and direct support.

New protection standards and guidance have been developed; you will find informative “Technical Briefings” on this area as well as updates on Training and Learning achievements and opportunities.

Finally, I wish to thank everyone who continues to contribute to the evolution and strengthening of protection coordination in emergencies, whether through the GPC, as coordinators and members of field clusters or as donors and expert partners. Together we are making important advances towards meeting key objectives that we set in our 2012-2014 Strategic Framework and improving the level of service provided to communities in need of support.
Contents

Feature: Protection in Humanitarian Crises

The GPC’s contribution to the follow-up to the report of the SG’s Internal Review on United Nations Action in Sri Lanka ................................................................. 4
The Kampala Convention: The First Binding Regional Instrument Protecting the Rights of Internally Displaced Persons Enters into Force ................................................................................................................. 6

What’s Been Happening

GPC Seminar on Humanitarian Access, Protection and Assistance ................................................................................................................................. 7
Taking Stock of Cluster Coordination Costs and Functions ................................................................................................................................. 7
Overview of Dialogues with Field Protection Clusters ................................................................................................................................................... 8
Field Testing the IASC Reference Module for Cluster Coordination at the Country Level ................................................................................................................. 8
Support to Field Operations ................................................................................................................................................................. 9

Areas of Responsibilities

Child Protection: Summary of findings from the 2012 survey with field based coordinators of Child Protection ................................................. 10
Mine Action and Housing Land, and Property: Making Mine Action Responsive to Land Issues ................................................................. 12
Gender-Based Violence: The new GBV AoR website ................................................................................................................................................................. 22

News from the Field

The Streets of Gaza ......................................................................................................................................................................... 16
Due Diligence in Côte d’Ivoire ................................................................................................................................................................. 16

Technical Briefings

Professional Standards for Protection Work ......................................................................................................................................................... 18
Child Protection Standards ......................................................................................................................................................................... 18
AusAid Protection Framework ......................................................................................................................................................................... 19
Revisions of the 2005 IASC Guidelines for GBV Interventions in Humanitarian Settings and Update of the GBV Coordination Handbook ................................... 19

Training and Learning

The Protection Cluster Coordination Learning Programme ................................................................................................................................. 20
Training on Protection in Situations of Natural Disasters ..................................................................................................................................................... 20
UNHCR Coordination and Leadership Learning Programme .................................................................................................................................................. 20
Protection Stand-By Capacity Trainings ................................................................................................................................................................. 20
AoR and Other Training Initiatives ................................................................................................................................................................. 21
Training on the Kampala Convention in Ethiopia ......................................................................................................................................................... 21

Essential Contact List

23
Protection in Humanitarian Crises: The GPC's contribution to the follow-up to the report of the SG’s Internal Review on United Nations Action in Sri Lanka

In November 2012, the Secretary General (SG) released an "Internal Review Panel (IRP) Report on the United Nations Action in Sri Lanka during the final stages of the conflict and its aftermath" presented its report to the Secretary General. The Panel was tasked, inter alia, to provide an overview and assessment of UN actions during the final stages of the war in Sri Lanka and its aftermath. This included an examination of the implementation of the UN's humanitarian and protection mandates as well as its institutional and structural strengths and weaknesses. The Panel was also tasked to provide recommendations on UN policies and guidelines pertaining to protection and humanitarian responsibilities and on strengthening the system of UN Country Teams, Humanitarian Co ordination Teams (HCTs) and the capacity of the UN as a whole to respond effectively to similar situations of escalated conflict.

The Report examines the response by the UN, including the secretariat, agencies, programs and Member States acting through the UN, to violations of human rights and international humanitarian law and concludes that the United Nations system failed to meet its responsibilities during the crisis. It highlights the roles and shortcomings of the Secretariat, agencies and programmes of the UN Country Team, as well as of the members states acting through the UN including on the Security Council and the Human Rights Council.

The Secretary-General, acknowledging the profound implications of the findings of the Report for the work of the UN across the world, stressed the need to “overcome our setbacks, learn from our mistakes, strengthen our responses, and act meaningfully and effectively for the future.” He committed to galvanize UN entities to follow-up on the report, and subsequently requested the Deputy Secretary-General to oversee the follow-up process. In January 2013, a Working Group has been constituted to propose actionable measures.

The Global Protection Cluster led two consultations on the implications of the IRP report including on how protection delivery is coordinated at the field level. As a first step, the GPC convened an ad hoc meeting on...
6th December 2012, immediately following public release of the Report. Participants expressed concern with the methodology and perspective of the report, including a perceived over-emphasis on the United Nations, to the exclusion of other stakeholders with a role in protection; the conceptualization of protection as primarily referring to human rights incident reporting, analysis and advocacy; a lack of information on the programmatic engagement of UN agencies during the relevant period and the lack of recommendations for the Government of Sri Lanka itself, although similar problems persist (in terms of human rights violations, intimidation, visa restrictions for humanitarian workers, etc.). Looking past these issues, however, participants recognized the importance of addressing “lessons learnt” and moved onto the identification of ways to improve protection in complex crises.

The GPC’s role in shaping debates and contributing to recommendations was recognized. The GPC held a seminar on “Protection in Humanitarian Crises: Recommendations to the SG Working Group on the Follow-up to the Sri Lanka IRP Report” on 15th March, 2013. The seminar aimed to formulate recommendations to be shared with the senior-level team led by the Deputy Secretary-General of the UN.

At the core of the discussion and consequently of the GPC recommendations themselves, is the recognition of the role of Protection Clusters in shaping protection as an overarching strategy of the humanitarian response. In order to strengthen the comprehensive protection response, the coordination, information sharing and advocacy capacities of Protection Clusters must be reinforced. The GPC Coordinator shared with the Working Group the following recommendations:

- **Humanitarian and protection actors in complex emergencies need to operationalize protection** in a way that prioritizes and addresses the most serious human rights violations, including the right to life and security of persons.

- **There needs to be better coordination** between HCTs, Protection Clusters, UN human rights field presence (OHCHR), UN human rights mechanisms (including human rights treaty bodies, special mandate holders, Universal Periodic Review), NGOs and other stakeholders (e.g. International Commissions of Inquiry/Fact-Finding Missions) to improve continuous context analysis. In particular, this means making greater use of country-specific human rights information to inform needs and risk analysis, preparedness and strategy development, including monitoring, and advocacy activities.

- **Advocacy strategies with regional and international dimensions** should be agreed upon and implemented by agencies and the GPC in humanitarian crises to support efforts at the national level. Collaboration should be promoted among global human rights advocates, special procedures of the Human Rights Council, human rights treaty bodies and the UPR. The GPC can advise HCs and help them develop advocacy strategies.

- **Induction programs for HCs need to be strengthened and improved** in order to ensure that HCs, particularly in conflict or complex emergencies have a solid protection understanding and necessary advocacy skills.

- **Protection actors should be provided with the necessary resources**, including staff, authority and systematic access to humanitarian decision makers at the national level to effectively inform decision-making on strategic planning and operations. Protection actors should be enabled to strengthen and improve their information management capacity and communication strategies.

- **All forms of advocacy should be based on international standards.** Public denunciation as a form of advocacy should be based on a two-fold analysis. First, an analysis of gravity of human rights and international humanitarian law violations occurring; and second, an analysis of the potential role such a strategy will have in mitigating violations and in addressing the protection concerns of affected population and the ability to safeguard humanitarian actors from possible retaliation.

The Kampala Convention:

The First Binding Regional Instrument Protecting the Rights of Internally Displaced Persons Enters into Force

The African Union Convention for the Protection and Assistance of Internally Displaced Persons (IDPs) in Africa (the Kampala Convention) was adopted in October 2009, and following accession by Swaziland, it entered into force on 6th December 2012.

The Treaty is an historic achievement for the African Continent which hosts more than one third of the 26.4 million internally displaced people worldwide, according to 2011 figures. According to the latest assessments, there are an estimated 9.7 million internally displaced persons across Africa with the largest IDP populations in Somalia (1.36 million), Sudan (2.4 million) and Democratic Republic of Congo (2.7 million).

Despite the high numbers of internally displaced persons (IDPs), development of an international legal framework to protect them has remained significantly less advanced than what is in place for refugees. The international community thus welcomed the entry into force of the Kampala Convention which addresses multiple causes of internal displacement, including conflicts, generalized violence, human rights violations, natural disasters, climate change and projects carried out by private or public actors. Reflecting many of the concerns of the Guiding Principles on Internal Displacement, the Convention addresses multiple aspects of internal displacement including causes, effects, responses and prevention of displacement. The Convention affirms states’ responsibility for their own internally displaced citizens and simultaneously calls for national and regional actions to prevent internal displacement and to ensure that IDPs are protected and assisted.

Thirty nine of the fifty four member states of the African Union (AU) have signed the Convention and several are in the process of ratification and implementation. Countries that have ratified the Convention are required to implement it by domesticating its provisions through the adoption of national laws and policies. UNHCR and its partners played a role in the drafting of the Convention and continue to support governments in taking measures to domesticate the provisions of the Convention.

Legend:

- **Signed**
- **Ratified**
The GPC facilitated a Seminar on Humanitarian Access and Protection on 7th November, 2012 bringing together experts, practitioners and representatives of key organizations from the humanitarian community. The aim was to present and debate challenges with respect to maintaining and expanding humanitarian access, ensuring applicable protection principles, standards, and methods for improving operational capacities for delivering protection and assistance to populations in need.

Hosted by the Director of the Division of International Protection at UNHCR, moderated by the GPC Coordinator and mentored by the Special Rapporteur on the Human Rights of IDPs, Dr Chaloka Beyani, panelists included the Deputy Humanitarian Coordinator in Mogadishu, representatives from NGO Consortia and the Swiss Government – under the Chatham House Rule.

The round table discussion drew on research, policies and experiences from the field to identify key challenges and to debate approaches that privilege service delivery even in the most complex areas. The seminar highlighted, in particular:

- **The question of compromises considered:** the questions asked when programming in areas of limited access and attempting to meet significant needs while balancing risks;

- **How a cohesive and coordinated approach to humanitarian action can help to ensure that priority humanitarian and protection needs are addressed:** by integrating dimensions of humanitarian access and humanitarian principles into the common operational and strategic decision-making framework, all actors active in an area affected by humanitarian needs can contribute to rendering the area accessible for interventions.

- **The role of protection clusters and their capacity to play a multi-faceted role on this issue in close coordination with the HC and HCT.** The panel underscored that Protection Clusters must avoid automatic red lines on issue of humanitarian access but rather should adopt a systematic reasoning process based on commonly agreed principles and standards.

At the time of the event, the GPC took the opportunity to conduct a live interview with the Special Rapporteur on the subject, which may be viewed at the GPC Website. The report of the GPC Thematic Seminar Series is available on the GPC Website.
Overview of Dialogues with Field Protection Clusters

In 2012, the GPC Coordinator embarked on an initiative to enhance the awareness of the status and situation of field protection cluster operations, especially in terms of implementation of the six core functions of clusters. In addition to the growing connections between Field Protection Clusters and the GPC and the Support Cell, the dialogues are structured discussions with Protection Cluster coordinators that intend to support a more formal connection with the GPC Coordinator. The dialogues are intended to reinforce direct communication between the field operations and the GPC and brief on the current context and prevalent protection issues; identify challenges and constraints in ongoing response and build common agreement on concrete actions that could improve operational delivery and coordination, including support from the GPC.

To date, dialogues with 7 clusters in complex emergency settings (Somalia, Democratic Republic of Congo, Chad, Central African Republic, Pakistan, Sudan and Zimbabwe) have been concluded and structured briefings with Nepal and Côte D’Ivoire Protection Cluster Coordinators were organized.

In addition to the provision of key information, including on coordination mechanisms in place for each operation, co-facilitation arrangements, funding issues, capacity of government and NGOs, IDP facts and figures, the dialogues also provided the GPC Coordinator with a better understanding of the current protection situation in each ongoing crises and the main constraints and challenges being faced by the Cluster.

Main protection challenges identified by Field Protection Clusters included:

- Constrained freedom of movement due to insecurity and obstacles imposed by state and non-state actors, and discriminatory practices that impede the right of affected populations to basic services and humanitarian assistance;
- Sexual and Gender-Based Violence by state and non-state actors in all contexts;
- Recruitment of children and trafficking;
- Extrajudicial killings and arbitrary arrests;
- Presence of Mines / UXO and the proliferation of small arms;
- Presence of “self-defense” groups with ill-defined chains of command and control structures;
- Land and property tenure related conflicts and limited access to civil documentation;
- Limited access to justice and effective remedies in the majority of contexts.

Main constraints and challenges identified by Field Protection Clusters:

- Lack of humanitarian access to many of the areas most affected by conflict and insecurity;
- Staffing and Resources: All clusters cited a lack of dedicated cluster coordination staff and lack of funding for protection activities generally as a constraint to adequate protection response to the crises;
- Weak Government capacity and a lack of willingness to take on primary responsibility for the protection of citizens;
- Lack of IDP legislation or national policy and a hesitation about including IDP needs systematically in national development planning;
- Weak strategic direction from the humanitarian leadership at the country level;
- Insufficient guidance and tools in particular with respect to protection assessments, co-facilitation arrangements, strategy formulation, protection mainstreaming, and a need for training of staff on the ground on coordination and leadership;

The dialogues will continue with a view to cover the remainder of the cluster operations in 2013, to have an overview of all 24 Field Protection Clusters and to inform the developments of strategic objectives of the GPC when its work plan comes up for review in 2014.

For further information refer to the IASC Reference Module For Cluster Coordinator - draft available on www.globalprotectioncluster.org

Field Testing the IASC Reference Module for Cluster Coordination at the Country Level

The IASC Reference Module for Cluster Coordination has been finalized and cleared by the Emergency Relief Coordinator for field testing. The current draft of the module can be found on the GPC Website and also on the Humanitarian Response Website. The GPC has been engaged in the drafting process and interested field clusters are encouraged to contact the GPC Support Cell (gpc@unhcr.org) in order to get further information on the process. The revision process is scheduled to be completed in mid-2013.
Support to Field Operations

Field requests for support have been coming in from various avenues, including through the GPC Dialogues, requests directly to the GPC Support Cell, AoR Rapid Response Teams, other GPC partners and the GPC Help Desk.

The DRC Protection Cluster called for a GPC Support Mission especially with respect to in-country coordination and leadership training. GPC Roving ProCap Senior Protection Officer was deployed to respond to the request in late November of 2012; due to the intensification of the conflict between the Government and March 23 Movement (M23) during the time of the deployment, the training was readjusted to a technical support mission.

The Chad operation asked for support regarding Transition and Protection of Civilians strategies, which it received through a short-term deployment of the GPC Roving ProCap SPO from 9 to 16 December 2012.

Field Protection Clusters in Yemen, Afghanistan, Pakistan, Colombia, Ethiopia, Mali, South Sudan and Central African Republic benefitted from deployments from the Child Protection and GBV Rapid Response teams in 2012, to support in areas such as coordination, fundraising, capacity-building for the sector, advocacy and the development and implementation of tools for use by the AoRs.

Furthermore, Protection Clusters in DRC, Somalia, Afghanistan, Central African Republic, and Chad have asked for and received remote guidance in various areas, such as protection mainstreaming, assessments, coordination and strategy formulation, Housing, Land and Property and resource mobilization, including help with short-term deployment requests.
Summary of findings from the 2012 survey with field based coordinators of Child Protection

In August 2012, the global level Child Protection Area of Responsibility (CP AoR) undertook a survey with all field-based Child Protection coordination entities in humanitarian settings to identify key challenges, gaps and responses to help frame priorities for its 2013-2015 work plan. The following is a summary of the main findings from the 17 respondent countries.

Child Protection coordination is generally going well

The majority of child protection coordination mechanisms were implemented during the response phase of emergencies and had developed or were developing an inter-agency Child Protection strategy or work plan, most frequently linked to strategies of existing protection clusters and / or working groups. The number of participating organisations averaged 24 at the national level with over 50 at the sub-national level, the majority of them local NGOs.

Range of protection issues faced by children is significant

The range of protection issues highlighted varies significantly and includes: environmental risks (including mines and UXO); physical violence; sexual violence; mental health and psychosocial support needs; children associated with armed forces or armed groups; child labor; separated and unaccompanied children and justice for minors. In addition to these, additional risks were highlighted such as substance abuse, torture, forced displacement, restricted access and mobility as well as harmful cultural practices, and two thirds of the contexts have programmes addressing each of the issues identified.
Funding and Human Resources remain a major limiting factor in Child Protection responses

Funding was consistently rated as one of the top three challenges. Although most respondent countries had a Consolidated Appeal Process (CAP), where child protection was included as part of the Protection section only 0–37% of funding requirements had been met. This was attributed to, in part, due to Child Protection not being perceived as ‘life saving’ and thus not prioritised by donors. In addition, over 80% of respondents cited the need for additional human resources for coordination at various levels (national, sub-national, within partners, within government), with specific reference to the need for dedicated coordination and information management capacity - reaffirming observations from previous research done since 2008.

More assessments are carried out than before

The majority of cases reported that assessments had been carried out in the last 18 months, indicating significant progress. Where inter-agency Child Protection strategies exist, these tend to be developed according to evidence-based information extracted from assessments.

Context-specific standards for Child Protection programming are not routinely in place

The survey highlighted that only half of the situations have adapted existing standards to the local context. Where this was done standards were implemented by the majority of members. More work needs to be done on adapting standards (such as the recently launched Minimum Standards for Child Protection) to local-contexts and ensuring implementation and compliance especially in technical areas where this has been lacking, notably in case management, child labor, justice for children, environmental hazards and violence.

Need for Continued Field Support and Capacity-Building from the CPWG

The majority of respondents gave highly positive feedback regarding support received from the Child Protection Working Group (CPWG), and have requested additional support in various areas including; adaptation of generic tools and practices, enhanced sharing of good practice to support rapid assessments and contingency planning, as well as assistance with coordination, resource mobilization and capacity-building, especially for national actors.

Limited performance monitoring in the child protection sector

Although half of the coordination groups have some process in place to monitor and review the coordination function, it is not routine or standardized and inter-agency systems to monitor the programming carried out by organizations in the group are very rare.

Learning and good practice for Child Protection work within the Protection Cluster

Despite variations at the country level, distinct benefits of working within the Protection Cluster were noted such as joint training, sharing and learning through improved collaboration and a holistic approach to protection, as well as increased funding and advocacy due to inclusion in CAPs. However, challenges of working within field protection clusters were also raised, often related to intra-cluster coordination challenges. It is widely agreed that effective collaboration between the Child Protection AoR and overall Protection coordination structures amplifies the impact of coordination, improves the understanding of Child Protection by the broader humanitarian community and increases its articulation in the overall response.

The findings extracted from this survey have been invaluable in guiding the development of the CPWG’s 2013-2015 work-plan. A section of this next work-plan will be dedicated to strengthening field-based coordination of Child Protection, aiming to address some of the challenges presented here and building upon existing successes.
Making Mine Action Responsive to Land Issues

A joint initiative by the Mine Action and Housing, Land and Property (HLP) Areas of Responsibility

Since 2010, the areas of responsibility for Mine Action and Housing, Land and Property (HLP) are have partnered to strengthen their strategic frameworks and operational linkages. The partnership has demonstrated the practical benefits of collaboration at both the field and global levels.

Why land matters for mine action

This partnership initiative is based on research commissioned in 2010 by the Geneva International Centre for Humanitarian Demining (GICHD) in seven countries (Afghanistan, Angola, Bosnia, Cambodia, Sudan, Sri Lanka, and Yemen). Research findings indicated that, while mine action organisations encounter land-related issues during the course of their operations, many refrain from addressing them based on the view that land issues are not part of their mandate, are too complex or because they simply weren’t sure how to. Some organisations explained that they were concerned that discussing land issues might compromise their “neutrality”, though clearing land contaminated by mines and other Explosive Remnants of War (ERW) is not neutral either. Ignoring land issues can result in several land-related risks for mine action organisations, notably creating new or exacerbating existing conflicts; land grabbing; putting mine action staff or communities at risk; delays to clearance operations while land “ownership” is clarified; and intentional damage to expensive demining equipment.
New Mine Action guidance on land rights

As part of the collaboration between the Mine Action and HLP AoRs, GICHD and UN-HABITAT agreed to provide mine action organisations with practical guidance on how to ensure their operations take land issues into account, and at a minimum, ensure a “do no harm” approach. An initial workshop was held in Cambodia in October 2010 and the dialogue between HLP and Mine Action professionals continued throughout 2011 and 2012, with several joint events linked to mine action/Armed Violence Reduction meetings. With regards to practical guidance for field practitioners, GICHD and UNHABITAT developed a Frequently Asked Questions (FAQ) document for mine action organizations, which outlines some practical recommendations on how they can mainstream land issues. GICHD and UNHABITAT have also developed a country-specific FAQ on mainstreaming land issues in Afghanistan (available in English, Dari and Pashto), and one for Somaliland is being developed. The country-specific FAQs are based on information gathered during field support missions.

Support mission to Afghanistan and Somalia

GICHD and UNHABITAT carried out a joint assessment mission to Afghanistan in February 2012 to meet with mine action organisations and find out what kinds of land-related issues they encounter. Another mission took place in Somaliland in April 2012 to provide support to the Danish Demining Group and the Danish Refugee Council with the view to assess and suggest measures on how their programming can better respond to and potentially prevent land-related conflict. Both missions resulted in reports that outlined practical recommendations on land mainstreaming options.

With strong leadership from the Mine Action Coordination Centre for Afghanistan, the collaboration has generated the following significant results:

- Findings from the support mission were presented to the directors and operations managers of all of the demining NGOs, MACCA staff, the Department of Mine Clearance and MACCA has distributed the FAQ to relevant ministries;
- MACCA has adapted their post demining impact assessment forms to include land-related questions (as per the ones mentioned in the Afghan FAQ) and their information management system (IMMSA) is being adapted to record land-related data;
- MACCA plans to sample 10% of the minefields cleared last year and will include land-related impacts in their impact assessments;
- MACCA included female surveyors in the PDIA teams;
- MACCA plans to reflect land issues in their national standards/SOPs.

Land and Mine Action Global Coordination

The Mine Action and HLP AoRs also collaborate at global level for the development of their respective toolkits aimed at strengthening country-level coordination mechanisms. In 2012, practical guidance on coordination for mine action organisations involved in humanitarian crises was developed. Examples of concrete steps measures suggested to field actors include the need to:

- Use community liaison and surveys to identify community priorities for survey and clearance, and ensure questions are asked about land issues, such as: Who has what rights to the land? Are there any land conflicts or historical grievances between communities? What was the past land use and what is the expected future land use once the land is released? Will the value of the released land increase the risk of land grabbing?

- Consider land rights when setting mine action priorities. Do not clear land that is disputed if there is equally high priority undisputed land that needs to be cleared. At the same time, communicate with local communities, NGOs and authorities that the reason an area is not being cleared is because it is in dispute. Stop clearance if a land dispute is discovered which puts civilians or mine action staff at risk. Report these matters to the local government and the national authority. Refer disputes to local NGOs or the UN.

The way forward: Mine Action, Land and Natural Resources

HLP and Mine Action AoRs will continue collaboration on mainstreaming land rights in mine action interventions at country level. In terms of plans to take their collaboration forward Mine Action and HLP AoRs also plan to conduct a study in 2013 on the implications of clearing land contaminated with mines/ERW for natural resource extraction and large-scale infrastructure investments, with the view to produce conflict-sensitive guidance for the extractive and infrastructure sectors, as well as commercial mine action organisations.

For more information please contact: GICHD - Sharmala Naidoo: s.naidoo@gichd.org UN-HABITAT - Szilard Fricska: fricska.unhabitat@unog.ch

The Protection Standby Capacity Project deployment of a Senior Protection Officer (ProCap) to Papua New Guinea from March to October 2012 resulted in key technical support to the Government to strengthen protection in disaster preparedness and response phases. In addition to ranking among the top 12 most natural disaster prone countries in the world, with active and dormant volcanoes, earthquakes, cyclones, floods, landslides, droughts and rising seas levels, Papua New Guinea (PNG) has one of the weakest natural disaster coping capacities. The mission there revealed the Government’s full commitment to its obligation to assist and protect people affected by natural and man-made disasters and the work it has undertaken to set up disaster risk management policies and structures at various levels.

Introduction of International Tools and Guidance

Working together, the support mission and the members and observers of the Papua New Guinea Protection cluster (PNGPCWG), developed a toolkit for local use – the PNG Protection Assessment and Response Toolkit, which was then used as the primary base for training, learning and capacity development. Drawing on resources of the Global Protection Cluster, Pacific Humanitarian Protection Cluster and ProCap, the process introduced essential tools to assist practitioners at field level to assess, monitor and respond to protection risks arising from disaster situations in PNG.
This “toolkit” includes:

- **Evacuation Guidelines** which outline key principles for planning and implementing evacuations of disaster-affected persons. The Protection in Evacuation Centers Guidelines builds awareness of protection risks in evacuation centres and suggests possible preventive and responsive measures.

- **Initial Rapid Protection Assessment Toolkit:** Developed by the Global Protection Cluster in 2011, the base kit provides a standard methodology to guide teams through the processes of desk review of secondary data, key informant interviews, focus group discussions and direct observations to enable protection actors to rapidly form a strategic plan of action. The PNG version was reviewed and adopted by a range of stakeholders during two training workshops on protection in disaster risk management during the mission.

- **Extremely Vulnerable Individuals/Persons with Special Needs Identification Criteria:** This is a widely recognised index used by protection clusters in different countries to guide field practitioners in identifying particular individuals and groups of people within the disaster affected population. Criteria are listed by category vulnerability or special needs for incorporation into baseline surveys, hazard, vulnerability and capacity analysis, contingency preparedness and response plans, assessment, profiling or registration processes. In developing their local toolkit, the PNG team relied also on a set of tables on Protecting the Rights of Vulnerable Persons in Disasters which provide information ‘at a glance’ on key protection risks during disasters of different categories of extremely vulnerable individuals/persons.

- **Addressing Gender-based Violence in Disasters:** Drawing on the “Handbook for the Protection of Internally Displaced Persons” developed by the GPC, March 2011 and “Access to Justice and SGBV: UNHCR’s Call for More Concerted Action”, July 2011, the guide covers various topics, including, definitions, types, causes and consequences of gender-based violence and the development of response strategies. In addition, drawing from UNHCR’s work in refugee camps, an SGBV referral pathway has been included. The team also developed a leaflet for survivors of SGBV to guide them on available assistance and a leaflet for service providers for coherence in “who does what”.

- **Protection Incident Monitoring and Reporting Forms** aim to record an incident or an event in order to enable effective and timely protection intervention, referral and follow-up, ideally with the help of an adequate case management system. Two forms were included, one general form for rapid reporting of protection incidents and human rights violations and the second contextualised for use in market situations.

- **Core Protection Messages in Emergency Communications Guide** was compiled by the Pacific Humanitarian Guide to help government and non-government actors involved in disaster preparedness and response to fulfill the communications component in response to disaster-prone/affected communities and other target audiences.

- **Internally Displaced Persons (IDP) Guiding Principles Visual Aid,** first produced by IOM in Namibia, explains to disaster affected populations and service providers some of the IDP Guiding Principles in clear and accessible ways, and can be tailored to the local context. It is accompanied by a second tool drawn from “Handbook for the Protection of Internally Displaced Persons” by the Global Protection Cluster covering an overview of the IDP Guiding Principles and national responsibility frameworks for IDPs and Return of IDPs.

### Tailor-made Training

Complementing coordination and tools development, training courses and learning seminars were developed for a range of stakeholders including Government staff, UN agencies and NGOs. The courses were based on the GPC’s Task Force on Natural Disasters “Protection in Natural Disasters” training module and adapted to local conditions and needs. The ProCap Senior Protection Officer trained 153 professionals and volunteers. Two training modules were developed by the National Disaster Centre to include in their standard training curricular and were piloted in two locations in PNG. With UN WOMEN and the National Capital District Commission, protection sessions were included in a Trainer of Trainers course for the formation of Market Management Monitoring Units for the Safe Cities Programme.

For more information, please see the [GPC website](http://www.globalprotectionclusters.org), where the toolkit has been shared.
News from the Field: The Streets of Gaza

Mine Action rapid response to the November 2012 hostilities

UN Resident and Humanitarian Coordinator in the occupied Palestinian territory (oPt) emphasized in a press conference on 25th November 2012, the that one of the key humanitarian priorities is to reduce the risk of Explosive Remnants of War (ERW) through clearance and risk awareness activities. At the time, UNMAS had four staff members in Gaza, but this this technical capacity was immediately reinforced with a rapid deployment of UNMAS Programme Manager and Operations Officer. The rapid response of UNMAS was able to provide the following during and in the immediate aftermath of the hostilities:

- Analysis and advice to the wider humanitarian community in terms of ERW hazards in Gaza for a coordinated interagency emergency preparedness and response. As part of the OCHA-led inter-sectoral rapid assessment (November 2012), UNMAS evaluated the extent of the ERW threat and provided ERW risk oversight to Clusters for early response, e.g. WASH emergency action such as filling of bomb craters, water pumping from craters and repair of sewage lines damaged by air strikes;

- Materials, messages and technical advice to partner UN agencies and NGOs, warning messages on ERW through emergency hotlines, four local FM radios and UNRWA TV continue have been being disseminated since November 2012. UNICEF and UNMAS launched an awareness-raising campaign to alert children and their families of the dangers of ERW.

- 54 emergency ERW risk assessments across the Gaza Strip of all damaged government and UNRWA schools, as well as key infrastructure, farmland, family and adolescent centers were completed by the end of 2012.

UNMAS chairs the Mine Action sub-cluster of the oPt Protection Cluster.

For more information about Mine Action in the oPt please contact Celine Francois at CelineF@unops.org (in Jerusalem) or Adina Dinca at dinca@un.org in UNMAS New York.

Due Diligence in Côte d’Ivoire

“Human Rights Due Diligence Policy on Support to Non-United Nations Security Forces” (the Due Diligence Policy) was adopted on 13th July 2011 by the Secretary-General and structures to ensure its compliance were being rolled out throughout 2012. The Human Rights Due Diligence Policy is based on the principle that the:

“UN support cannot be provided where there are substantial grounds for believing there is a real risk of the receiving entities committing grave violations of international humanitarian, human rights or refugee law and where the relevant authorities fail to take the necessary corrective or mitigating measures [or must be suspended or withdrawn in cases where the violations occur during the provision of support]”.

Côte d’Ivoire has recently established a structure to ensure compliance with the Due Diligence Policy. Chaired by the DSRSG(HC/RC), the Committee’s role is to review requests from non-United Nations security
forces to the UN Mission in Côte d’Ivoire (known as ONUCI) so as to advise the Mission hierarchy on the risks and possible consequences of providing support.

In order to take advantage of relationships already established during the post-election crisis, ONUCI located the HRDDP review structure within the comprehensive Protection of Civilians Strategy for Côte d’Ivoire (PoC Strategy) adopted in June 2012. The PoC Strategy was drafted in collaboration with the Humanitarian Community, represented by UNHCR as the Protection Cluster Lead and OCHA and it seeks to formalize previous ad hoc systems for the information sharing, advocacy and collaboration on Protection of Civilians. Even after the deactivation of the Protection Cluster in December 2012, protection actors continue to raise acute PoC needs through participation in national and local level PoC structures and to seek, in collaboration with the ONUCI teams on the ground and in Abidjan, practical responses to remaining issues and areas.

The HRDDP Sub-Committee was established within the PoC Strategy framework and uses the same networks to ensure that decisions concerning ONUCI support to security forces have taken into account any potential risks. UN Agencies Funds and Programmes and humanitarian actors are represented by OCHA and UNHCR, as well as by UNICEF, UNFPA and other technical structures as needed. The PoC Task Force and the HRDDP Sub Committee include members of all relevant sections within the mission including Human Rights (UNHCHR), the Force, UNPOL, Security Sector Reform and DDR; debate among security, humanitarian and human rights actors can be energetic.

The HRDDP Sub-Committee meets regularly but is also available for remote consultations so as to ensure that every request is reviewed by the appropriate actors. Where possible, recommendations are agreed with the Force and UNPOL so as to be as practical as possible. Recommendations from the PoC Task Force are formally shared with the Senior Management Group on Protection established by the PoC Strategy so as to inform their decision making on individual requests.

Collaboration on the review of requests for assistance to non UN security sector actors has encouraged the development of relationships among technical parts of the Mission and humanitarian actors. With time, these structured dialogues have helped the different actors to understand better each other’s perspectives and to facilitate the search for practical solutions. In addition to the improved decision making intended by the Due Diligence Policy, this joint reflection has improved also information sharing among actors and has provided for faster and more complete responses to protection needs generally.
A main launch event took place in April 2013 at the global level, followed by regional launch events and thematic workshops, which will be announced in due course.

Child Protection Standards

In 2010, the members of the global Child Protection Area of Responsibility agreed on the need for Child Protection standards in humanitarian settings. The Minimum Standards for Child Protection in Humanitarian Action were developed between January 2011 and September 2012. The process of drafting the Minimum Standards involved over 400 individuals from 30 agencies in over 40 countries, including child protection practitioners, humanitarian actors from other sectors, academics and policy makers.

The main purpose of the Minimum Standards is to:

- Establish common principles amongst those working in Child Protection, and to strengthen coordination between them;
- Improve the quality of child protection programming, and its impact for children;
- Improve accountability within child protection work;
- Further define the professional field of child protection;
- Provide a synthesis of good practice and learning to date;
- Enable better advocacy and communication on child protection risks, needs and responses.

These standards follow the structure of the Sphere Standards, and are accompanied by key actions, measurements (including indicators and targets), and guidance notes intended for use by those working on child protection or related areas of humanitarian action. Child protection actors include 1) those working directly with children, families and communities; 2) planners and policy makers; 3) coordinators; 4) donors; 5) academics; and 6) those working on advocacy, media or communications.

Child protection in emergencies includes specific activities by child protection actors, whether national or community-based, and/or by humanitarian staff supporting local capacities. It also includes activities in other humanitarian sectors. The Minimum Standards refer to 26 standards: 6 general standards to address child protection needs; 8 standards to ensure a quality child protection response; 4 standards to develop adequate child protection strategies; and 8 standards to ensure mainstreaming of child protection in other sectors.

These standards were launched by representatives from the United States and Swiss United Nations Offices in
Geneva at the start of CPWG’s annual meeting on the 29th of October. The launch was attended by some 200 people including, a wide range of representatives from Governments, UN agencies and NGOs.

Given the tremendous effort that has gone into drafting these Minimum Standards, the expectations by child protection practitioners and the Minimum Standards’ positive reception, it is important to ensure that they will be promoted globally and that field teams will be supported in their practical application in humanitarian responses.

For more information please visit the Child Protection AoR Website.

AusAid Protection Framework

Australia has a long-standing commitment to protecting people affected by natural disasters and human-induced crises and Australian agencies work with partners to establish standards and deliver protection for people in crisis, including the Minimum Inter-Agency Standards for Protection Mainstreaming.

Building on this knowledge and experience, the Australian Agency for International Development (AusAID) is drafting a Protection in Humanitarian Action Framework. This Framework outlines AusAID’s approach to protecting the safety, dignity and rights of populations affected by humanitarian crises. It explains what AusAID means by protection in humanitarian action, defines priorities and guides how AusAID will deliver humanitarian action through partners.

In producing this Framework, AusAID has consulted with Australian and international non-government organisations, whole of government partners, other international multilateral partners including mandated protection organisations, research institutions and individuals with expertise in protection. As part of these consultations, AusAID engaged with the Global Protection Cluster through both written feedback and a roundtable discussion. These consultations have helped tighten the Framework, target its messages and ensure that it draws on best practice and innovations in the field.

AusAID is currently undertaking a final round of consultations, with the Framework due to be published in 2013.

Revisions of the 2005 IASC Guidelines for GBV Interventions in Humanitarian Settings and Update of the GBV Coordination Handbook

The GBV AoR has recently received funding from the US State Department’s Bureau of Population, Refugees and Migration to undertake a two-year project to revise the 2005 IASC Guidelines for Gender-based Violence Interventions in Humanitarian Settings (“the Guidelines”) and to finalize the 2010 provisional edition of the Handbook for Coordinating Gender-based Violence Interventions in Humanitarian Settings (“the Handbook”).

The finalization of the Handbook will be based on feedback collected during a monitoring process that was conducted throughout the 2011 dissemination of the provisional version. The revisions to the Guidelines will be informed by a comprehensive desk review, bilateral and group consultations led by a voluntary “Task Team” within the GBV AoR.

Ensuring that the revision process for the Guidelines is as consultative and collaborative as possible will be key to their future success in enhancing the capacity of all those working in humanitarian settings to address GBV concerns in their areas of operation. Preliminary consultations were held in New York (27-28 November 2012) and Geneva (4-7 December 2012) with GBV actors and cluster representatives to solicit initial feedback on:

- The relevance and utility of the original guidelines to different areas of operation;
- Suggestions for revisions to enhance uptake of the Guidelines and to improve integration of GBV programming across all areas of humanitarian response;
- Information about tools related to different areas of operation that might be relevant to the revisions;
- Examples of pilot projects/recommendations for sites for field-testing the revised Guidelines.

Throughout the next few months, feedback on key issues will be compiled through:

- Widespread dissemination of a brief survey questionnaire about suggested revisions to the Guidelines;
- Additional consultations with global and field-based cluster actors, crosscutting focal points and GBV specialists, including local partners and, where relevant, government representatives.

We hope you will support this process as it moves forward. For further information please contact Jeanne Ward: jeanne@swiftkenya.com or Julie Lafrenière: julielafreniere03@gmail.com

Minimum Inter-Agency Standards for Protection Mainstreaming

Published World Vision, 2012
The Protection Cluster Coordination Learning Programme

The Protection Cluster Coordination Learning Programme (PCCLP): the GPC Task Team on Learning continued to deliver the program as scheduled in 2012, with further 2-4 workshops planned for 2013. The October 2012 PCCLP training had a regional scope; held in Dakar, Senegal, with 27 participants from government, civil society and UN agencies from Senegal, Mali, Niger and Cote d’Ivoire, the training was designed to allow country teams to develop their individual plans and tools as part of the training process and to share these with the rest of the participants. Exchanges between teams in the establishment phase of Cluster coordination and those preparing for the transition to de-activation reinforced the formal messages brought by the trainers and helped to build ties between Governments and Civil Society actors in the West African Region.

Four trainings have been planned, in the first instance, for 2013, including: Afghanistan (17-21 February) and Sudan (24-28 March). Future trainings are planned in Pakistan (17-21 June) and in another location yet to be determined. The following criteria have been established by the Task Team for consideration of country specific support requests:

- Nature and scale of the humanitarian situation (e.g. complex emergency and/or conflict/violence, natural disaster, or both);

- Level of activity and phase of an active Protection Cluster e.g. TOR development, new cluster being established or transition to government take-over of a cluster;

- Membership of the Protection Cluster, (e.g. extent to which local/national actors are included in the cluster);

- In-country capacities to deliver protection training, and training already received by cluster members in 2011 and 2012.

For further information on Protection Cluster trainings, please contact the co-leads of the Task Team on Learning - Global Learning Center, Claudio Delfabro: Delfabro@unhcr.org and iDMC, Kim Mancini: kim.mancini@nrc.ch

Training on Protection in Situations of Natural Disasters

From 18-20 October 2012, the GPC Protection in Natural Disaster Training Module was successfully adapted and implemented in the Pacific Region. The training was held in Nadi, Fiji, with participants from Fiji, Solomon Islands, Tonga and Vanuatu. There were a total of 15 external participants from National Natural Disaster Management Institutions, International, Regional and National NGOs. The facilitation team comprised four trainers from the GPC, Pacific Humanitarian Protection Cluster and a Regional Non-governmental Organization (Act for Peace - Pacific Program).

The methodology of this intensive training ensured, through the process of empowerment, that participants took a very active role in the training. The facilitators based the training on two-and-a-half days of peer learning and experience exchange, which culminated in each participant making a personal action plan centered on a chronic protection concern in the country of their workplace.

UNHCR Coordination and Leadership Learning Programme

The final cohort of the Coordination and Leadership Learning Programme took place in Cox’s Bazar, Bangladesh, from 30 September to 4 October 2012. A further 20 participants from UNHCR, IOM, and OHCHR, based in the Middle East, Africa, Asia, and other regions benefitted from the programme to strengthen coordination capacity in the field. A further two workshops are planned in 2013 in Addis Ababa (21-26 April) and Bangkok (7-12 July).

Protection Stand-By Capacity Trainings

ProCap seeks to strengthen existing stand-by arrangements by increasing the number of qualified protection personnel available for short-term missions, enhance the protection capacity within NGO standby rosters, expand the linguistic and cultural diversity of roster members, and improve the quality of temporary protection personnel through additional and comprehensive training. To this end, four trainings were delivered during 2012 and 5 trainings are planned for in 2013. The trainings will be held in Dakar (French) in March 2013, Geneva (English) in September 2013 and Oslo (English) in November 2013 and two other trainings are to be confirmed.
Training on the Kampala Convention in Ethiopia

The Protection Cluster in Ethiopia, with the support of the GPC and partners in the country, conducted a two-day Workshop on the protection of IDPs and promotion of the African Union Convention for the Protection of and Assistance to Internally Displaced Persons in Africa (the Kampala Convention) 27-28 November 2012. The workshop aimed at promoting knowledge on content and status of relevant international and regional legal and policy frameworks for the protection of the human rights of internally displaced persons (IDPs). Whilst Ethiopia has signed the Kampala Convention, the training should help support efforts toward accession to the instrument and develop a specific national legislative or policy framework on internal displacement. In recent years, including during the consideration of the country’s report at the Universal Periodic Review, Ethiopia has expressed keen interest in ensuring protection of IDPs.

Key government offices such as the Ministry of Foreign Affairs (MoFA), Disaster Risk Management and Food Security Sector (DRMFSS), Environmental Protection Authority (EPA), the Ethiopian Human Rights Commission (EHRC), NGOs and UN agencies, in their capacity as members of the Protection Cluster in Ethiopia, participated in the Workshop.

Based on an open and constructive discussion during the workshop, some key recommendations made were:

- Lack of Government counterpart for the Protection Cluster was identified as a significant challenge and it was recommended that a mutual agreement on this issue be reached in order to involve the government at the technical level;
- Mainstreaming of protection within other clusters was identified as a major step to strengthen protection intervention;
- The role of the National Human Rights Commission vis-à-vis protection of IDPs was also discussed and the Commission members expressed an interest to work closely with the Ethiopia Protection Cluster.

AoR and Other Training Initiatives

Child Protection: AoR had a series of Global Inter-Agency Child Protection Rapid Assessment (CPRA) trainings for coordinators, managers and trainers. The training lasts three days, with the first day focusing on an introduction to the impact of emergencies on children and an overview of child protection in such contexts; an introduction to the CPRA tools, interview techniques and ethical considerations. The second day deals with technical aspects and applies an adaptation of the tool to the particular context while the last day goes into a practical field testing, a review and final adaptation of the tools for future use. In 2012, 39 participants benefitted from the training in Thailand from 2-5 October, a further 16 in Amman from 14-19 October, and 25 more in Geneva from 26 - 29 October.

Gender Based Violence: With guidance from the GBV AoR Learning Task Team, training courses on GBV in emergencies have been developed and conducted for member agency staff and key partners. These include the annual training on the Coordination of Multi-Sectoral Response to Gender-Based Violence in Humanitarian Settings, delivered in November 2012 at the University of Ghent, and the next one planned for in the summer of 2013; training on Improving Protection of Women and Children through Improved Coordination, held in early 2012, and placing specific emphasis on building links between GBV and Child Protection coordination structures and meeting the needs of child survivors; and the Managing GBV Programmes in Emergencies course that includes a free, e-learning course and field-focused e-learning companion guide launched in April 2012. New language versions in English, French, Spanish and Arabic were launched in October, 2012, with an in-person follow-on training planned for the Asia-Pacific Region in summer of 2013. A community of Practice training that builds on and sustains gains made through a similar, ECHO-funded initiative of the AoR (2010-2011) is currently under development.
The new Gender-Based Violence (GBV) AoR website (www.gbvaor.net) is now available. The website serves as a "one-stop-shop" to guide actors and facilitate learning and access to essential information and tools on GBV coordination, prevention, and response in humanitarian emergencies. Furthermore, it aims to promote engagement of GBV AoR members at the global level and strengthen linkages between the global and field levels in addition to hosting an evolving source of information, newly published and discovered resources, practices, and tools from the field.

Essential guidelines and tools - the “Core Toolbox” - are available through a designated link. Additionally a wide variety of complementary information, tools, and resource materials are organized by topic area for use by anyone interested in GBV coordination and programming in humanitarian settings, available in different languages options.

The website features a section on the Rapid Response Team (RRT) with information on steps for requesting support, the team’s activities and background of each RRT member. Similarly, information on the GBV AoR’s work-plan and its six Task Teams – Advocacy, Handbook and Guidelines, Capacity Building, Knowledge Management, Accountability, and Research - are provided in a separate tab.

The Training and Events section intends to promote the engagement of actors to coordinate and plan professional development related to GBV, including current and past trainings, available e-learning courses and training packages - listed under the “Tools and Resource” section.

To facilitate better coordination and information sharing, there is a separate tab for country-specific material provided through an interactive field map. Relevant documents and information about GBV, including Coordination Mechanisms, Terms of Reference, Strategies, Standard Operating Procedures, and Advocacy will be provided. Emerging best practices and lessons learned from the field will also be provided to help support each other’s work.

The final tab, Vacancies, will promote awareness about available positions relating to GBV. We hope this will further facilitate the GBV AoR to fill positions with qualified and experienced personnel.

The website is a work in progress and your feedback, recommendations and proposed documents are most welcome in order to continue improving the utility and the friendliness of the website.

Please send your comments and any additional documentation for the website to Melissa Meinhart: mmeinhart@unicef.org
# GPC Essential Contact List

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