

REPORT TO DONOR STAKEHOLDERS

November 2007

Introduction

ProCap was launched in November 2005 with the aim of enhancing the UN protection response and contributing to the building of global protection capacity through the predictable and effective deployment of personnel with proven protection expertise. It was designed to reinforce the strategic and operational protection response for Internally Displaced Persons (IDPs) and other vulnerable groups in emergencies and protracted complex crises. It is a critical part of the inter-agency global capacity building effort and supports the goals of the Global Protection Cluster (PCWG).

An extensive External Evaluation of the relevance, effectiveness and efficiency of the Project was undertaken in January – March 2007. Results from this were shared with Donor Stakeholders on 31 March 2007. At this time, the original rationale of the ProCap project was endorsed by the Evaluators, and its continuation was recommended, pending the development of institutional capacity by the protection-mandated agencies. The Evaluators did, however, highlight a number of areas where the project might be enhanced through, *inter alia*, greater clarity on the purpose, role, prioritisation and timeframe of senior-level deployments, increased linkage with the Global Protection Cluster, streamlining its work with Standby Partners to improve the quality and increase the quantity of roster members, and looking at means to ensure the sustainability of ProCap training, and perhaps opening this to a broader audience.

The Stakeholder meeting in March provided a forum for preliminary discussion and reaction to the recommendations. Extensive consultation within the Steering Committee and with Standby Partners has since taken place, including the identification of concrete actions and activities to address the recommendations. These are reflected in a 'working document', the *Post-Evaluation Action Plan* (Annex 1), which outlines activities and tracks progress in six key areas of the project: Management and Structures; Strategic Focus and Use; Senior Protection Officers (SPOs); Standby Partners and Standby Protection Experts (SPEs); Training; and Information Management. In addition to using this document as a Framework for discussion, the Steering Committee review of the Project reflected in this paper has been informed by on-going consultation within the Global Protection Cluster on its own strategic direction and provision of field support, as well as reporting for the Global Cluster Appeal.

1. PROJECT REVIEW AND RECOMMENDATIONS

a. Management and Structures

The Evaluation focused on the need for ProCap to align itself and work more closely with the Protection Cluster Working Group, and the development of this increased synergy has been central in defining the structure and role of the Steering Committee and its constituent members. Even as the strategic direction and structure of the PCWG itself is under discussion, the ProCap Steering Committee has agreed that the structure of the Steering Committee should remain unchanged - recognising concerns over the creation of new or multiple structures - but that the actual personnel involved should also be engaged with the PCWG. This was already the case for OCHA and OHCHR, and has now been achieved with new participants from UNHCR and UNICEF. ICVA representation remains welcome, and its actual participation is encouraged. The role of a (rotating) representative of the Standby Partners is under discussion.

It is recognised that PCWG priorities should inform the dialogue and decision-making within the Steering Committee, and the planned PCWG Retreat in mid-November is thus crucial both for future development and formalisation of the ProCap/PCWG link, as well as for a prioritisation of countries, operations and capacity-building initiatives where ProCap might play a role. ProCap is already active in a number of PCWG sub-groups and workplan initiatives, such as the revitalised Task Team on Learning, development of Protection Officer Core Competencies, and discussion on prioritisation and complementarity of projects within the Global Cluster Appeal. ProCap also provides the PCWG with information on its deployments,

training initiatives and other developments, and these are reflected in documentation produced by the Cluster. This close engagement with the Protection Cluster and its activities remains a priority for the future.

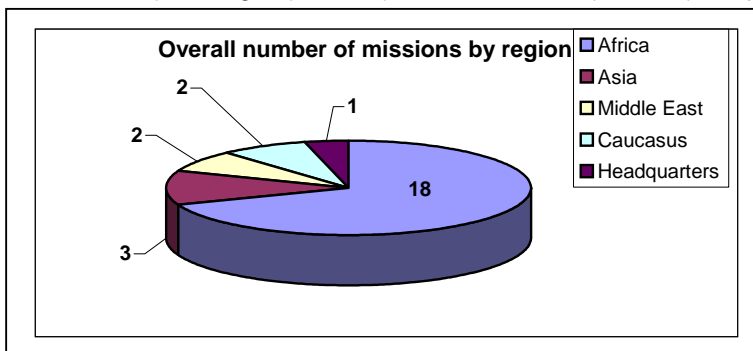
The Norwegian Refugee Council (NRC) continues the contractual and administrative management of the Senior Protection Officers, which was praised in the evaluation, and the Memorandum of Understanding (MOU) outlining this role has been extended to December 2007, and an extension for a further year is then proposed.

The Evaluation concluded that there was a logic to the ProCap Support Unit being hosted by OCHA, given the Project's inter-agency and coordination role, and the potential for deployments to Humanitarian Coordinators. There was subsequent agreement by the Steering Committee that the existing hosting arrangements were satisfactory, subject to review in March 2008, and assuming enhanced linkage with the Protection Cluster as noted above. It is noted that ProCap should not be regarded as a permanent mechanism, but that its duration should be linked to the development of institutional capacity within the protection-mandated agencies. As UN Agencies and cluster mechanisms further develop their own capacity, ProCap will have to face the challenge of defining an appropriate exit strategy that safeguards the human and other resources developed by the Project, but examines the potential mainstreaming of these activities into one or more of the agencies. An 'Exit Strategy' Concept Note will be produced in 2008, complementing the deliberations of Cluster Leads and partner agencies on the Cluster role, capacity and mainstreaming.

b. Strategic Focus and Use

The Evaluation drew attention to ambiguity, and some tensions, within the Steering Committee on the strategic versus operational use of ProCap deployment. It reviewed the roles fulfilled by Senior Protection Officers, recognising the respective merits of 'strategic', mid-level and operational deployments. It recommended that deployments be made possible to the HC's office, or to OCHA, to undertake strategic, policy development roles which are of benefit to an inter-agency response. When the Evaluation findings were released, the Steering Committee had already begun to review the original criteria in the light of the respective agency needs. The revised criteria for deployment (Annex 2) now provide more detailed guidance, including on support to the Humanitarian Coordinator, to a wider group of UN Agencies, and on the strategic role of SPOs. Minimum Conditions have also been reviewed to allow for deployment of SPOs for a longer period (initially six months, with extension – if justified – to nine or, in exceptional cases, twelve months), and to outline the support expected in-country, and reinforce the requirement for measures to be taken by the relevant Agency or Country Team to continue the work initiated by the SPO. Since March, two SPOs have been deployed to OCHA (in Karamoja, Uganda, and in Nepal).

The table (Annex 3) shows the current roles of SPOs and the key objectives for their deployments. Since March, SPOs have been deployed on 10 new assignments, in Uganda (Gulu, UNHCR and Karamoja, OCHA), Sri Lanka (UNICEF), Jordan for Iraq (UNHCR) and the regional response (UNICEF MENA Regional Office), Timor Leste (OHCHR/UNICEF), Georgia (UNHCR), Abeche, Chad (UNHCR), Nepal (OCHA) and Sarajevo, BiH (UNHCR). Deployments have varied in emphasis from support to inter-agency coordination (in Uganda, Timor Leste and Jordan); to developing strategic frameworks and strengthening the immediate protection response (Chad); to strategic planning, including with Government counterparts, for the development and implementation of national IDP policies (Georgia, Nepal and BiH); and to addressing specific protection concerns, such as child protection, with other actors and within the broader protection agenda (Sudan, Sri Lanka and Jordan). In some roles, such as that with UNICEF in Kenya, SPOs are reported to have proved catalytic in prompting an inter-agency response and advocating within the country team on emerging protection issues. It has been agreed that any PCWG prioritisation of countries or operations requiring support should inform decision-making on ProCap deployments. At the same time, although ProCap reinforces the work of the Cluster, its ability to deploy to non-HC countries, to address a range of protection issues (beyond IDP-specific issues), whether in chronic emergencies or sudden onset crises, is also seen as a valuable asset.



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Demand for ProCap deployments remains relatively steady, and there has been limited SPO downtime. Constructive use, such as participation in relevant training, has been made of such downtime where possible. However, continued advocacy on ProCap – which can now also draw on positive feedback from deployments in the field – remains a priority. In one initiative, ProCap shared information with RC/HC's on the Project and the roles played by SPOs at the HC Retreat in Geneva, May 2007, and during the RC training in Bangkok in October 2007, and the Secretariat will continue to liaise with the Humanitarian Coordinator Strengthening Project (HCSP) to ensure that RC/HCs are fully aware of the availability of ProCap support. ProCap has also been working to enhance its complementarity with GenCap. This has included discussion of the possible use of ProCap personnel to fill requests received by GenCap, given appropriate ToRs and the availability of a ProCap SPO with a relevant skill-set.

c. Senior Protection Officers (SPO Core Team)

ProCap continues its work to increase the Core Team of Senior Protection Officers to fifteen (in accordance with its previously agreed strategy) and, at 5 November 2007, this team has ten members.¹ While it has been difficult to find candidates at the appropriate level, with broad protection knowledge, inter-agency background and solid field experience, who are prepared to accept the terms and conditions of ProCap deployment, 'word of mouth', proactive approaches to possible candidates by Agencies, NRC, PSU and current SPOs, and growing awareness of ProCap in the field has resulted in an increasing number of applicants of the requisite calibre. It is hoped that more SPOs will be available in January 2008. Both French language and some specialist technical skills, including child protection, have been actively, and successfully, sought in recent recruitment initiatives.

The Steering Committee is well aware that SPOs are under pressure to meet particularly high expectations. 'Burn out' is a real risk and measures to mitigate this should be taken both for current newly contracted SPOs. The SC is, therefore, exploring with NRC the potential for, and implications of, more flexible contracts (allowing longer breaks without pay, for example). Recognising that this might also affect the availability of SPOs, the Steering Committee has been discussing ways in which the Core Team might be further developed, or even expanded - in order to maintain sufficient numbers of personnel - at the same time as developing the skills and capacity of mid-level protection officers. One proposal is the identification and interview of approximately ten standby experts, either in existing rosters (if agreed with their roster managers) or from personnel who currently fall 'between the cracks' for existing roster recruitment (often for reasons of nationality) who might be taken onto an NRC ProCap roster. Identified personnel should have either the existing skills, or capacity to develop them, for ProCap deployment either alone or alongside a 'mentoring' SPO. Rather than being retained on year-long contracts, these personnel would only be remunerated by ProCap when on deployment. It is thought that such a proposal might not only enable ProCap to maintain its ability to respond to requests, but also offer an opportunity for career advancement to more experienced, mid-level protection officers.

ProCap is, at the same time, committed to the personal development of its existing SPOs. To this end, the Evaluation had suggested the development of a dedicated training package for SPOs. However, given the existing level of experience and technical expertise of SPOs, it is planned instead that the Technical Workshops for SPOs (held twice-yearly) should provide an opportunity for specific areas to be addressed in some depth - both as 'training', but also to draw out experience and best practice in various key areas. Following consultation with the SPOs themselves, the next such workshop (Geneva, 17-19 December 2007) will focus on current policy developments and approaches within protection-mandated agencies and the implementation to date of humanitarian reform, with particular reference to protection coordination in the field. Consultation on the latter, it is hoped, will also feed into Global Protection Cluster deliberations on its relationship with field clusters and the type of support that they require. It has also been agreed that the PSU and Agencies should facilitate access to specific agency courses or other training events. Two SPOs have, therefore, already participated in the UNHCR Workshop on Emergency Management (WEM) and one in the Cluster Sector Lead Training (CSLT).

d. Standby Partners and Standby Protection Experts (SPEs)

The Evaluation recommended that ProCap should re-orientate its role in relation to the rosters, to fulfill a *facilitation and support function*, focusing with partners on increasing the number of protection staff, and of relevant skill-sets for specific agencies (including OHCHR), and promoting coherence across rosters in terms of recruitment, training and mentored deployments. ProCap continues to work with Save the Children Sweden, Norway and Denmark, RedR Australia, Austcare, Norwegian Refugee Council and the Danish Refugee Council. Recent Partner Meetings (March, June and September 2007) have provided *fora* to share experience and best recruitment practice and identify concrete actions for development.

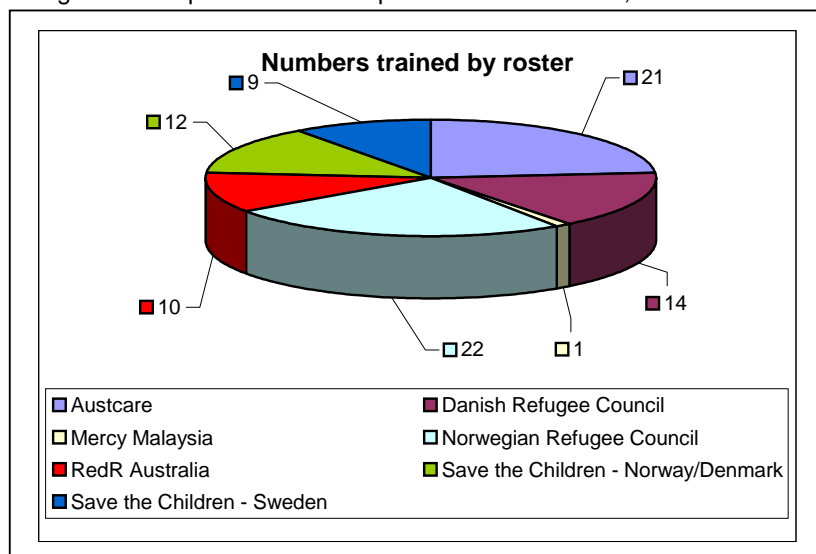
¹ Since 2005, the ProCap project has recruited a total of 13 SPOs. Three have since left (although two have expressed interest in returning); most have now renewed contracts for a further year.

While a survey completed by ProCap in May on protection capacity in the rosters indicated that, in just under a year, the number of protection profiles had increased from 114 to 182, this also highlighted anew constraints related to recruiting non-nationals and thus increasing diversity, funding shortfalls, and the number of candidates with language skills, and field experience. At the same time, UN agencies themselves have recently highlighted an increased need for coordination skills, even at junior level, given their cluster responsibilities. This adds to the challenge of finding and developing the right profiles.

While the Evaluation did not recommend continuing to seek and develop new southern partners, a strategy pursued pre-Evaluation to increase diversity and develop the protection 'pool', it did propose that the PSU promote signature of MOUs between existing roster providers and mandated agencies.² In this context, ProCap has worked towards a partnership between Canadem and OCHA, which would increase access to French-speaking protection officers – a well-documented need in the field.³ ProCap is also benefiting from the support of the Swedish Rescue Services Agency (SRSA) for the ProCap training taking place in Sweden, 11-16 November 2007. While SRSA is not itself seeking to develop a protection roster, the agency supports standby protection experts' training. ProCap has welcomed the PCWG plan to examine the Global Cluster's response capacity and its prioritisation of the *Terre des Hommes* project, which seeks to recruit child protection experts to support UNICEF and others. The project addresses a current gap.

e. ProCap Training

Two ProCap training events have been held since the Evaluation, in Denmark (March) and Australia (July) and a third is scheduled for mid-November in Sweden. Some 54 members of Standby Rosters will have undergone the skills- and competencies-based training since March 2007. In addition, ProCap has now initiated a Training of Trainers (ToT), and the six roster/partner members who have completed this should now be made available for at least one official ProCap training each. To enhance their skills in delivering the training independently in the future (and as practiced also by SPHERE), trainees will initially co-train alongside an experienced ProCap Lead Trainer. Thus, two co-trainers (from Save the Children Sweden)



will deliver the course in Sweden in November, alongside the ProCap Trainer.⁴ ProCap's Facilitation Guide and Training Modules were used for the integral ToT process and feedback on these was very positive. Specific comments from the ToT participants have been incorporated into the working draft. Valuable feedback on aspects of the training has also resulted from the participation of resource persons from UNHCR (in Denmark) and UNICEF (in Australia) throughout the training. One recent change in the 'package' has been the

addition of a session on coordination skills, drawing on material from the OCHA Emergency Field Coordination Training, and thus responding to a reported increase in the need for such skills at field level following the implementation of the Cluster approach. ProCap has also sought, with the PCWG Task Team on Learning, to identify agency or issue-specific training complementary to that offered by ProCap, and open to roster members. As a result, an Austcare roster member is likely to participate in the next EFCT training.

The Evaluation did not recommend 'certification' from the ProCap training as a methodology to streamline deployment practice, but did recognise ProCap's potential role in supporting the predictability and standardisation of protection skills and competencies across rosters. An assessment process, de-linked

² While ProCap no longer seeks to develop new southern rosters, both DRC and NRC have continued to explore potential linkage with southern partners.

³ Canadem already has an MOU with UNICEF, although funding conditions current restrict deployments to sudden onset emergencies only, limiting use of this valuable pool of expertise.

⁴ It is felt that new trainers would be challenged to train on a full half of the intensive course in their first training.

from certification, was piloted during the March training and the results – individual reports on each participant based on a behavioural matrix and measuring performance against identified skills and competencies – were shared both with the individual participants and respective roster managers. The comprehensive feedback, additional insights on performance in protection-specific areas complementing established selection processes, and potential use of the methodology both in recruitment and in the development of agency-specific assessment programmes were all found to be valuable. At the same time, it was seen as potentially useful in identifying areas where individuals might benefit from support or personal development for particular types of deployment. There were, however, adjustments suggested to the reporting to make this more focused and user-friendly for respective audiences, clarification required on access to the reports, and some caveats on the timeframe for the actual assessment and its use, as well as the sustainability and cost of an assessment programme in the longer-term. The training in Sweden provides an opportunity to fine-tune and refine the methodology to address such concerns prior to final consultation on the future of the assessment process.

Endorsed by the Evaluation, the ProCap Training was designed for roster personnel who would be deployed to protection-mandated UN Agencies in the field, and focuses on transferable skills and competencies. Former participants in the training indicated to the Evaluators that the training might benefit other colleagues in the field – promoting ‘a wide reaching analysis rather than a narrow agency-specific agenda as the foundation of protection intervention’. A number of agencies (UN and NGO) have since suggested that ProCap might increase the number of training events per year, and open these up to a broader audience, including junior or national officers of NGOs and UN agencies. It would continue to complement issue and agency-specific training provided by the organisations themselves.⁵ Scaling up the training programme in this way, by increasing the number of courses and allocating a set number of places on each course for the purpose, would have substantive and administrative implications. The training tools would need to be fine-tuned, and additional events – particularly if run in regional hubs – might require additional capacity in the PSU to support this. ProCap has always consulted closely with Partners and adjusted dates of training events where possible in order to match timing and location to their needs. While such consultation would continue if more sessions were introduced, both the schedule - and funding - for venues and facilitators would have to be established well in advance.

f. ProCap Online and Information Management

It had initially been hoped that the ProCap Online site could, as a web-based information and management tool, support a number of areas of the ProCap project: mapping ProCap-trained capacity in the roster, supporting streamlined deployment of roster personnel, providing an information resource on Standby Rosters and on protection issues and, through the establishment of chatrooms, facilitating a ‘community of practice’ on protection issues. In recognition of Partner concerns on the added value of the site as a potential clearing house for deployment requests, ProCap discontinued this function; a decision ratified by the Evaluation. ProCap Online’s potential as a resource and information tool was, however, endorsed and the Resource Library has since been maintained, and the profiles of ProCap-trained roster personnel retained in the secure database, thus allowing a ‘snap-shot’ of this capacity in the respective rosters. Chat-rooms have also been established. In addition, a GenCap section has also been created on ProCap Online and the GenCap Steering Committee is enthusiastic about its potential to support both day-to-day business and discussion.

While ProCap is not itself using the database deployment mechanism, it has demonstrated this to other actors, including OCHA’s Surge Capacity section, for their potential use. This tool would also be available should the Protection Cluster seek to map capacity of personnel from member organisations who might be deployed, in consultation with the Cluster, in an emergency. ProCap has offered to link to and support the development of the PCWG site, sharing its resource material and the technology developed for ProCap as appropriate.

2. FINANCIAL STATUS

The ProCap project for 1 April 2007 – 31 March 2008 was included in the Protection Section of the Appeal for Building Global Humanitarian Response Capacity. ProCap has welcomed the very positive response of donors to this appeal, with funding of US\$2,730,242, already received/pledged against a request for US\$3,488,051.⁶ As ProCap still seeks to bring the number of Senior Protection Officers to fifteen, actual costs in this area have been lower than originally anticipated, and, dependent on on-going recruitment processes, ProCap requirements may fall slightly below the original request in the Global Cluster Appeal

⁵ The PCWG Task Team on Learning is conducting a mapping of protection training programmes available, their focus and target audiences, with a view to enhancing complementarity and identifying opportunities to share material and resource persons.

⁶ OCHA Financial Tracking System, 5 November 2007

as a result. Actual expenditure to date since the Project's implementation has been US\$4,440,542 against the original project budget (US\$4,434,797), no-cost extension (US\$2,011,931) and Global Cluster appeal (US\$3,488,051).

Discussion is currently underway within the Global Protection Cluster on future financial requirements and funding modalities. ProCap itself was, on its establishment in 2005 funded directly by donors, with a specific account established at OCHA for this purpose. The Steering Committee is in agreement that, as an inter-agency project, ProCap should if possible remain a distinct entity for funding purposes and it is currently suggested that ProCap might revert to the funding mechanism established prior to the Global Cluster Appeal. A change in host agency, if planned following the March review, would necessitate the transfer of accounts, contracts and relevant MOUs, but the Project itself would continue to appeal directly.