

Global Cluster Coordination Group (GCCG) meeting – 2 November 2021

Summary of discussion and action points

Participants: Ms. Ela Serdaroglu, Mr. Pablo Medina and Mr. Brett Moore Global Shelter Cluster (GSC); Ms. Anna Ziolkovska, Global Nutrition Cluster (GNC); Ms. Wan Sophonpanich, Mr. Dher Hayo and Ms. Ruxandra Bujor, Global Camp Coordination and Camp Management Cluster (CCCM); Ms. Naouar Labidi, Global Food Security Cluster (GFSC); Ms. Linda Doull and Ms. Emma Fitzpatrick, Global Health Cluster (GHC); Mr. Gilles Cimetiere, Global Logistics Cluster (GLC); Mr. William Chemaly and Ms. Celine Maret, Global Protection Cluster (GPC); Ms. Jennifer Chase and Ms. Astrid Arne, Gender Based Violence Area of Responsibility (GBV AoR); Mr. Ron Pouwels, Child Protection Area of Responsibility (CP AoR); Ms. Maria Agnese Giordano, Global Education Cluster (GEC); Ms. Monica Ramos, Global Wash Cluster (GWC); Mr. Brent Carbno, Global Emergency Telecommunications Cluster (ETC); Ms. Hannah Rose Holloway, Mine Action Area of Responsibility (MA AoR); Ms. Marina Skuric Prodanovic (GCCG Chair); Ms. Randa Hassan, Ms. Annarita Marcantonio, Ms. Janet Puhalic, Ms. Bernadette Dabbak, Mr. Mate Bagossy, (GCCG Secretariat).

Invitees: Mr. Stephen O'Malley (P2P Project Director); Ms. Aida Mengistu (P2P Project); Ms. Kristele Younes (Head of Office, OCHA South Sudan); Ms. Anette Hearn (OCHA South Sudan); Ms. Gemma Connell (Head of OCHA Regional Office, Southern and Eastern Africa, ROSEA); Ms. Hanane Babikir (OCHA ROSEA); Mr. Rija Rakotoson (OCHA HAT Madagascar); Mr. Nisar Syed (Chief, UNICEF Global Cluster Coordinator Unit).

Summary of Discussion	Action Points
<p>1. Review of agenda and follow-up from previous GCCG meetings</p> <p>The Chair welcomed participants, introduced Mr. Gilles Cimetiere (GLC) and Ms. Hannah Rose Holloway (MA AoR). She presented the proposed meeting agenda enquiring if there were any amendment (no amendments were suggested). She then proceeded with an overview of the status of action points, as follows:</p> <ul style="list-style-type: none"> • CCCM provided a list of localization questions for inclusion in the CCPM guidance after consultation with the task team [Completed] • GWC to share results from their survey on localization when available [Pending] • GCCG retreat confirmed for 23-24 November; GCCs are asked to confirm their participation [Ongoing] • GSC to share joint the statement on female participation on humanitarian teams [Completed] • GCCs are encouraged to reach out bilaterally to P2P Support Project and discuss how to improve OPRs [Ongoing] • GCCG-S to update analysis of P2P/OPR reports [Pending] • GCCG to provide comments on draft letter to the Emergency Relief Coordinator by 13 October [Completed, letter has been sent to the ERC and the GCCG-S will follow up on this] • GWS/GCCG-S to (re) send Yale independent review – [Completed] • GCCG-S to send HPC SG ToRs and meeting minutes [Completed] • GCCG to comment on draft AAP recommendations by 1 October [Completed, no comments received] • GCCG-S to submit the GCCG letter on Cameroon to the Emergency Directors Group (EDG) [Completed] <p>GCCG – proposed disassociation from the IASC:</p> <ul style="list-style-type: none"> • In follow up to the ad hoc GCCG meeting on the proposed disassociation from the IASC, the Chair asked the group if any readouts had been received on the IASC Principals meeting of 20 October, beyond the official minutes that were circulated which did not specifically reference the GCCG. • A number of clusters confirmed that Principals from their CLAs had raised the issue, expressed reservations about the disassociation and subsequently asked that this be amended in the official record of the meeting. • The GCCG-S will follow up further with the IASC secretariat to obtain clarity about next steps. The Chair added that the GCCG Terms of Reference (ToR) revision has been put on hold by the IASC secretariat pending the outcome / next steps. 	<ol style="list-style-type: none"> 1. GCCs are requested to confirm their participation in the GCCG retreat 2. GCCG-S to update analysis of P2P/OPR reports 3. GCCG-S to follow up on the GCCG letter sent to the ERC 4. GCCG-S to follow up with the IASC-S to obtain clarity about the dis-association plans.
<p>2. Operational updates</p> <p>Afghanistan:</p> <ul style="list-style-type: none"> • The Chair reminded GCs to follow up, if they had not done so already, with their cluster counterparts on actions recommended by the OCHA Afghanistan office. 	<ol style="list-style-type: none"> 5. GCCs to discuss with the field action points previously flagged by the Afghanistan OCHA office

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<ul style="list-style-type: none"> • Ms. Hassan (GCCG-S) said that an overview of capacity had been shared with the group highlighting the gaps. Temporary surge from clusters was appreciated, but gaps remain in several clusters, especially with regard to Food Security, Health and Nutrition. Additionally, there is a need to better identify subnational counterparts for the clusters, in order to improve overall coordination and resourcing prioritization. A mapping of subnational capacities is taking place; the results will be shared with the group as soon as available. Global clusters provided the following updates: • FSC has a coordinator and a team of information management officers in Afghanistan. The present capacity is probably not enough, and the FSC is considering how to better support the team, considering that the changing context does not enable for operations to continue as they were. • GNC has deployed a P4 coordinator to Afghanistan. Surge support was also sent to Ethiopia, with a subnational coordinator in Addis covering until the national coordinator is recruited. The coordinator position was re-advertised as a P5, instead of a P4. • GHC has had a dedicated P5 coordinator in Afghanistan for a long time (who has on occasion had to double/triple-hat due to R&R rotations of other health staff) and has surged a health support officer and IMO. At subnational level double hatting remains the norm. • CCCM noted that the HCT had decided to set up a CCCM working group and UNHCR will recruit a P4 to lead it. Two virtual missions have taken place to support the set up and an in-person mission is under preparation. • GSC will recruit a coordinator at P4 level. There is ongoing follow up with regard to female participation; progress on this varies across provinces. Regional focal points have diverging approaches and there is not yet a strong centralised administration. There seems to be improvement in security and reflux towards a recovery and return is taking place. A big winterization appeal is expected, of up to US\$200 million. The financial crisis that followed the Taliban takeover of Kabul appears to be improving, with cash and good flows gradually increasing. <p>Note to the EDG on Cameroon:</p> <ul style="list-style-type: none"> • Mr. Chemaly (GPC) reminded the note sent to the EDG on Cameroon and suggested to the group that sending notes to the EDG could become a more regular practice when the GCCG has a set of recommendations. He proposed that the GCCG could consider criteria to be used for issuing such notes. • The Chair noted that the initial reaction to the Cameroon letter seemed to be positive. She reminded that some time ago the GCCG had agreed that GCCs would inform the group when going on mission and use the opportunity to pass on messages. She suggested the issue is discussed within the GCCG retreat. 	<p>6. GCCG-S to consider criteria for notes to the EDG on field operations at GCCG retreat.</p>
<p>3. Briefing on the OPR mission to Ethiopia</p> <p>Mr. O'Malley briefed on the main findings of the OPR mission to Ethiopia and its specific takeaways for the GCCG. He noted that the mission took place at the end of September 2021 and rapidly unfolding events have modified the situation in the field during the last month. All signs indicate that the situation will deteriorate.</p> <p>The report contains three main findings:</p> <ol style="list-style-type: none"> 1) Need for a one HCT approach: HCT needs to come together across a common strategy, advocacy and messaging. The HCT has adopted the P2P recommendations and action points as part of its workplan. 2) Duty of care issues: There were no MEDEVAC arrangements in place and there was a desire to have counseling in place, including basic medical arrangements in place in Tigray. Recent and ongoing developments highlight the importance of duty of care issues, these questions were discussed in detail with relevant officials, including the USG for Safety and Security. 3) Need to strengthen coordination arrangements: Both national and subnational level coordination needs strengthening. There is an upsurge of needs in areas beyond Tigray, such as Amhara and Afar. Coherence and reinforcement between what the ICCG is doing in Addis and key subnational locations is crucial. There is a need to strengthen coordination between Addis and Mekele, as well as with other field offices in Tigray in areas such as information flow, communication lines and strategic vision. Some clusters have robust communication lines in place, but this is not generalized. <p>Feedback to GCs:</p> <ul style="list-style-type: none"> • Resourcing: The common feeling after the scale up is that the agencies present in Mekele brought in more senior staff. A similar upgrade was not seen in the seniority or experience of cluster leadership in the field. Reinforcement of subnational coordination remains a pressing issue. • Growing protection issues: These are creating conditions under which Protection from Sexual Exploitation and Abuse (PSEA) and other types of exploitation can propagate. There are insufficient 	<p>7. GCCG to explore ways it can support better subnational coordination and engagement with local actors in Ethiopia.</p>

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<p>protection arrangements in place and difficult circumstances in the ground. This is particularly concerning in areas with less robust humanitarian operations, such as Amhara.</p> <ul style="list-style-type: none"> • Use of local organisations/engagement is not maximized: Better ways should be found to bring local partners into coordination structures via partnerships in concrete ways. One of the questions is how to channel funding more efficiently to local partners. <p>Discussion:</p> <ul style="list-style-type: none"> • CCCM confirmed challenges in the field for obtaining cash and fuel. IOM is working with WFP in order to gather information via the Displacement Tracking Matrix (DTM). Local organizations have an impressive strength and capacity, but unfortunately the current reach of the operations is limited. • Mr. Chemaly (GPC) enquired if there is something the GCCG can do collectively in order to support the gaps and action points identified by the OPR. • Mr. O'Malley emphasized that the situation is likely to deteriorate, and needs will grow, contributing to a more difficult operational environment, but is not clear for how long. Considering this, the support needed is to think creatively with very limited space. Since getting people in is difficult, creative support should be found. Support with the gathering and use of quality data is also needed. • Numerous ongoing crises demand a collective effort to maintain levels of support to the needs in Ethiopia. There is also a need to be ready for the moment when access improves. • The Chair asked if there is need for the group to collectively engage with the field coordination or if bilateral support from GCs was sufficient. • GHC commented that if an access issue happens the obvious solution is to extend better support to local actors and it is unclear if the international community is ready to take this risk, given the highly politicized environment. This would require communicating regularly and effectively about what is delivered by partners and be able to sustain the support and communication. She asked if clusters are ready to strongly and quickly increase their support to national partners? • Mr. Hayo commented that the situation in Amhara is tense with conflict spreading. He added that the word "cluster" is very common in the language of the authorities – carrying an expectation and request to deliver. Inter cluster coordination is important, and a strong linkage between Addis and other regions is paramount. • The Chair enquired if GCCs would be interested in joining a call with Ethiopia, looking at how to strengthen the coordination with the subnational level. • Mr. O'Malley acknowledged the difficulties of working with national organizations in the very tense local environment. The question is if the international community can have looser criteria than at present for organizations that cannot meet due diligence requirements. He echoed GHC's remarks about the risk appetite related to the extension of stronger support to local actors. • Ms. Mengistu noted that the P2P was impressed by the level of local organizations met in Tigray, their level of engagement and willingness to support the humanitarian action. These organizations, although members of the cluster, were insufficiently represented at different coordination levels and were not receiving consistent funding. Increased support to local organizations is something that could be collectively explored, as the HCT has committed to better integrate local NGOs, this is an area that the GCCG could support. 	
<p>4. Briefing on the humanitarian situation in Madagascar</p> <p>Ms. Connell briefed the group on the drought situation in the Grand Sud region of Madagascar and highlighted the following points about coordination:</p> <ul style="list-style-type: none"> • Eight sectors have been activated set up almost permanently in Madagascar since 2007 to support preparedness and/or response for floods, cyclones, droughts and epidemics (Communication and Community Engagement, Education, Food Security and Livelihoods, Health, Logistics, Nutrition, Protection, Shelter/NFI, and WASH) • Each sector is co-chaired by a Government entity and an IASC entity, while inter-sectoral coordination has been co-chaired by OCHA and the National Office in charge of disaster management (BNGRC). <p>With regard to the situation in the Grand Sud:</p> <ul style="list-style-type: none"> • There was a 67 percent increase in humanitarian workers from January to September 2021, with two sectors (Food Security and Nutrition) accounting for most of the increase, this increase proves a significant degree of involvement by actors in support of the response • Four agencies have activated internal 'Level 2' procedures (WFP, UNICEF, UNFPA and WHO) 	<p>8. GCCs to reach out to teams in Madagascar and enquire about areas of support</p> <p>9. GCCG-S to follow up and inform the GCCG about cluster activation.</p>

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<ul style="list-style-type: none"> • Four sectors have appointed dedicated Coordinators for the crisis (Food Security, Nutrition, WASH and, most recently, Health) • Three sectors have appointed dedicated IMOs for the crisis • Three sectors have undertaken Cluster Coordination Performance Monitoring (CCPM); Food Security, Nutrition and WASH, with Health planning to do so soon. <p>Finally, Ms. Connell shared a list of key challenges and recommendations:</p> <ol style="list-style-type: none"> 1) Cluster activation: Following agreement by the Prime Minister on the activation of clusters (if needed), discussions are underway in the HCT 2) Knowledge of humanitarian coordination to ensure accountability: OCHA will implement—with sectors—a series of workshops to build knowledge and awareness of the cluster system if/when it is activated and the very important question of Provider of Last Resort 3) Dedicated Coordination & IM capacity for other sectors: It is important that all sectors review their capacity and put in place arrangements for dedicated capacity where needed, including at sub-national level 4) Strengthened sectoral coordination: Efforts are underway to enhance sectoral coordination, with regular sector meetings focusing on operations and cross-cutting issues at both national and sub-national levels. AAP was highlighted across all CCPM as an area for improvement 5) Sub-national coordination: There are three main regions in the Grand Sud (Anosy, Androy and Atsimo Andrefana) and it has been a challenge to have an inter-regional approach. The BNGRC is opening Emergency Operations Centers in each of the three regions, and it will be important for IASC entities to be well-coordinated and engaged with these across all three regions 6) Emergency capacity: Given the scale and severity of the crisis, including the risk of famine this lean season in at least one district, it is critical that to have a rapid and coordinated response. This requires strong emergency profiles 7) Rapid response to alerts: Work is underway by colleagues in the Grand Sud to ensure that inter-agency teams are ready to respond rapidly to alerts. Information-sharing is ramping-up among partners to enable real-time alerts. However, more emergency capacity is needed 8) PSEA: The PSEA Network has taken several steps, including development of common materials and trainings in the Grand Sud. However, more support is needed, including dedicated PSEA coordination capacity for the lean season (OCHA is following up on this) 9) Impact on preparedness for other shocks: The magnitude of the needs and associated response in the Grand Sud has nearly exhausted available capacity in Madagascar (both human resources & supplies). With the cyclone season approaching, and COVID-19 outbreak ongoing, it is vital to be ready for other shocks. <p>Ms. Connell concluded by emphasizing that the scale of food security and nutrition crisis in Madagascar places it among the largest nutrition and food security crises of the last decades. The remote locations where this situation is taking place, she added, might convey the false impression that this is a smaller scale crisis. GCs are encouraged to provide as much support as possible, especially during the lean season.</p> <p>Discussion:</p> <ul style="list-style-type: none"> • Mr. Medina (GFSC) enquired if the discussion about cluster activation concerns all clusters or only some of them, and if there was a plan to launch a Flash Appeal or Humanitarian Response Plan. Finally, he asked if Madagascar is on the list of countries part of the coordination mapping. • Ms. Connell clarified that the cluster activations discussed are Food Security, Nutrition, WASH, Health and the question of protection. Shelter & NFIs is included in the Flash Appeal for the Grand Sud. The main shelter issue in this moment is the trade of shelter for means to survive the famine. Also, people are leaving their rural homes and moving into urban centres as survival strategy. Currently the primary focus of the cluster activation is to bridge the lean season from January to April. The most recent Flash Appeal was extended until May 2022. • The Chair asked what could be done as an alternative if support cannot be provided to all three subnational areas. She also clarified that if clusters are activated before the end of 2021, then Madagascar will be part of the coordination mapping exercise in 2022. • Ms. Connell emphasized the criticality of subnational coordination and encouraged the capacity to be flexible. The dedicated capacity could be pushed from the capital to the Grand Sud, at least during the lean season, from January till April 2022. A focal point system can be explored, identifying partners capable of taking up coordination responsibilities at the subnational level, acknowledging that this is a challenging task. 	

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<ul style="list-style-type: none"> Ms. Babikir informed that some clusters already have dedicated focal points across the regions and this system appears to be working well. 	
<p>5. Briefing on coordination in South Sudan</p> <p>Ms. Younes briefed on the situation in South Sudan. She emphasized the complexity of the situation and challenging logistics, including damaged infrastructure and fragile security leading to difficulties in access and high operational costs.</p> <p>South Sudan is facing a triple crisis: A protracted IDP crisis, impoverished communities, and increasingly severe climate change related disasters - 2021 has seen the heaviest rainfall since 1964, impacting at least 750,000 people, with 80 percent of Unity State under water. The airstrip in the region might need to be closed as a result. Flooding has had an impact on the ability of people to return home as well as on food security with a significant food crisis as probable outlook. In Bentiu there is incidence of Hepatitis E and a cholera epidemic is feared. This situation comes in the backdrop of renewed conflict with pockets of extreme violence including human rights violations.</p> <p>Resourcing: Although the response is 61 percent funded, major gaps are being observed. In parallel, some cluster lead agencies are planning to cut dedicated capacity. In most states the staff are double or triple hatted and lack subnational IMO capacity. Funding cuts at Juba level will affect capacity in the months to come, some agencies will not renew or cut coordinator and IMO positions. There is a need for global support and technical guidance, as well as advocacy towards CLAs to ensure coordinator positions are dedicated. Lack of funding should not be a reason to lack dedicated IMO and coordination capacity.</p> <p>Coordination: There is a disconnect between Juba and the field. In a country with complicated access, links with the subnational levels are essential. Is difficult to link area coordination with the ICCG at the national level and accountability of agencies at the national level.</p> <p>P2P mission: A P2P mission was requested and is expected to focus in area-based coordination and how to link this with national mechanisms. A GCCG-led technical mission could follow up to help clusters implement and operationalize the P2P findings.</p> <p>Ms. Hearn added that OCHA has provided feedback to clusters specifying the type of inputs needed. There is a clear disconnect between the cluster lead role and the coordination team in terms of responsibilities. The NGO co-lead is often placed in a position of lesser responsibility and offered a limited role. Knowledge about coordination principles and common practices needs to be improved. Some cluster indicators are not well designed, which will result in clusters failing due to their incapacity to achieve them. OCHA encourages clusters in country to reach out to their global teams for support.</p> <p>Discussion:</p> <ul style="list-style-type: none"> Ms. Fitzpatrick (GHC) commented that there is a lack of funding for dedicated staff at all levels and asked if there have been discussions about CBPFs or CERF funding to cover these gaps. GSC emphasized the importance of having capacity in country and asked if there are ongoing efforts in finding durable solutions. Ms. Younes noted that pooled funding could be a tempting solution for bridging coordination gaps, but this is not its function nor sustainable, as this funding is meant to be beneficiary focused and address emergencies. Development actors need to be on board in terms of climate change and resilience building. <p>GCCG mission planning: The Chair enquired what would be the best time for a GCCG mission. Ms. Younes said the mission could take place four to six weeks following the P2P mission (estimated around Q1 of 2022). The Chair encouraged GCCs to follow up with their cluster coordinators for possible needs for support and asked if GCCs were interested in joining a GCCG mission to South Sudan. CCCM expressed interest in joining the mission.</p>	<p>10. GCCs are encouraged to reach out to the field to support improvement of subnational coordination links and advocate for retaining dedicated cluster capacity/positions</p> <p>11. GCCs interested in participating in the GCCG mission to South Sudan can inform the GCCG-S.</p>
<p>6. AOB</p> <p>GCCG retreat: The Chair reminded participants to confirm their attendance to the GCCG retreat. She also noted that the GBV AoR message about 16 Days of Activism had been shared with the group, adding that OCHA will also support the initiative.</p>	<p>12. GCCG-S to share the final minutes of the JIAF SC with the GCCG for red line comments</p>

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<p>JIAF SC meeting: GHC updated the group on the JIAF Steering Committee meeting of 1 November, the final minutes of the meeting will be shared with the group. She highlighted that a proposal about the use of JIAF as a tool to provide anticipated early warning risk analysis was accepted without objection, although it was not discussed at the technical working group level. It was pointed that JIAF is not a tool to provide risk analysis, but risk analysis needs to be reinforced. PIN capping was unanimously considered contrary to humanitarian principles, but the issue was considered to be better addressed outside the JIAF SC, without determining which would be the appropriate instance.</p> <p>Proposal nine was not agreed upon. A new text was suggested about PIN methodology, suggesting a simplified method. A timeline was suggested to put an end to PIN discussions, with the goal of keeping it simple. All remaining proposals and GCCG comments were accepted. The final notes will be shared for red line comments by GCCG members before 4 November 2 PM. Ms. Ramos reminded the group that the JIAF workshop will be held in the second week of November. Calendar invites were shared, global leads and their technical counterparts are expected to participate.</p> <p>Update on the 2021 Coordination Mapping: Ms. Dabbak informed the group that the coordination mapping survey is being finalized. A list of clusters and sectors, as well as their leads, will be shared with clusters. The GCCG-S will also be asking GCCs for the names of focal points to whom the survey will be sent.</p> <p>Small working group on terminology: Ms. Hassan informed that a meeting about terminology will take place on Friday 5 November, interested GCCs can contact the GCCG secretariat and get an invitation to join the discussion.</p> <p>GSC, supported by CCCM, commented that there appears to be disagreement in Burkina Faso about the PIN methods used to determine the Humanitarian Needs Overview targets. It is recommended that OCHA reaches out to the field to follow up/clarify this.</p> <p>GFSC informed the group that the new GFSC Co-Coordinator from the UN Food and Agriculture Organization had joined and would be introduced soon to the GCCG.</p>	<p>13. GCCs interested in joining the discussion about terminology on Friday 5 November can contact the GCCG-S</p> <p>14. GCCG-S to reach out to Burkina Faso and clarify the questions raised about PIN calculation.</p>
<p>GCCG retreat: 23 and 24 November 2021 Next GCCG meeting: 15 December 2021, 14.00-16.00 (GVA)</p>	