MONITORING AND REPORTING MECHANISM ON GRAVE VIOLATIONS AGAINST CHILDREN AND ARMED CONFLICT

Helping Canadian police personnel deployed abroad to understand monitoring and reporting mechanism on grave violations in order to promote and protect the rights of the child in peace missions.
Child protection is defined as the prevention of and response to all forms of violence against children. As a Canadian police officer deployed in bilateral or multilateral international operations, it is your duty to report and respond to violations of children’s rights through appropriate monitoring and reporting mechanisms (or MRM).
6
WHY REPORT VIOLATIONS?

7 | UNITED NATIONS RESOLUTIONS

12
WHAT IS THE MONITORING AND REPORTING MECHANISM (MRM)?

13 | PURPOSE AND PARTIES INVOLVED

14 | WHY SHOULD THE UN POLICE REPORT?

16
WHAT DO WE MONITOR AND REPORT?

17 | SIX GRAVE VIOLATIONS

17 | OTHER CHILD PROTECTION ISSUES

18
WHO SHOULD YOU CONTACT?

19 | 1ST LEVEL: COUNTRY-LEVEL TASK FORCE

20 | 2ND LEVEL: UN HEADQUARTERS

20 | 3RD LEVEL: UN SECURITY COUNCIL

21
HOW SHOULD REPORTS BE MADE?

22 | GENERAL PRINCIPLES FOR MONITORING AND REPORTING

22 | ELEMENTS OF REPORTING

23 | 3 STEPS OF REPORTING

26 | WHAT SHOULD YOU INCLUDE IN YOUR REPORT?

27
HOW IS REPORTED INFORMATION USED?

29
ADDITIONAL RESOURCES

30
CHILD PROTECTION SPECIALISTS INVOLVED
WHY REPORT VIOLATIONS?

Since the 1996 release of Graça Machel’s ground-breaking report on the *Impact of Armed Conflict on Children*, policymakers, academics, practitioners and the media have paid greater attention to children living in situations of armed conflict. As a result, the United Nations Security Council unanimously adopted its first-ever resolution on Children Affected by Armed Conflict (CAAC) in 1999. Since then, it has adopted multiple resolutions on this topic (see figure next page).

These resolutions relate to parties involved in conflict as well as the actors responsible for implementing the protection framework for children affected by armed conflict. These actors include among others, UN bodies, member states, corporate actors, regional organisations, international financial institutions and non-governmental organisations.

UNITED NATIONS RESOLUTIONS

Over the past few decades, these resolutions have become more specific and have called for more concrete measures to monitor violations and take measures against those who abuse children’s rights in situations of armed conflict.

- **Security Council Resolution 1261 (1999)**
  Security Council Resolution 1261 was produced after the very first Security Council debate on children and armed conflict. Importantly, this resolution establishes that the protection and security of children affected by armed conflict are international peace and security concerns, and, as such, they are firmly within the remit of the Security Council.

  Security Council Resolution 1314 reiterates the same list of concerns included in Resolution 1261 and calls for action. The resolution establishes that situations of systematic, flagrant and widespread violations of international humanitarian and human rights law, including those relating to children in situations of armed conflict, may constitute a threat to international peace and security. The Security Council reaffirms its readiness to consider such situations and, where necessary, adopt appropriate action.

- **Security Council Resolution 1379 (2001)**
  Security Council Resolution 1379 includes areas of concern not previously addressed. It acknowledges the link between HIV/AIDS and armed conflict, and recommends awareness-raising training on HIV/AIDS for peacekeeping personnel. The resolution

2. Ibid.
3. Ibid.
### A BRIEF HISTORY OF UN RESOLUTIONS

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<thead>
<tr>
<th>Year</th>
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<tr>
<td>1999</td>
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<td>2018</td>
<td>Security Council Resolution 2427</td>
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<td>2019</td>
<td>Security Council Resolution 2467</td>
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also recognises the part that private firms play in starting and sustaining armed conflict, urging them to refrain from doing business with parties that fail to protect children in armed conflict. Building on previous calls for action to halt the recruitment and use of children in hostilities, the Secretary-General added a list of parties that recruit or use children in violation of international law to its annual report. This list has come to be known as the “List of Shame.”

- **Security Council Resolution 1460 (2003)**
  Security Council Resolution 1460 endorses the Secretary-General’s call for “an era of application” of international norms and standards for the protection of children affected by armed conflict. It also requested that the Secretary-General include a proposal for enhanced monitoring and reporting on violations committed against children in his next report on children and armed conflict.

- **Security Council Resolution 1539 (2004)**
  Under Security Council Resolution 1539, the Security Council requested that the Secretary-General urgently develop an action plan for a systematic and comprehensive Monitoring and Reporting Mechanism, using both UN and civil society resources to provide information on the recruitment and use of children in armed conflict, as well as other violations and abuses committed against children in conflict situations.

- **UN Security Council Resolution 1612 (2005)**
  Security Council Resolution 1612 is considered ground-breaking on the issue of children and armed conflict, and more generally, for human rights issues at the Security Council level. It endorses an unprecedented protection framework for children that involves a broad range of UN actors and partners. In accordance with the Action Plan proposed by the Secretary-General, a new Monitoring and Reporting Mechanism was established, focusing on the six grave violations of children’s rights in armed conflict. The resolution also established a Security Council Working Group on Children and Armed Conflict to review the reports of the Monitoring and Reporting Mechanism submitted by the Secretary-General and to review the progress of listed state and non-state parties in developing and implementing action plans, as well as other measures as follow-up to the recommendations of the Security Council Working Group.

As a Canadian police officer deployed in bilateral or multilateral international operations, you must uphold these resolutions and use them in order to hold perpetrators accountable for their action.

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4. Ibid.
5. Ibid.
6. Ibid.
• **UN Security Council Resolution 1882 (2009)**
Four years after Resolution 1612, the Security Council adopted another resolution focused specifically on children and armed conflict. Security Council Resolution 1882 was adopted following sustained advocacy from the child protection community to strengthen the mechanisms used to protect children in armed conflict. Prior to that, only violations of recruitment and/or use of children by armed forces or armed groups could trigger the monitoring and reporting mechanism. Resolution 1882 adds killing, maiming, rape and other forms of sexual violence to the list.

Security Council Resolution 1998 makes state actors and armed non-state actors carrying attacks against schools and hospital eligible for inclusion in the Secretary-General’s List of Shame published in the annual report on children and armed conflict, therefore triggering the monitoring and reporting mechanism.

• **Security Council Resolution 2068 (2012)**
Security Council Resolution 2068 emphasises the importance of accountability for perpetrators of grave violations against children and presses member states to bring perpetrators to justice.

• **Security Council Resolution 2143 (2014)**
Security Council Resolution 2143 urges all parties in armed conflict to respect and protect schools from attacks and use by armed forces or groups. It provides recommendations to member states on how to prevent the military use of schools and calls for increased preparedness of the security sector, including mainstreaming child protection issues into military training.

• **Security Council Resolution 2225 (2015)**
Security Council Resolution 2225 states that the abduction of children is one of the six grave violations that the UN should monitor and report on as part of the Children and Armed Conflict Group’s mission. The resolution also encourages member states to consider alternatives to the prosecution and detention of children, with a focus on rehabilitation and integration of children formerly associated with armed forces and groups.

• **Security Council Resolution 2427 (2018)**
Security Council Resolution 2427 emphasises the responsibility of all state members to investigate and prosecute those responsible for genocide, crimes against humanity, war crimes and other crimes perpetrated against children. The resolution also highlights that children associated or allegedly associated with non-state armed groups be treated as victims. Moreover, it asserts the importance of ensuring that children continue to have access to basic services, including education and health care, during conflict and post-conflict periods.


These resolutions address the situation of women and girls in armed conflict under the theme of Women, Peace and Security. They urge states as well as international and regional organisations to take measures to improve women’s participation in peace processes, conflict resolution, post-conflict planning, peacebuilding, aid management and planning. They also call on states and international organisations to combat discrimination against women and girls, as well as play an active role in advocating within communities against sexual violence in conflict.
WHAT IS THE MONITORING AND REPORTING MECHANISM (MRM)?

Adopted in 2005, the UN Security Council Resolution 1612 was a key advancement for the protection of children in armed conflict, as it established a comprehensive monitoring and reporting mechanism (MRM) designed to improve the protection of children in armed conflict, notably through the collection and provision of timely, objective, accurate and reliable information on grave violations committed against them, as well as other concerns determined by the Secretary-General. This information is collected and later used as a basis to foster the accountability and compliance of parties in conflict with international child protection standards and norms, and should lead to well-informed, concerted and effective advocacy and response to protect and care for children.

At the national level, the Country Task Force on Monitoring and Reporting (CTFMR), composed of UN agencies and relevant partners, collects information on the six grave violations of children’s rights and coordinates advocacy and response activities, including discussing action plans with parties to the conflict. The Task Force is co-chaired by the highest UN representative in the country concerned as well as a UNICEF representative. As Canadian police deployed in international missions, you must consider yourself as being part of this Country Task Force when it exists.

At the international level, the information collected and verified by the UN Task Force on Children and Armed Conflict informs the Secretary-General’s country reports. The Special Representative of the Secretary-General on Children and Armed Conflict (SRSG-CAAC) review these reports and then adopts conclusions and recommendations addressed to a broad range of actors, including parties to the conflict, governments, the Security Council, the Secretary-General, other UN entities and donors. An informal group of member states called “Group of Friends on Children and Armed Conflict” also plays an important role to support the SRSG-CAAC’S mandate. It is worth noting that Canada has been one of the most active and supporting state behind this Group of Friends.

› FOCUS:

- **Country Task Force on Monitoring and Reporting (CTFMR)**
  Its mandate is to manage monitoring and reporting mechanisms by collecting information on the ground and by responding to allegations of grave violations. Its role also includes advocacy, particularly by negotiating and implementing actions plans. The Country Task Force on Monitoring and Reporting is co-chaired by UNICEF and the highest UN representative in the target country. The Task Force also includes members of key organisations such as the Department of Peace Operations (DPO) of the UN Office for the Coordination of Humanitarian Affairs, as well as others. Canadian police personnel deployed in international missions must consider that their mandate includes liaising with, reporting to and collaborating with such Task forces when they are in operation.
• **Security Council Working Group on Children and Armed Conflict**
  This group’s mandate is to review reports submitted by the abovementioned Country Task Forces around the world on violations against children committed by parties that are listed in the annexes of the Secretary-General’s annual report on children in armed conflict. It also consists in issuing recommendations and specific country reports in order for the Security Council to take specific measures to further promote and protect children in armed conflicts. The group also works closely with regional and sub-regional organisations.

• **Special Representative of the Secretary-General on Children and Armed Conflict (SRSG-CAAC)**
  Its mandate is primarily to collect information on children affected by armed conflict, raise awareness and foster international cooperation to improve child protection. Based in New York, the SRSG works closely with United Nations bodies and agencies, as well as member states, regional organisations and sub-regional organisations.

• **Group of Friends on Children in Armed Conflict**
  The Group of Friends is composed of an international network of member states that advocates for continued international attention and action on issues related to children and armed conflict. It is an informal group that was created to support the Security Council Working Group on CAAC as well as actors and partners in the field. Canada is a long-standing leader in this group.

**WHY SHOULD THE UN POLICE REPORT ?**

During your international deployment as international police officer, one of your most valuable contribution will be to observe, monitor and report grave violations of children’s rights. Notwithstanding the role you will play in the field, you will constantly have an ear to the ground. Therefore, you have an obligation to report such violations.

Quality, effective and timely monitoring and reporting can positively affect the situation of children in the host state and globally.

Additionally, this work can serve other purposes such as:

- Documenting and corroborating information on grave violations against children with a view to ending and preventing conflict-related violations against children;
- Supporting the implementation of the UN mission’s child protection mandate;
- Providing an analysis of changes within child protection responses in the host state;
- Providing information on child protection activities and interventions by civil society organisations and the host’s state government;
- Creating the foundations for prosecution and providing a historical record of violations and the situation of children;
- Supporting the mission’s advocacy efforts at the national and international levels: monitoring and reporting can support advocacy within the mission and with the host state government. In this way, monitoring and reporting contribute to improving the general situation of children in the host state as well as at the international level.

**KEY MESSAGE**

“As [Canadian police deployed in international mission], you contribute to the monitoring and reporting system, whether you monitor and report yourself or you support the host state police to do so.”

Source: Taken from the Monitoring and Reporting Mechanism manual. Available online at: http://www.mrmtools.org/mrm/1095.htm
WHAT DO WE MONITOR AND REPORT?

SIX GRAVE VIOLATIONS

As previously highlighted in Security Council Resolution 1612, the Monitoring and Reporting Mechanism (MRM) seeks to monitor the following six grave violations:

1. Killing or maiming of children
2. Recruitment or use of children in armed forces and groups
3. Attacks against schools or hospitals
4. Rape and other forms of sexual violence against children
5. Abduction of children
6. Denial of humanitarian access to children

As a Canadian police officer deployed in international missions, it is your duty to monitor and report all parties that engage in these violations, including international forces, national armed forces, non-state armed groups, and all UN political and military components.

OTHER CHILD PROTECTION ISSUES

Although these six categories of violations are the primary focus of reporting to the Security Council, it is important to take into account that child protection monitoring extends beyond MRM and includes other child rights violations such as:

• Child trafficking
• Detention of children
• Military use of schools
• Child labor
• Sexual violation and abuse

These protection issues are also worth monitoring and reporting:

• Judicial proceedings for cases involving children (as victims, witnesses and offenders)
• Conditions of juvenile detention facilities
• Situation of children living on the street
• Specific situations arising from the host state’s laws and culture (e.g., example harmful traditional practices such as child marriage)
• Denial of social and cultural rights like education, health care, etc.
• Violence against children in the family, at school, etc.

KEY MESSAGE

Canadian police personnel deployed in international missions must monitor and report all violations of children’s rights. While only the six grave violations will be followed by the mobilisation of the UN Country Task Force, other violations should trigger equally important action. In other words, all violations should be reported.
The Monitoring and Reporting Mechanisms operate at three main levels: the country level, UN headquarters and the UN Security Council. Effective coordination between these levels is critical for information to flow and be used effectively.

1ST LEVEL: COUNTRY-LEVEL TASK FORCE

UN police, international police and host police typically do the first level of information gathering.

As a Canadian police officer deployed on an international mission, you have an obligation to report any serious concerns regarding a child rights violation to your immediate UNPOL supervisor, the Child Protection Advisor (CPA) and the Police Focal Point in charge of the area of deployment.

Example of MRM information flow:

**SCHOOL ATTACK**
- Host State Police
- UNPOL and Canadian police
- CP Focal Point
- CPA
- CTFMR

**TRAFFICKING**
- Host State Police
- UNPOL and Canadian police
- CP Focal Point
- CPA

**REMINDER**

**Child Protection Advisors:** Child protection advisors coordinate all child protection actions carried out as part of a UN mission. If such civilian function is not active in your country of deployment, contact UNICEF as a substitute.

**Police Focal Point:** Police focal points coordinate the police component’s child protection efforts. Canadian police officers deployed on international missions must know who the focal point on their team is. In the absence thereof, they must ensure that one is appointed.

**Canadian police personnel must communicate, collaborate and report to Child Protection Advisors and Police Focal Point on all matters related to child protection.**
The Country-Level Task Force on Monitoring and Reporting (CTFMR) is co-chaired by the Special Representative to the Secretary-General and a UNICEF country representative. It can also include members of other UN agencies and programmes that are present in the country.

The CTFMR is mandated to:
- Collect and provide timely, objective, accurate and reliable information pertaining to grave violations committed against children in armed conflict.
- Produce regular and timely reports on the situation of children affected by armed conflict.
- Engage parties to the conflict in dialogue, including concerning the preparation and implementation of action plans against the six grave violations.
- Monitor the implementation of the action plans, as well as other commitments by armed parties to put an end to violations committed against children in armed conflict.
- Serve as a forum to analyse information and to discuss, follow up on and trigger appropriate responses by the United Nations Country Team and others.
- Provide feedback to all parties involved in the MRM, including communities and civil society organisations as appropriate, to help generate stronger commitment to the mechanism by all parties involved.

2ND LEVEL: UN HEADQUARTERS

Once the information has been collected by the Country-Level Task Force on Monitoring and Reporting (CTFMR), UN Headquarters personnel will compile the information into reports and ensure it is included in advocacy efforts as well as developing new policies and guidelines.

3RD LEVEL: UN SECURITY COUNCIL

Once the information has been submitted to the UN Security Council, it will be reviewed and actions will be undertaken to ensure compliance with international standards. The Security Council may also refer information to other entities such as sanction committees for action in accordance with their respective mandates and jurisdictions.


10. HOW SHOULD REPORTS BE MADE?
GENERAL PRINCIPLES FOR MONITORING AND REPORTING

As a Canadian police officer, you must always take the following principles into consideration when reporting situations:

- Best interests of the child
- Impartiality and objectivity
- Do no harm concept
- Accuracy and reliability of information
- Confidentiality and security
- Timeliness of sharing information with the mission’s Child Protection Section

ELEMENTS OF REPORTING

You will work closely with host state police in the field and you will be expected to provide mentorship and guidance on how to report situations involving violations of children’s rights. Since the information you provide must be aligned with international reporting standards, you must understand the verification process and reporting requirements.

1. ATTEND TO THE CHILD

If there are immediate risks to one or several children, the priority should be to attend to the children’s needs. You must call for immediate action from those with the proper responsibility (e.g., call medical personnel or provide safe transfer to specialised child protection actors in the mission area).

2. COLLECT INFORMATION

Information related to possible violations should be collected as soon as possible in order to obtain accurate testimonies from witnesses and victims. This information should be collected by trained Child Protection Advisors or other child protection actors working on the ground. However, it is your duty to make sure any interventions by the host state police are aligned with the highest reporting standards. In other words:

- Testimonies from child witnesses and/or victims must be collected in a confidential yet child-sensitive way, in accordance with the principle of “Do no harm” and in the best interests of the child.
- Clear consent from the child and his/her parent or guardian is required before proceeding to any interview; otherwise, the collected information may be considered invalid and unusable for reporting purposes.

3. REPORT THE INFORMATION

Once the collected information has been verified by the CPA and/or host state police, you must write a detailed report and share it in a timely manner through your chain of command. At the same time, you must send it to the Police Focal Point on Child Protection in order to trigger further verification mechanisms from CPAs in your mission area.

IMPORTANT

Child Protection Advisors and other trained child protection actors are the persons responsible for verifying cases reported with the MRM framework. It is your responsibility to collect first-hand information through your work on the ground with the host state police. However, it is not your responsibility to investigate cases.

IMPORTANT

You should alert the UN Police Focal Point on Child Protection assigned to your mission or the Child Protection Advisor as soon as possible and provide a general overview of the situation so that they can take appropriate action and verify the information that has been gathered.

FLOW CHART FOR MONITORING AND REPORTING ON CHILDREN AND ARMED CONFLICT

National Governments → Regional Organisations → Security Council → General Assembly → Commission on Human Rights → International Criminal Court → Other destinations for action

Annual monitoring and compliance report & Ad Hoc Reports and briefings

Security Council Working Group on CAAC

Central Monitoring and Reporting Database

Country Report

SRSG-CAAC

Country task-force on Monitoring and Reporting
CTFMR, Unicef, DPKO (CPA), UNHCR, OHCHR, OCHA, UNDP, key NGOs

Child Protection Network (CPN)
Government institutions, UN entities, International NGOs, Local civil society groups & NGOs

Information gatherers → International child protection NGOs → Local civil society actors & NGOs → Local Government authority & institutions

Canadian & other international police & military personnel

On the ground: Coordinator & Action

ON-GOING FEEDBACK, COORDINATION & ACTION

INFORMATION ON GRAVE VIOLATIONS AGAINST CHILDREN

On UN HQ-LEVEL: Coordination & Action

Destinations for Action

WHAT SHOULD YOU INCLUDE IN YOUR REPORT?

Include information that has been documented in a child-sensitive manner. Include information about the age and sex of the child or children, the location of the incident, the number of children involved and the types of violations. Ensure that the identity of the child or children is kept confidential.

DO

Include information that has been documented in a child-sensitive manner. Include information about the age and sex of the child or children, the location of the incident, the number of children involved and the types of violations. Ensure that the identity of the child or children is kept confidential.

DO NOT

Take photographs of the child/children unless it is absolutely necessary to collect evidence for the case. If photos must nevertheless be taken, use an official camera, request the permission of the child/children and make sure they understand what it will be used for.

HOW IS REPORTED INFORMATION USED?

To protect the victim’s privacy, no names should appear in your flash report and no pictures should be taken.

The following elements must always appear in reports submitted by UN police:
1. Who are the victims and who are the perpetrators?
   (i.e. age, gender, physical description, etc.)
2. Where did the incident take place?
3. When did the incident take place and for how long?
4. What exactly happened?
5. How did the incident take place?

Unless the victim is interviewed by the host state police within their intervention protocol, your report may only be general and limited to the information available at the time of the event.
It is important to understand that information reported through MRM is primarily intended for local-level advocacy and response interventions. However, it is also used for these four main categories of reports:

- **Global Annual Report of the Secretary-General on Children and Armed Conflict to the Security Council**
  The report is typically prepared on an annual basis at the request of the Security Council. The Security Council will specify clear requirements for the report and will typically convene an open debate to deliberate it. The Report of the Secretary-General on CAAC is a powerful advocacy tool for child protection practitioners. Due consideration should be given by practitioners on how to use the report most effectively to advance in-country protection agendas, including pressuring parties in conflict to engage in child protection dialogue.

- **Special Representative of the Secretary-General for Children and Armed Conflict (SRSG/CAAC) annual report**
  This report presents an annual assessment of the impact of armed conflict on children globally and provides an update on violations committed as well as protection issues. The report also makes recommendations to the Human Rights Council and Member States to improve children’s rights. The report is submitted to the United Nations General Assembly.

- **Bimonthly Global Horizontal Note (GHN)**
  Although this report is not a formal public document, it serves as an informal tool for countries (more specifically, CTFMR present in the field) to provide regular updates or alerts on the situation of children affected by armed conflict to the Security Council Working Group.

- **Secretary-General’s quarterly/periodic mission reports to the Security Council**
  This report consolidates information provided by the CTFMRs into a summary document for the UN Security Council on countries on the Council’s agenda.

The information gathered in these reports can also be forwarded to other UN entities such as the General Assembly, the Human Rights Council and the International Criminal Court for further action.

**SIX GRAVE VIOLATIONS**

1. Killing or maiming of children
2. Recruitment or use of children in armed forces and groups
3. Attacks against schools or hospitals
4. Rape and other forms of sexual violence against children
5. Abduction of children
6. Denial of humanitarian access to children

**ADDITIONAL RESOURCES**

- **20 Years to Better Protect Children Affected by Conflict**
  - Office of the Special Representative of the Secretary-General for Children and Armed Conflict, 2016

- **Children and Armed Conflict, A Guide to International Humanitarian Rights Law**
  - International Bureau for Children’s Rights, 2010

- **Children and Armed Conflicts - Key Reports Table**
  - International Bureau for Children’s Rights, 2019

- **Monitoring and Reporting Mechanisms: Guidelines, Field Manual and Training Toolkit**

- **Office of the Special Representative of the Secretary-General for Children in Armed Conflict**

- **Security Council Reports on Children and Armed Conflict**

- **Security Council Reports on Women, Peace and Security**

- **Working paper N°1. The Six Grave Violations Against Children**
  - Office of the Special Representative of the Secretary-General for Children and Armed Conflict. October 2009 (updated November 2013)
## Child Protection Specialists Involved

### Child Protection Advisor (CPA)
- **Name and title:**
- **Tel.:**
- **Email:**
- **Address:**

### Police Focal Point on Child Protection
- **Name and title:**
- **Tel.:**
- **Email:**
- **Address:**

### Host-State Police Key Personnel
- **Name and title:**
- **Tel.:**
- **Email:**
- **Address:**

### Lead of Country Task Force on Monitoring & Reporting
- **Name and title:**
- **Tel.:**
- **Email:**
- **Address:**

### Additional Contacts
- **Name and title:**
- **Tel.:**
- **Email:**
- **Address:**