# CAMP MANAGEMENT TOOLKIT

International Organization for Migration (IOM), Norwegian Refugee Council (NRC) and UN Refugee Agency (UNHCR), Edition June, 2015.

This document is provided by these agencies and partners for general distribution. All rights are reserved. Reproduction is authorised, except for commercial purposes, provided that the source is acknowledged.

Neither the above agencies nor contributing authors accept any responsibility for the accuracy or completeness of the information set out in the Camp Management Toolkit 2015 or any confusion, difficulty or liability arising from interpretation or application of any of its content.

# FOREWORD

**New and protracted emergencies have forced a record number of people to flee from their homes across the world. Responses to ensure immediate protection and assistance to those affected by mass displacement must remain an imperative and collective effort. Simultaneous severe and prolonged emergencies have brought unprecedented challenges for all humanitarian actors. Camp Management actors, in support of national authorities and in partnership with other stakeholders, must ensure that the rights of all displaced persons are respected and that their needs are met in a way that supports their dignity.**

The 2015 edition of the Camp Management Toolkit represents the most comprehensive guidance for those engaged in camp responses to displacement. The Toolkit provides guidelines that serve as practical support for national authorities, national and international humanitarian actors, as well as internally displaced persons and refugees involved in camp management.

The overall goal of Camp Management actors is to improve living conditions during displacement, while advocating and preparing for durable solutions and planning for the closure of camps. This publication has been facilitated through generous support from ECHO and valuable contributions made by CCCM cluster partners and other stakeholders.

We welcome this significant achievement, which we hope will help to ensure more effective and efficient humanitarian protection and assistance.

William Swing, Director General IOM

Jan Egeland, Secretary General NRC

António Guterres, UN High Commissioner for Refugees

**LIVING DOCUMENT WITH YOUR CONTINUOUS INPUT**

This new 2015 edition of the Camp Management Toolkit should remain a living document for many years. It has been updated by camp management professionals and is produced by and for field personnel. Your feedback, comments and proposed changes may be submitted via the relevant agencies or the Global CCCM website (www.globalcccmcluster.org). In order to keep this tool updated, your proposals are strongly encouraged.

This edition will be the last printed hardcopy. An electronic version will be available on the Global CCCM Cluster website and at www.cmtoolkit.org.


## ACKNOWLEDGEMENTS

**STEERING COMMITTEE/GLOBAL CCCM CLUSTER**
Nyanjagi Ally, Andrew Cusack, Jennifer Kvernmo, Izora Mutya Maskun, Nuno Nunes, Jorn-Casper Owre, Kimberley Roberson and George Swinimer

**ADVISORY GROUP/GLOBAL CCCM CLUSTER**
Astrid Sofie Arne, Gina Baroni, Giovanna Federici and Veit Vogel

**MAIN CONTRIBUTORS**
David Alford-Daniel, Chris Allen, Astrid Sofie Arne, Marina Angeloni, Etienne Antheunissens, Joseph Ashmore, Gina Baroni, Gina Bramucci, Joana Cameira, Sebastiaan Derkinderen, Susan Erb, Fritz Etienne, Giovanna Federici, Marian Hodgkin, Christopher Hoffman, Brian Kelly, Nénette Motus, Steve Ringel, Kimberley Roberson, Kelly Ryan, David Stone, Veit Vogel, Kamlesh Vyas, Paul White and Jake Zarins

**COLLABORATORS**
Rafael Abis, David Alford-Daniel, Gemma Bennink, Fanette Blanc, Dean Brooks, Charles Campbell, Giovanni Cassani, Joshua Chaffin, Tom Corsellis, Laura Cunial, David Curtis, Andrew Cusack, Simon Darke, Julie Dunphy, David Ford Johnson, Tim Foster, Megan Gerrard, Elodie Hanquart, James Kennedy, Lynnda Kiess, Lilian Kona, Aditya Kumar, Jennifer Kvernmo, Julie Lafrenière, Tzvetomira Laub, Joan Le Coz, Laura Lungarotti, Sophia Malaguti, Irena Marinova, Zlatan Milisic, Penelope Muteteli, Izora Mutya Maskun, Conrado Navidad, Monica Noriega, Monica Noro, Annelies Ollieuz, Jorn-Casper Owre, Elizabeth Palmer, Maria Paradies, Natalia Pascual, April Pham, Elham Pourazar, Rachel Quick, Guglielmo Schinina, Matthew Serventy, Rebecca Skovbye, Arianna Sloat, Paul Speigel, George Swinimer, Erin Tanner, Levan Tchatchua, Dunichand Thakur, Weamie Z. Than, Anne Thurin, Lise Tonelli, Corinne Treherne, Miguel Urquia, Aase Vardoen, Colin Ward, John Wain, Nicole Weber, Katrine Wold, Marta Zaccagnini and Wendy Zillich

**LANGUAGE EDITOR**
Tim Morris

**GRAPHIC DESIGNER**
Frode Alexander Hansen and Harald Aaker - Fete Typer

**PROGRAMME MANAGER**
Gina Baroni

**PUBLISHER**
International Organization for Migration
Norwegian Refugee Council
UN Refugee Agency

**PHOTO CREDIT**
International Organization for Migration
Norwegian Refugee Council
UN Refugee Agency

**DONOR**
European Commission Humanitarian Aid and Civil Protection

ISBN
Print: 978-82-7411-241-4
Digital: 978-82-7411-242-1

# LIST OF ACRONYMS

**3W** Who does What Where
**ACAPS** Assessment Capacities Project
**ACF** Action contre la Faim
**ACT** Artemisinin-based Combination Therapy
**ADRA** Adventist Development and Relief Agency
**AGDM** Age, Gender, Diversity Mainstreaming
**AIDS** Acquired Immunodeficiency Syndrome
**ALNAP** Active Learning Network for Accountability and Performance in Humanitarian Action
**ARI** Acute Respiratory Infection
**ART** Antiretroviral Treatment
**BCG** Bacille de Calmette et Guérin or Bacillus Calmette-Guérin
**BID** Best Interests Determination
**BMI** Body Mass Index
**CAFOD** Catholic Agency for Overseas Development
**CCCM** Camp Coordination and Camp Management
**CEAP** Community-based Environmental Action Plan
**CERF** Central Emergency Response Fund
**CFR** Case Fatality Rate
**CFW** Cash-for-Work
**CHF** Common Humanitarian Fund
**CHW** Community Health Worker
**CMR** Crude Mortality Rate
**COHRE** Centre on Housing Rights and Evictions
**CPC** Community Protection Committee
**CRS** Catholic Relief Services
**CSB** Corn Soy Blend
**DDR** Disarmament, Demobilisation and Reintegration
**DFID** Department for International Development
**DOTS** Direct Observed Therapy Short-course
**DPT** Diphtheria, Pertussis and Tetanus Toxoid
**DRC** Danish Refugee Council
**DSWD** Department of Social Welfare Development
**DTM** Displacement Tracking Matrix
**ECB** Emergency Capacity Building Project
**ECHO** European Commission Humanitarian Aid and Civil Protection
**EPI** Expanded Programme of Immunisation
**ERF** Emergency Response Fund
**ERW** Explosive Remnants of War
**FAO** Food and Agriculture Organization
**FFW** Food-for-Work
**GAM** Global Acute Malnutrition
**GBV** Gender-based Violence
**GIS** Geographic Information System
**GHP** Global Humanitarian Platform
**GWC** Global Wash Cluster
**HAP** Humanitarian Accountability Partnership
**HBV** Hepatitis B Virus
**HeRAMS** Health Cluster Health Resources Analysis and Mapping System
**HIS** Heath Information System
**HIV** Human Immunodeficiency Virus
**HLP** Housing, Land and Property
**HR** Human Resources
**HRR** Humanitarian Response Review
**HPG** Humanitarian Policy Group
**IASC** Inter-Agency Standing Committee
**ICE** Information Communication and Education
**ICRC** International Committee of the Red Cross
**IDMC** Internal Displacement Monitoring Centre
**IDP** Internally Displaced Person
**IFRC** International Federation of Red Cross and Red Crescent Societies
**IGA** Income Generating Activity
**IGLHRC** International Gay and Lesbian Human Rights Commission
**ILO** International Labour Organization
**INEE** International Network for Education in Emergencies
**INGO** International Non-Governmental Organisation
**IPT** Intermittent Preventive Treatment
**IOM** International Organization for Migration
**IRC** International Rescue Committee
**JIPS** Joint IDP Profiling Service
**LEGS** Livestock Emergency Guidelines and Standards
**LGBTI** Lesbian, Gay, Bisexual, Transgender and Intersex
**LRT** Lower Respiratory Tract Infection
**MBP** Micro-enterprise Best Practice
**MEND** Mass Evacuation National Disaster
**MERS** Minimum Economic Recovery Standards
**MHPSS** Mental Health and Psychosocial Support
**MIRA** Multi-Cluster/Sector Initial Rapid Needs Assessment
**MoU** Memorandum of Understanding
**MSF** Médecins Sans Frontières
**MUAC** Mid Upper Arm Circumference
**NGO** Non-Governmental Organisation
**NRC** Norwegian Refugee Council
**NATO** North Atlantic Treaty Organization
**NFI** Non Food Item
**NORCAP** Norwegian Capacity
**OAU** Organization of African Unity
**OCHA** Office for the Coordination of Humanitarian Affairs
**ODI** Overseas Development Institute
**OHCHR** Office of the United Nations High Commissioner for Human Rights
**OPV** Oral Polio Vaccine
**ORT** Rehydration Therapy
**PDM** Post-distribution Monitoring
**PFA** Psychological First Aid
**PLA** Participatory Learning and Action
**PLW** Pregnant and Lactating Women
**PLWHA** People Living with HIV/AIDS
**PMTCT** Prevention of Mother-to-Child Transmission
**PSEA** Prevention of Sexual Exploitation and Abuse
**PTSD** Post Traumatic Stress Disorder
**REA** Rapid Environmental Assessment
**RH** Reproductive Health
**RUTF** Ready-to-Use Therapeutic Food
**SAM** Severe Acute Malnutrition
**SDC** Site Development Committee
**SEA** Sexual Exploitation and Abuse
**SF** Supplementary Feeding
**SCN** United Nations Standing Committee on Nutrition
**SEEP** Small Enterprise Education and Promotion
**SFP** Supplementary Feeding Programme
**SGBV** Sexual and Gender-based Violence
**SIA** Supplemental Immunisation Activity
**SMART** Specific, Measurable, Achievable, Relevant, Time-bound

**SOP** Standard Operating Procedure
**STI** Sexually Transmissible Infection
**TB** Tubercle Bacillus, Tuberculosis
**TBA** Traditional Birth Attendant
**TFP** Therapeutic Feeding Programme
**ToR** Terms of Reference
**U5MR** Under Five Mortality Rate
**UDOC** Urban Displacement and Out of Camp
**UN** United Nations
**UNAIDS** United Nations Programme on HIV and AIDS
**UN-CIMIC** Civil-Military Coordination
**UN-CMCoord** United Nations Humanitarian Civil-Military Coordination
**UNDP** United Nations Development Programme
**UNEP** United Nations Environment Programme
**UNESCO** United Nations Educational, Scientific and Cultural Organization
**UNFPA** United Nations Population Fund
**UNHCR** United Nations Refugee Agency
**UNICEF** United Nations Children's Fund
**UNIFEM** United Nations Development Fund for Women
**UNJLC** United Nations Joint Logistics Centre
**UNMAS** United Nations Mine Action Service
**USAID** United States Agency for International Development
**UXO** Unexploded ordnance
**VCCT** Voluntary Confidential Counselling and Testing
**WASH** Water, Sanitation and Hygiene
**WEDC** Water Engineering and Development Centre
**WFH** Weight for Height
**WFP** World Food Programme
**WHO** World Health Organization

# TABLE OF CONTENTS


## PREFACE
Foreword ... 2
Acknowledgements ... 3
List of Acronyms ... 4
Table of Content ... 6
What is the Camp Management Toolkit? ... 9
How to use the Toolkit? ... 10

## SECTION I INTRODUCTION

### CHAPTER 1 ABOUT CAMP MANAGEMENT
**KEY MESSAGES** ... 14
**INTRODUCTION** ... 14
**KEY ISSUES** ... 16
Displacement Trends ... 16
Refugees ... 16
Internally Displaced Persons ... 17
Types of Temporary Settlements ... 17
The Camp Life Cycle ... 19
Durable Solutions ... 19
Contingency Planning and Preparedness ... 20
Humanitarian Reform and the Cluster Approach ... 20
Stakeholders Involved in Camp Response ... 22
Accountability to Affected Populations ... 24
**TOOLS** ... 27
**REFERENCES** ... 28

### CHAPTER 2 ROLES AND RESPONSIBILITIES
**KEY MESSAGES** ... 30
**INTRODUCTION** ... 30
**KEY ISSUES** ... 31
Recruiting, Training and Supervising Staff ... 31
Coordinating and Monitoring Assistance and Service Provision ... 33
Setting up Governance and Community Participation Mechanisms ... 36
Ensuring the Care and Maintenance of Infrastructure ... 37
Managing Information ... 38
Disseminating Information ... 40
Participating in Strategic Planning with Camp Coordination and Camp Administration ... 41
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ... 42
**TOOLS** ... 44
**REFERENCES** ... 44

## SECTION II CORE MANAGEMENT TASKS

### CHAPTER 3 COMMUNITY PARTICIPATION
**KEY MESSAGES** ... 46
**INTRODUCTION** ... 46
Why is Participation Important? ... 47
**KEY ISSUES** ... 47
Roles and Responsibilities ... 47
Degrees of Participation ... 48
Participatory Structures ... 48
Capacity Building ... 52
Other Considerations ... 54
Challenges in Participation ... 56
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ... 57
**TOOLS** ... 58
**REFERENCES** ... 58

### CHAPTER 4 COORDINATION
**KEY MESSAGES** ... 60
**INTRODUCTION** ... 60
What Is Coordination and Why Do We Need Coordination? ... 60
**KEY ISSUES** ... 61
Roles and Responsibilities ... 61
Coordination with Partners ... 62
Main Coordination Mechanisms and Tools ... 66
Challenges in Coordination ... 67
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ... 68
**TOOLS** ... 69
**REFERENCES** ... 69

### CHAPTER 5 INFORMATION MANAGEMENT
**KEY MESSAGES** ... 72
**INTRODUCTION** ... 72
**KEY ISSUES** ... 73
Data Protection Considerations for Information Management 73
Roles and Responsibilities ... 74
Data and Information Collection ... 74
Data Analysis ... 77
Information Dissemination ... 78
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ... 80
**TOOLS** ... 81
**REFERENCES** ... 81

### CHAPTER 6 ENVIRONMENT
**KEY MESSAGES** ... 84
**INTRODUCTION** ... 84
**KEY ISSUES** ... 85
Roles and Responsibilities ... 85
Shelter ... 86
Water and Sanitation ... 87
Household Energy ... 89
Environmental Action Plan ... 89
Agriculture ... 90
Livelihoods ... 91
Livestock ... 91
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ... 91
**TOOLS** ... 93
**REFERENCES** ... 93

### CHAPTER 7 CAMP SET-UP AND CLOSURE
**KEY MESSAGES** ... 96
**INTRODUCTION** ... 96
**KEY ISSUES** ... 97
Camp Set-up/Improvement ... 97
Camp Closure ... 107
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ... 115
**TOOLS** ... 116
**REFERENCES** ... 116

## SECTION III A SAFE ENVIRONMENT

### CHAPTER 8 PROTECTION

**KEY MESSAGES** ..... 118
**INTRODUCTION** ..... 118
Rights ..... 119
Protection Risks ..... 119
**KEY ISSUES** ..... 120
Protection for Whom? ..... 120
Protection by Whom? ..... 122
Roles and Responsibilities ..... 122
Protection in Action ..... 125
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ..... 126
**TOOLS** ..... 127
**REFERENCES** ..... 127

### CHAPTER 9 REGISTRATION AND PROFILING

**KEY MESSAGES** ..... 130
**INTRODUCTION** ..... 130
Registration ..... 130
Profiling ..... 131
**KEY ISSUES** ..... 132
Roles and Responsibilities ..... 132
Registration Methodologies and Principles ..... 133
Profiling Methodoligies and Principles ..... 140
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ..... 141
**TOOLS** ..... 141
**REFERENCES** ..... 142

### CHAPTER 10 GENDER-BASED VIOLENCE

**KEY MESSAGES** ..... 144
**INTRODUCTION** ..... 144
What is Gender-based Violence? ..... 144
Factors Contributing to GBV ..... 145
**KEY ISSUES** ..... 146
Roles and Responsibilities ..... 146
Reducing Risks of GBV ..... 147
Prevention of Sexual Exploitation and Abuse ..... 152
Response to GBV ..... 152
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ..... 153
**TOOLS** ..... 154
**REFERENCES** ..... 154

### CHAPTER 11 PROTECTION OF PERSONS WITH SPECIFIC NEEDS

**KEY MESSAGES** ..... 156
**INTRODUCTION** ..... 156
**KEY ISSUES** ..... 157
Responsibilities toward all persons with specific needs ..... 157
Responsibilities toward particular persons with specific needs ..... 158
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ..... 166
**TOOLS** ..... 166
**REFERENCES** ..... 167

### CHAPTER 12 SAFETY AND SECURITY

**KEY MESSAGES** ..... 170
**INTRODUCTION** ..... 170
**KEY ISSUES** ..... 172
Responsibilities in Managing Security ..... 172
Threat Specifics ..... 173
Ongoing Responsibilities in Managing Staff Security ..... 180
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ..... 183
**TOOLS** ..... 183
**REFERENCES** ..... 184

## SECTION IV CAMP SERVICES

### CHAPTER 13 FOOD SECURITY AND NON-FOOD ITEMS

**KEY MESSAGES** ..... 186
**INTRODUCTION** ..... 186
**KEY ISSUES** ..... 187
Roles and Responsibilities ..... 187
Cash and Vouchers ..... 188
Working with Distribution Service Agencies ..... 189
Distribution Systems ..... 189
Distribution Committees ..... 190
Distribution Announcements ..... 190
Organising Distribution Sites ..... 191
Safety and Crowd Control ..... 192
Persons with Specific Needs and Groups at Risk ..... 193
Reducing Gender-based Violence ..... 193
Distribution and Sexual Exploitation ..... 193
Food Assistance ..... 193
Non-Food Items ..... 195
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ..... 197
**TOOLS** ..... 198
**REFERENCES** ..... 198

### CHAPTER 14 WATER, SANITATION AND HYGIENE

**KEY MESSAGES** ..... 202
**INTRODUCTION** ..... 202
**KEY ISSUES** ..... 203
Roles and Responsibilities ..... 203
Water Supply ..... 204
Sanitation ..... 207
Hygiene ..... 212
Cleaning and Maintenance of WASH Infrastructure ..... 214
Persons with Specific Needs/ Persons at Heightened Risk ..... 214
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ..... 215
**TOOLS** ..... 216
**REFERENCES** ..... 217

## CHAPTER 15 SHELTER

**KEY MESSAGES** ..... 220
**INTRODUCTION** ..... 220
**KEY ISSUES** ..... 221
Roles and Responsibilities ..... 221
Planning for Shelter Interventions ..... 222
Technical Considerations ..... 224
Types of Shelter Assistance ..... 225
Construction Management ..... 226
Infrastructure Services ..... 228
Risks ..... 229
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ..... 232
**TOOLS** ..... 233
**REFERENCES** ..... 233

## CHAPTER 16 HEALTH AND NUTRITION

**KEY MESSAGES** ..... 236
**INTRODUCTION** ..... 236
**KEY ISSUES** ..... 237
Roles and Responsibilities ..... 237
Assessments ..... 238
Vaccination ..... 239
Nutrition ..... 241
Structure of Health Care Services ..... 244
Health Information System ..... 247
Control of Communicable Diseases and Epidemics ..... 248
Reproductive Health ..... 252
Mental Health and Psychosocial Support ..... 252
Health Education ..... 253
Health Priorities at Camp Closure ..... 254
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ..... 255
**TOOLS** ..... 256
**REFERENCES** ..... 256

## CHAPTER 17 EDUCATION

**KEY MESSAGES** ..... 258
**INTRODUCTION** ..... 258
**KEY ISSUES** ..... 259
Roles and Responsibilities ..... 259
Coordination Key Actors ..... 260
Learning Environment ..... 262
Teaching and Learning ..... 266
Teachers and Other Education Personnel ..... 268
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ..... 270
**TOOLS** ..... 271
**REFERENCES** ..... 271

## CHAPTER 18 LIVELIHOODS

**KEY MESSAGES** ..... 274
**INTRODUCTION** ..... 274
**KEY ISSUES** ..... 275
Roles and Responsibilities ..... 275
Employment Opportunities ..... 277
Trade ..... 279
Agriculture, Horticulture and Animal Husbandry ..... 279
Training and Income Generating Projects ..... 279
Grants ..... 280
Microfinance Schemes ..... 280
**CHECKLIST FOR A CAMP MANAGEMENT AGENCY** ..... 281
**TOOLS** ..... 281
**REFERENCES** ..... 282

# WHAT IS THE CAMP MANAGEMENT TOOLKIT?

The first edition (2004) of the Camp Management Toolkit was designed to provide a more precise guide to knowledge and know-how relating to camp management. Camp Coordination and Camp Management (CCCM) is a recognised priority sector. Sector actors realised the need for a common tool for all camp management professionals.

The Camp Management Toolkit has been designed to highlight Camp Management Agencies' roles and responsibilities for each aspect of camp life. It contains a large amount of cross sectorial information linked to the camp life cycle and sets out the most essential issues concerning protection and assistance offered in a camp. This guide includes practical advice to assist Camp Management Agencies in the management and coordination of a camp as well as to ensure respect for the rights of the displaced. The Camp Management Toolkit is neither a political document nor a directive to follow. Rather, it is the fruit of practical advice gained through the experience of CCCM professionals. All users need to contextualise guidance provided in the Toolkit.

**A CAMP IS AN OPTION OF LAST RESORT**
The CCCM Cluster does not advocate for establishing camps, nor does it promote encampment. Rather, it takes a pragmatic approach, recognising that camps are sometimes the only option and a last resort for hosting displaced persons. All other possible options must always be considered and advocated for before setting up a camp. Once the request for camp set-up is made, national authorities and humanitarian agencies engage in a range of activities that seek to uphold the rights, and best meet the needs of displaced persons. This involves the provision of protection and assistance to displaced communities.

The Camp Management Toolkit is applicable to camps for both refugees and internally displaced persons (IDPs) and in both conflict situations and natural disasters. It is written to complement existing guidelines such as:

- The Sphere Project. Humanitarian Charter and Minimum Standards in Disaster Response
- The UN Refugee Agency (UNHCR) Handbook for Emergencies
- The Minimum Standards of the International Network for Education in Emergencies (INEE)
- The Livestock Emergency Guidelines and Standards (LEGS)
- The Minimum Standards for Child Protection in Humanitarian Action of the Child Protection Working Group
- The Small Enterprise Education and Promotion (SEEP) Network

The term camp is used throughout the toolkit to refer to a variety of camps or camp-like settings and temporary settlements including planned or self-settled camps, collective centres, reception and transit centres, and evacuation centres established for hosting displaced persons. It applies to rural or urban settings, to ongoing and new situations, to those resulting from conflict or natural disasters, in other words, wherever displaced people are compelled to find shelter in temporary places.

The original 2004 edition paved the way for consultation of this tool by numerous aid workers in several countries. The subsequent 2008 edition was published by the Camp Management Project which brought together a range of organisations (Danish Refugee Council/DRC, International Rescue Committee/IRC, International Organization for Migration/IOM, Norwegian Refugee Council/NRC, UN Refugee Agency/UNHCR, and Office for the Coordination of Humanitarian Affairs/OCHA). It assembled lessons learnt and good practices to follow as well as providing sector-specific information.

Seven years later the 2015 edition of the Camp Management Toolkit is now updated. This newly edited Toolkit has been endorsed by the Global CCCM Cluster as a tool. The update of the Toolkit was accomplished by a wide range of persons. Each chapter was updated by an expert contributor, revised by means of an Advisory Group and endorsed by a Steering Committee. Collaborators were encouraged to include certain topics throughout each chapter, provide different views on the same issues and to showcase practical field examples. This new edition represents a joint effort by UN agencies/non-governmental and inter-governmental organisations in order to provide camp management professionals with a common improved tool.

The editorial team has endeavoured to ensure this edition focuses on what a Camp Management Agency should know and do in regard to camp management-related activities. The editors have clearly strived to provide this edition with a view tailored to those agencies offering camp management services. They have also endeavoured to highlight the rightful place of national authorities in the management and coordination of camps. Specific differences that may exist when a collective center is established instead of a camp have also been highlighted. When pertinent, new practices in camp management have been added to each chapter. Certain texts have been revised for more precision and several examples have been replaced by more recent examples. The tools and references sections now offer the most recent information available.

We hope that this latest edition of the Camp Management Toolkit will respond to needs and become an accepted reference for all those involved in camp management, including displaced communities themselves.

# HOW TO USE THE TOOLKIT

The new 2015 edition of the Camp Management Toolkit remains divided into four thematic sections:

I Introduction
II Core Management Tasks
III A Safe Environment
IV Camp Services

## INTRODUCTION TO THE TOOLKIT SECTIONS

### SECTION I – INTRODUCTION

Section I provides an introduction to the Camp Management Toolkit 2015 and camp management as a whole. It remains important that there is a shared understanding of what camp management is (Chapter 1), and what it seeks to achieve.

Camps and their management are highly context-specific, dependent on the nature and particular circumstances of the camp operation. Experience shows that one of the greatest challenges, both at the onset of a new emergency and equally in situations of protracted displacement, is to mutually agree the roles and responsibilities (Chapter 2) of those involved. Such clarity is a vital prerequisite for an effective camp response. It also underpins the accountability of all actors to the displaced community.

### SECTION II – CORE MANAGEMENT TASKS

Section II outlines in more detail the core management tasks undertaken by a Camp Management Agency. These are all basic and cross-cutting issues, which are vital to ensuring standardised provision of assistance and protection to a camp population.

Ensuring community participation (Chapter 3) is essential for a Camp Management Agency, both for ensuring effective management and for developing the capacities, self-esteem and dignity of residents which, unfortunately, are so often undermined by displacement.

Coordination (Chapter 4) and information management (Chapter 5) are the activities through which relevant, accurate and up-to-date information about the camp is used among partners. Collecting and sharing information are key to identifying gaps and needs in camp operations and planning and implementing accordingly.

The way in which natural resources and the environment (Chapter 6) are used and protected is equally central in a camp operation. Environmental issues need to be considered across camp sectors and beyond camp boundaries as they affect not only the lives of the camp residents, but the host community as well.

An exit strategy for camp closure needs to be considered when planning for camp set-up. Camp set-up and closure (Chapter 7) cannot be seen in isolation but, rather, as the start and end points of interconnected processes of a camp's-life-cycle. Sound planning of camp set-up and closure according to standards has a direct impact on the daily life of camp residents, but also on how a camp will be managed.

### SECTION III – A SAFE ENVIRONMENT

Upholding the rights of displaced persons is central in the work of a Camp Management Agency. Section III explores a range of protection-related issues, information and guidelines to be aware of when working in camp operations. These involve general and specific considerations on protection (Chapter 8), including an outline of the roles, responsibilities and mandates of specialised protection agencies.

Registration and profiling (Chapter 9) is a key protection tool and a foundation for the provision of equitable assistance and protection. Additionally, registration information is of particular significance in protecting members of groups most vulnerable to gender-based violence (Chapter 10) and those with specific needs (Chapter 11). They are all potentially at greater risk in camp settings and require therefore special assistance and care.

Camp safety and security (Chapter 12) is essential for everyone involved in a camp operation – camp residents, national authorities and the staff of humanitarian organisations. Effective security management is an essential prerequisite for enabling a Camp Management Agency to operate in an often insecure environment.

### SECTION IV – CAMP SERVICES

The final section of the Toolkit focuses on specific humanitarian sectors and services that usually exist in camps, as well as the related assistance provided to meet the basic needs and fundamental human rights of the camp population.

The aim of the Camp Management Toolkit is to focus on services that usually come first in a camp operation, such as:

- Food Security and Non-Food Items (Chapter 13) – ensuring that the displaced have enough food to eat and sufficient supplies and items for personal hygiene, well-being and household activities.
- Water, Sanitation and Hygiene/WASH (Chapter 14) – providing safe drinking water and appropriate sanitation and hygiene facilities to avoid epidemics and diseases and keep people in good health.
- Shelter (Chapter 15) – ensuring not only people's physical protection against the weather, but providing a space of privacy and dignity.
- Health and Nutrition (Chapter 16) – raising awareness of the most crucial risks to the physical and mental health of camp residents as well as appropriate measures to avoid or treat the most common illnesses.
- Education (Chapter 17) – highlighting the importance of providing education and training particularly to children and youth in order to facilitate their personal development and make (re-) integration upon return or re-settlement easier.
- Livelihoods (Chapter 18) – outlining the possibilities for implementing and promoting livelihoods and income-generating activities to increase the camp population's self-esteem, food security and economic independence.

## CROSS CUTTING ISSUES

Most of the topics in the Camp Management Toolkit are interconnected and have relevance for and explicit links to other sectors and chapters. Such topics as gender-based violence, protection, community participation, information management and environment are cross-cutting in nature and their messages are integral to the Toolkit as a whole. In addition, information on cross-cutting issues such as gender, age, HIV/AIDS, environmental issues and mental health and psychosocial support has been integrated throughout the chapters.

## STRUCTURE OF THE CHAPTERS

All chapters have the same core structure and are divided into:

- Key Messages
- Introduction
- Key Issues
- Checklist for a Camp Management Agency
- Tools
- References.

Understandably, each chapter has its own character, owing to the nature of each topic and the fact that they have been written by a range of field experts. The chapters have been carefully and thoroughly revised, while retaining the personal style and approach of the authors.

### KEY MESSAGES

These reflect the chapter contents and highlight some of the most essential information and issues to consider when dealing with the relevant aspect or sector.

### INTRODUCTION

Depending on the nature and topic of the chapter, the introduction either takes an overall glance at the chapter contents, summarises and concludes or provides important background information.

### KEY ISSUES

Most of the information in every chapter is given here and key issues are flexibly structured. Wherever possible, the roles and responsibilities of a Camp Management Agency appear and are regrouped at the beginning.

### CHECKLIST FOR A CAMP MANAGEMENT AGENCY

The checklist reflects on and recaps the chapter content, and contains additional details to check on when operating in the relevant sector or with specific tasks. It is intended as a practical tool and a reminder at a glance for field staff so as to assist in designing, implementing, monitoring and evaluation. It is not intended as a chronological or all-inclusive list of 'to do' action points, which can be ticked off, as such a detailed tool must always be context specific.

### TOOLS

Tools are concise and handy documents used in facilitating camp management practice. They are typical, but not exhaustive, examples of checklists, terms of reference, matrices, assessment forms, briefing notes and fact sheets. They have been collected from field colleagues and sourced around the world. Some have been developed by staff looking for a context-specific answer to a particular need. As models and blue-prints, they can provide practical support to camp management projects and field staff internationally. While some of the tools have been developed for a single context or camp only, others are more generic and/or internationally recognised.

### REFERENCES

References are sources of information permitting the reader to perfect his/her knowledge related to camp management issues. Typically references are handbooks, guidelines, manuals, booklets and policy papers. All camp management staff should consistently seek further information and input from other sources. They should always strive for professional development and learn from examples of best practice. For this reason, the most relevant references are listed at the end of each chapter.

**TOOLS AND REFERENCES**
All tools and references are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

### BOXES

Practical tips, lessons learned and good practices from field practitioners and real life camp situations worldwide.

Field experiences, facts and things to be particularly aware of when managing a camp.

PHOTO: NRC

# CHAPTER 1
# ABOUT CAMP MANAGEMENT

## INTRODUCTION

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Camps are an option of last resort. They do not provide a permanent sustainable solution but offer temporary provision of protection and assistance, in order to meet the basic human rights of displaced populations.
- The aim of camp management is to ensure that services and protection provided are in line with national and international laws, guidelines and agreed standards.
- The humanitarian principles of humanity, neutrality, impartiality and operational independence represent the ethical foundation for the work of the Camp Management Agency, as for all the other stakeholders carrying out humanitarian work in emergencies.
- In coordinating the delivery of protection and assistance, the Camp Management Agency refers to different types of international standards, such us the Sphere standards, those of the UN Refugee Agency (UNHCR), the International Network for Education in Emergency (INEE), the Livestock Emergency Guidelines and Standards (LEGS), the Minimum Standards for Child Protection in Humanitarian Action and the Inter-Agency Standing Committee (IASC) gender guidelines.
- Camp management is based on the key instruments of international law – international humanitarian law and human rights law – which comprehensively codify the rights of refugees at the international level. Internally displaced persons (IDPs) are protected by human rights law and associated instruments, as they maintain their full legal status as civilians in their own country.
- The types of settlements where IDPs and refugees can temporarily seek assistance and protection take a variety of forms. These settlements are marked by continuous change. The Camp Management Agency's role will vary according to the phase the camp has reached in its evolution. A camp's life cycle is generally described in three phases: set-up, care and maintenance and closure.
- Residence in a camp is never to be considered a durable solution. Rather, it is always a temporary response to a situation of displacement. For IDPs and refugees, achievement of a durable solution is the key to ending displacement and has to be taken into consideration from the beginning of the camp response. There are three types of durable solutions: repatriation/return, local integration or resettlement.
- The Camp Coordination and Camp Management (CCCM) Cluster or Sector Lead Agency strives to achieve an effective and efficient coordinated humanitarian response in situations where internally displaced populations are forced to seek refuge in camps and camp-like settings. The cluster does not promote camps. Instead it seeks to end encampment of displaced persons through the promotion of durable solutions.
- A variety of national authorities, humanitarian agencies, community volunteers, private sector and civil society stakeholders will be involved in the running of a camp along with camp population and host community. As a result, the Camp Management Agency will need to work in close coordination with a variety of actors.
- The Camp Management Agency must demonstrate accountability in its activities towards affected persons and communities, as well as towards all other stakeholders in a camp response, including service providers, the national authorities, donors and security providers.
- In 2012, the IASC set out five Commitments to Accountability to Affected Populations. These highlight the following areas where humanitarian organisations, including the Camp Management Agency, should ensure accountability: leadership and governance, transparency, feedback and complaints, participation and design, monitoring and evaluation.

## INTRODUCTION

Whether triggered by an earthquake, flood, tsunami, volcano, drought, civil war, regional conflict or a failed peace accord, emergencies can strike anytime and anywhere. They can rapidly leave people homeless and in need of protection and assistance. For those who have lost property, lived through traumatic events, and are suddenly stranded or displaced outside the safeguards of their own homes and communities, camps can offer a safe haven in which to receive medical treatment, food, shelter, and other basic services. While camps cannot provide permanent sustainable solutions, if they are well-managed, they can temporarily meet the human rights of displaced populations and provide them with temporary refuge.

**LAST RESORT OPTION**
Camps are an option of last resort, sometimes the only choice for the temporary provision of assistance and protection to affected populations forced to flee their home due to natural disaster or conflict. All other support options should be considered before deciding in favour of a camp settlement.

The aim of camp management is to ensure that assistance and protection provided in camps are in line with national and international laws, guidelines and agreed standards. To

achieve this, effective camp level coordination between all stakeholders is a central task of every Camp Management Agency. A Camp Management Agency must work with a wide range of camp stakeholders to ensure that the camp population has equitable access to the assistance and services they need.

To some extent, the role of a Camp Management Agency could be compared with that of a municipality, though the formal authority to exert power will usually not be the same. While camp management staff is required to be firm advocates for the human rights of all displaced persons, they must also be diplomatic. The concept of camp management only comes into effects when the various interests and motives of all stakeholders involved in a camp response are understood by the agency in charge.

The ultimate responsibility to provide protection and humanitarian assistance to people in need within its sovereign boundaries lies with the state. The responsibility of the humanitarian community is to support the state if it is unable or unwilling to fulfil its duties.

Regardless of whether it is a national or international non-governmental organisation or national authority who takes responsibility for the camp management the humanitarian principles of humanity, neutrality, impartiality and operational independence represent the ethical foundation for stakeholders carrying out humanitarian work in emergencies (OCHA, June 2012). The four principles are defined as follows:

| Humanitarian Principles | | | |
|---|---|---|---|
| **Humanity** | **Neutrality** | **Impartiality** | **Operational Independence** |
| Human suffering must be addressed wherever it is found. The purpose of humanitarian action is to protect life and health and ensure respect for human beings. | Humanitarian actors must not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature. | Humanitarian action must be carried out on the basis of need alone, giving priority to the most urgent cases of distress and making no distinction on the basis of nationality, race, gender, religious belief, class or political opinions. | Humanitarian action must be autonomous from the political, economic, military or other objectives that any actor may hold with regard to areas where humanitarian action is being implemented. |

While adherence to these humanitarian principles is the cornerstone of humanitarian response, the Camp Management Agency must also demonstrate accountability in their activities which, by definition, exercise influence and power over the lives of affected persons and communities. Accountability is discussed in detail at the end of this chapter.

A Camp Management Agency typically strives to apply Sphere minimum standards when responding to the humanitarian needs of displaced persons in a camp setting. The Sphere Project standards are based on the belief that persons affected by a crisis have a right to life with dignity and assistance, and that all possible steps must be taken to alleviate human suffering (Sphere, 2011). In the delivery of assistance, the Camp Management Agency also refers to standards used by UNHCR, the International Network for Education in Emergency (INEE), the Livestock Emergency Guidelines and Standards (LEGS), the Minimum Standards for Child Protection in Humanitarian Action and the Inter-Agency Standing Committee (IASC) Guidelines for Gender-based Violence Interventions in Humanitarian Settings .

The Camp Management House provides a visual aid that is frequently used to elaborate how the Camp Management Agency communicates with and coordinates a wide range of actors to ensure the rights of the camp population. Camp management consists of providing assistance and protection to displaced populations living in camps according to the legal protection framework and minimum humanitarian standards, thus ensuring that affected populations participate in camp daily activities. The Camp Management House illustrates that camp management implies an holistic approach and a cross-cutting sector response. Camp management is both technical and social in its aim.

# KEY ISSUES

## DISPLACEMENT TRENDS

Displacement is increasing and caused by a combination of circumstances. There are more frequent and complex natural disasters, political crises are increasingly intense, and for populations displaced by disaster and conflict, a growing number is seeking refuge in urban environments. Although exact numbers are unknown, as observed in the Camp Coordination and Camp Management (CCCM) 2014 Urban Displacement and Out of Camp Desk Review, recent research indicates that numbers of urban displaced populations, especially refugees and asylum seekers, are increasing. Out of fear of harassment, detention and possible refoulement (the forcible return of a refugee to place of origin) many urban refugees and IDPs are unregistered and undocumented. Despite lacking effective protection and potentially becoming more vulnerable, displaced populations are attracted to urban areas due to economic opportunities and access to social facilities, especially in conditions of protracted displacement. In addition to those displaced to urban collective centres, limited numbers of displaced people in urban locations will have recourse to camp based protection and service provision.

### DATA ON GLOBAL DISPLACEMENT TRENDS

The sources of information mentioned below are from websites providing a global picture of displacement worldwide.

The UNHCR Statistical Online Population Database and the UNHCR Statistical Yearbooks provide statistical reports on refugees, asylum-seekers, returned refugees, IDPs and stateless persons. Detailed information on country of asylum, place of origin, gender, age, location and legal status of refugees as well as global trends reports are also available (www.unhcr.org/pages/49c3646c4d6,html).

The Internal Displacement Monitoring Centre (IDMC) is the IASC's mandated source of information and analysis on internal displacement. IDMC's flagship annual report, The Global Overview: People Internally Displaced by Conflict and Violence, covers displacement occurring in conflict-affected countries during the previous years. It is produced with data provided by governments, non-governmental organisations and UN agencies. IDMC also publishes quarterly updates and reports related to specific displacement contexts and dynamics (www.internal-displacement.org).

The World Migration Report, issued by the International Organization for Migration (IOM), provides an overview of key facts and figures of migration trends (www.publications.iom.int).

**OTHER SOURCES ON DISPLACEMENT ISSUES**

Forced Migration Review (FMR), one of the most widely read publications on forced migration, is available in English, French, Spanish and Arabic. It is published by the Refugee Studies Centre in the Oxford Department of International Development, University of Oxford. Authors analyse the causes and impacts of displacement, debate policies and programmes, share research findings, reflect on displacement realities and introduce examples of good practice and recommendations for policy and action (www.fmreview.org).

Humanitarian Response is a platform provided to the humanitarian community to support coordination of operational information and related activities. The technical aspects are managed by Office for the Coordination of Humanitarian Affairs (OCHA), in accordance with responsibilities outlined in the IASC's Operational Guidance on Responsibilities Of Cluster/Sector Leads & OCHA In Information Management (www.humanitarianresponse.info).

## REFUGEES

Refugees are recognised under the 1951 Convention Relating to the Status of Refugees. They are defined as persons who: "owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it" (UNHCR, 1951).

### LEGAL INSTRUMENTS IN REFUGEE CONTEXTS

Camp management is informed by key instruments of international law –international humanitarian law, and human rights law– which comprehensively codify the rights of refugees at the international level. These conventions and protocols together with its statute provide the basis for UNHCR's mandate to protect and assist refugees worldwide. For information on rights and duties in relation to refugees, see:

- 1948 Universal Declaration of Human Rights
- 1951 Convention Relating to the Status of Refugees
- 1967 Protocol Relating to the Status of Refugees
- 1949 Geneva Conventions of 1949 and the two protocols of 1977.

Regional instruments relevant to refugees include:

- 1969 Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa
- 1984 Cartagena Declaration on Refugees.

Each sovereign state has an option to accept refugees, and is obliged to provide refuge depending on the circumstances of the refugee's displacement. States will have varying duties in accordance with which laws have been ratified and are recognised in their national constitutions. In refugee camps, and in keeping with their international mandate, UNHCR is the Sector Lead Agency with whom the Camp Management Agency coordinates. It is the role of UNHCR to liaise with the host government on issues of responsibility, liability and duty.

## INTERNALLY DISPLACED PERSONS

IDPs are those who: "have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalised violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognised state border" (OCHA, 2004). Since, unlike a refugee, an IDP has not crossed an international border s/he is not subject to or protected by special international legislation. Instead, IDPs rely on their own national legal framework and the state for protection.

IDPs are protected by human rights law and associated instruments, as they maintain their full legal status as civilians in their own country, with all the standard entitlements. Human rights are freedoms and entitlements that every human should enjoy. IDPs are afforded the same human rights and freedoms under international law (human rights law, international humanitarian law) and national law (customary law and constitutions) as every other citizen in their country. International law guarantees these rights and obliges sovereign states to respect, protect and fulfill the human rights of all persons without discrimination of any kind, including discrimination on the grounds of being, or having been, internally displaced.

Principles set out by the IASC clearly state that: "Persons affected by natural disasters should enjoy the same rights and freedoms under human rights law as others in their country and not be discriminated against. Targeted measures to address assistance and protection needs of specific categories of the affected populations do not constitute discrimination if, and to the extent that, they are based on differing needs" (IASC, Operational Guidelines on Human Rights and Natural Disasters, Protecting Persons Affected by Natural Disasters, 2006).

When the state is party to the displacement, IDPs must seek protection through the framework of international humanitarian law.

### RIGHTS OF IDPs

There are no specific international conventions related to IDPs and IDPs do not benefit from the support of an internationally mandated agency. However, the 1998 Guiding Principles on Internal Displacement were developed to guide stakeholders, including national authorities, on IDP protection and assistance. They provide an authoritative framework for the identification of the rights, guarantees and standards relevant to the protection of IDPs. They reflect and are consistent with international human rights and humanitarian law and refugee law by analogy.

There are two regional initiatives that bind government to provide legal protection to IDPs:

- The African Union Convention for the Protection and Assistance of IDPs in Africa, also known as the Kampala Convention, that came into force in 2012
- The Protocol on the Protection and Assistance to IDPs included in the Pact on Security, Stability and Development in the Great Lakes Region that entered into force in 2008.

## TYPES OF TEMPORARY SETTLEMENTS

The types of settlements where IDPs and refugees can temporarily seek assistance and protection take a variety of forms. They can be planned or spontaneous and grouped or dispersed depending on the type of emergency, the setting and the external factors involved.

In some displacement situations, there may be need for a Camp Management Agency to operate through mobile team visits. However, the use of camp management is primarily applicable in communal displacement settings which includes camps, collective centres, reception- and transit centres, and evacuation centres.

| Temporary Settlement Types | Characteristics |
|---|---|
| Planned Camps | Planned camps can be located in either urban or rural locations. They are places where displaced populations find accommodation on purpose-built sites, and are provided with full services including water supply, food distribution, non-food item distribution, education, and health care. The use of these sites is typically exclusively for the population of the site. |
| Self-settled Camps | Displaced groups, often smaller family groups, may self-settle in urban or rural sites on their own. These types of camps are typically independent of assistance and exist without receiving any humanitarian interventions. Self-settled camps are often situated on state-owned, private or communal land, usually after limited or no negotiations with the local population or private owners over use and access. In some cases, a Camp Management Agency may operate in the vicinity and learn about the displaced persons' needs and attempt to bring them into the management structure in order for them to receive assistance. In these settings a Camp Management Agency would most likely work with leadership structures already put in place by the displaced community. |
| Collective Centres | A place where displaced persons find accommodation in pre-existing public buildings (which were likely not constructed as accommodation) and community facilities, for example, in schools, factories, barracks, community centres, town halls, gymnasiums, hotels, warehouses, disused factories and unfinished buildings. These are often used when displacement occurs in an urban setting or when there are significant flows of displaced people into a city or town. Similar to a camp, a collective centre is intended only as a temporary or transit accommodation. Levels of assistance may vary from full assistance to varying levels of self-reliance, and collective centre management can have a strong role to play here in terms of coordinating services. |
| Reception and Transit Centres | Reception and transit centres might be necessary at the beginning of an emergency as temporary accommodation pending transfer to a suitable, safe, longer term camp, or at the end of an operation as a staging point of return. Reception and transit camps are, therefore, usually either intermediate or short-term installations and they may also host returnees. |
| Emergency Evacuation Centres | Emergency evacuation centres may be established to provide appropriate temporary shelter for persons fleeing a specific and immediate threat, such as fighting, or a natural hazard, such as a cyclone or an earthquake. Schools, sport arenas and religious or civic buildings are often used for this purpose. Emergency evacuation centres should be prepared and planned for in advance of disaster events where and when possible. |

Although planned camps can create a pull factor for the services, assistance and safety they provide, a camp is not always the first settlement option chosen by displaced populations. When there is a specific social, ethnic or religious relationship between the displaced and friends or family, temporarily staying with a host family is common. Seeking post-displacement shelter in a host family may be short or long term, and levels of humanitarian intervention may vary from substantial assistance to nothing. However, resources within a host family, and across communities, may become strained, particularly when displacement becomes protracted.

There is a common perception that populations living in a camp are clearly separated from the surrounding areas. In reality, camp borders are less rigid and the movement in and out of camps is very fluid. Often the Camp Management Agency is confronted with the need to provide support to operations that target populations outside camps such as when IDPs living in the host community are assisted within the camp structure. In other cases the Camp Management Agency is involved in facilitating return and reintegration processes at the community level, either by providing assistance in the preparation of an IDP return or in following-up assessments of IDPs' reintegration after departure.

For these reasons, the CCCM Cluster explored how camp management tools and methodologies may be relevant and adaptable to out of camp contexts. The analysis' results were presented in a desk review conducted in 2013-2014.

### TRENDS OF OUTSIDE OF CAMPS DISPLACEMENT

Eighty per cent of IDPs currently live outside camps in isolated rural areas, hosted by local families, in subsidised or rented housing, dispersed in urban environments and often mixed with migrants and local poor, or gathered in small spontaneous settlements of three to five households (Urban Displacement and Out of Camp Desk Review, 2014).

More than half the global number of refugees are in individual accommodation (54 per cent), while 35 per cent were reportedly in planned/managed camps, 6.5 per cent in self-settled camps and four per cent in collective centres (UNHCR, June 2013 and UNHCR Statistical Yearbook 2012).

Displaced persons decide to reside outside camps due to a number of factors. In some cases camps are not available, security is lacking or distance makes camps inaccessible. Displaced persons may also feel more physically and emotionally secure outside camps, or living in a camp may be unacceptable for cultural reasons.

## THE CAMP LIFE CYCLE

The life cycle of a camp may be illustrated as followed:

The illustration introduces the three phases of a camp's life cycle: camp set-up/improvement, camp care and maintenance and camp closure. These three phases follow each other with an overlapping period. The common zones represent situations where a camp may face two stages at the same time. For example, on one hand the Camp Management Agency may be engaged in simultaneous activities with new arrivals by coordinating the start-up of services and protection activities such as shelter, food and NFIs assistance and provision of water (set-up phase) and on the other hand monitoring the gaps and overlaps in protection and services (care and maintenance phase) for displaced populations already living in the camp. The Camp Management Agency's role will vary according to the phase the camp has reached in its life cycle.

## DURABLE SOLUTIONS

Residence in a camp is never to be considered a durable solution. Rather, it is always a temporary response to a situation of displacement. For IDPs and refugees, achievement of a durable solution is the key to ending displacement and has to be taken into consideration from the beginning of the camp response.

There are three types of durable solutions: repatriation/return, local integration, or resettlement (Brookings, 2007).

| Durable solutions | |
|---|---|
| **Refugees** | **IDPs** |
| Repatriation to the country of origin | Sustainable reintegration at the place of origin (also referred to as return) |
| Integration in the country of asylum | Sustainable local integration in areas where IDPs take refuge (also referred as to local integration) |
| Resettlement in a third country | Sustainable integration in another part of the country (also referred to as settlement) |

The Pinheiro Principles provide international standards relating to the rights of refugees and displaced persons to return. Principle 10 outlines the "right of all refugees and displaced persons to return voluntarily to their former homes, lands or places of habitual residence, in safety and dignity" (Centre of Housing Rights and Evictions, 2005). The Guiding Principles on Internal Displacement further outline the rights of IDPs relating to return, resettlement, and integration (IASC 2004).

Status as a refugee ends once an individual re-establishes a protective state-citizen bond through one of the three durable solutions. There is no legal consensus as to when the condition of being an IDP ceases because identification as an IDP does not confer special status under international law. However, a person can be considered no longer being displaced when s/he no longer has protection and assistance needs directly related to her/his experience of displacement.

### IASC FRAMEWORK ON DURABLE SOLUTIONS FOR INTERNALLY DISPLACED PERSONS

This states that durable solution are:
"achieved when IDPs no longer have specific assistance and protection needs that are linked to their displacement, and such persons can enjoy their human rights without discrimination resulting from their displacement" (IASC, 2010). Resolution of the immediate cause of displacement is usually not sufficient to create a durable solution. For example, when a camp is closing and IDPs are not registered to receive assistance, it does not necessarily mean they have found a durable solution.

The framework introduces eight criteria to help determine where a durable solution has been achieved:

- long term safety and security
- adequate standard of living
- access to livelihoods
- restoration of housing, land and property
- access to documentation
- family reunification
- participation in public affairs
- access to effective remedies and justice.

Because residence in a camp is only a temporary solution to displacement, the Camp Management Agency, within its circle of influence, has an active role to play in contributing to analysis of whether a durable solutions has been achieved. Achievement of durable solutions is intrinsically linked to camp closure. In certain circumstances, the closure of a camp does not mean a durable solution is attained. It is the role of the Camp Management Agency to coordinate with all stakeholders, including donors and national authorities, to advocate for the conditions for an appropriate voluntary return, integration, or resettlement process, and to inform members of the camp community of their rights.

## CONTINGENCY PLANNING AND PREPAREDNESS

Contingency planning for camps is often overlooked in disaster risk reduction and disaster response preparedness. However, there is much that both national authorities and humanitarian stakeholders can do in terms of mapping capacity, resources identification, gap analysis, training on preparedness measures, establishment of displacement tracking systems, identification of vulnerable persons in high risk areas, and planning for different disaster and conflict scenarios. As global lead for CCCM in natural disasters, IOM is working to integrate preparedness planning, safe evacuations and risk reduction into its CCCM work with national authorities, in particularly with regard to being prepared to respond to displacement-induced needs with camp based responses. UNHCR, as the global lead for CCCM in conflict situations, also works with relevant national authorities to plan how to respond to additional displacements, potential changes in conflict dynamics and sudden camp population increases.

As part of preparedness activities, stakeholders can work together to build the capacity of all actors to be better prepared for potential large scale displacement which requires the planning and creation of camps. In disaster prone countries, in particular, national authorities are becoming increasingly organised to address national disasters, including with planning responses to communal displacement. Greater coordination and joint planning between stakeholders as part of contingency planning will only serve to strengthen humanitarian responses.

### THE MASS EVACUATION NATIONAL DISASTER (MEND) GUIDE

When a natural hazard occurs, a large number of persons may need to move within a very short period of time from a dangerous area. The ways evacuations are carried out have a significant impact on the ability to provide assistance and protection to populations in evacuation centres. The CCCM Cluster has developed a guide for planning mass evacuations in natural disasters (MEND Guide, 2014). This provides key background considerations as well as a template to assist relevant national authorities with the development of evacuation plans in accordance with emergency management principles.

## HUMANITARIAN REFORM AND THE CLUSTER APPROACH

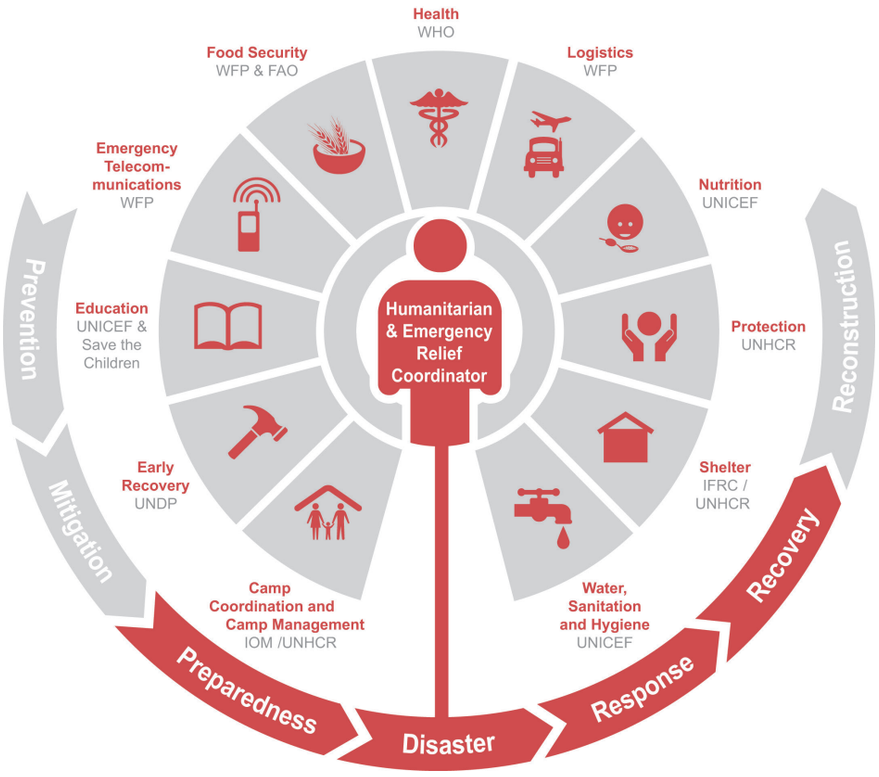
In 2005, in response to the ad hoc and unpredictable nature of many international responses to humanitarian emergencies, the UN Secretary-General commissioned an independent Humanitarian Response Review (HRR) of the global humanitarian system. In response to its recommendations, IASC launched in 2005 a process to improve the effectiveness of humanitarian response through greater predictability, accountability, responsibility, and partnership in situations of internal displacement. A key initiative of this reform was the creation of the Cluster Approach.

Clusters are groups of humanitarian organisations, both UN and non-UN, in each main sector of humanitarian action. They are designated by the IASC and have clear responsibilities for coordination. The Cluster Approach aims to ensure sufficient global humanitarian capacity, as well as effectiveness of response, in five key ways:

- ensure sufficient global capacity
- ensure predictable leadership
- enhance the concept of partnership
- strengthen accountability
- improve strategic field-level coordination and prioritisation.

The IASC further agreed that the Cluster Approach was to be implemented at the field level in all L3 emergencies –the UN classification for the most severe, large-scale humanitarian crises– involving internal displacement, in ongoing emergencies and in all contingency planning for new emergencies.

The diagram below illustrates the 11 global clusters and indicates their leads (IASC, 2012):




The HRR also noted that almost all recent operations have disclosed a weakness in camp management. It highlighted a lack of ownership for the broader aspects of working with internally displaced populations in camp situations, weak capacity, and a lack of standards and shared tools. This resulted in the creation of the Camp Coordination and Camp Management (CCCM) Cluster as a key priority where there was no established network of agencies and organisations, beyond the Inter-Agency Camp Management Project, working in a coordinated approach to camp management and coordination.

Recognising the challenges within the multilateral humanitarian response, the IASC undertook a review of the cluster system, building on lessons learned in 2010 and 2011. Based on an analysis of challenges to leadership and coordination, in December 2011, the IASC agreed to the Transformative Agenda, a set of actions that collectively represent a substantive improvement to the current humanitarian response model (IASC, 2012).

These include:

- a mechanism to deploy strong, experienced humanitarian leadership
- strengthening of leadership capacities and rapid deployment of humanitarian leaders
- improved strategic planning
- enhanced accountability
- streamlined coordination mechanisms.

Within the Cluster system, the global CCCM Cluster is a joint cluster with two co-leads: UNHCR for conflict-induced displacement and IOM for displacement following natural disasters. The unified CCCM Cluster for conflict and natural disaster was agreed so as to avoid duplication of efforts and ensure complementarity in activities, as the priorities in both types of emergencies are similar and many field partners respond to both types. CCCM, as a cross cutting cluster, works closely with other clusters to ensure gaps are filled and duplication is limited.

At the field level the CCCM Cluster strives to achieve an effective and efficient coordinated humanitarian response in situations where IDPs are forced to seek refuge in camps and camp-like settings. The cluster does not promote camps, and aims at ending camp life through the promotion of durable solutions. The main goals of CCCM include:

- improving assistance to and the protection of IDPs in and across camps
- advocating for durable solutions
- securing humanitarian space
- ensuring that camp coordination and camp management as a key sector is resourced with adequate staff and funding
- organising closure and phase-out of camps upon IDP returns
- mainstreaming cross-cutting issues including gender, age, HIV/AIDS, environment and psycho-social support.

The CCCM is now a well recognised cluster playing an important leadership role in coordinating and managing camps. Since the humanitarian reform, the CCCM developed a number

of tools, training materials and technical guidance that are increasingly applied in numerous countries.

**THE REFUGEE COORDINATION MODEL**

"The Refugee Coordination Model ensures inclusiveness, predictability and transparency, as well as clear lines of accountability. It aims to be light, operations-focused and impact-oriented. The standard elements are:

- Direct advocacy on all international protection matters with the host Government by the UNHCR Representative.
- Strategic planning for all phases of the response led by the Representative with operational partners in the development of a protection and solutions strategy, including development actors.
- An inclusive Refugee Consultation Forum at national level, co-chaired by the Government (wherever possible) and the Representative, on the overall refugee response.
- A UNHCR Refugee Coordinator to lead and coordinate a multi-sectoral response and ensure participation of sector-leads and all players at the field level, supported by a Multi-sector Operations Team with expertise and capacity to facilitate needs assessment, planning, monitoring, reporting and information management across all sectors.
- A UNHCR-led Refugee Protection Working Group responsible for the coordination of protection services and for mainstreaming protection throughout other operational sectors. Service-delivery sectors, led by Government line ministries and/or (co) chaired by partners and/or UNHCR. Sectors are intended to connect to Government-led development mechanisms, if feasible.
- Arrangements on sector coordination and delivery with multiple potential partners, to ensure a predictable response. Agencies may wish to draw upon Global Cluster resources to support the delivery of services."

UNHCR, Refugee Coordination Model, 2013. A comparison of cluster, refugee and development systems may be found in the Tools section.

## STAKEHOLDERS INVOLVED IN CAMP RESPONSE

A variety of national authorities, humanitarian agencies, community volunteers, civil society and private sector stakeholders will be involved in the running of a camp. As a result, the Camp Management Agency will need to work in close coordination with a variety of actors, all of whom have a vested but often distinct interest in the life of the camp.

### Camp Management Agency

Because all displacement and humanitarian interventions are different, a Camp Management Agency may begin its work at different times. It must be prepared to cope with rapidly evolving situations, new challenges and frequently changing tasks as the needs of the population change.

In the camp, the Camp Management Agency plays a central role to ensure the provision of assistance and protection for the displaced by taking into account their physical, psychological, cultural, social, and emotional well-being. This is achieved through establishing monitoring and oversight systems for tracking the changing needs of the camp population and promoting community participation. The Camp Management Agency must promote adequate and appropriate assistance through the implementation of standards and promote protection mainstreaming in all sectoral interventions. The Camp Management Agency also develops governance and participation forums that enable displaced women, men, boys, and girls to access services and protection.

Under the overall coordination and support provided by the Camp Coordination Agency, the Camp Management Agency closely collaborates with on-site authorities (the Camp Administration) and liaises with them on behalf of all humanitarian actors and service providers. The Camp Management Agency has the oversight of both the camp residents and the physical infrastructure of the camp, the core responsibilities include:

- recruiting, training and supervising Camp Management Agency staff
- coordinating and monitoring the delivery of, and access to, services and protection in accordance with international standards
- establishing camp governance mechanisms and enabling community participation
- ensuring the care and maintenance of camp infrastructure, while mitigating impacts of environmental degradation
- managing information on the camp population's changing needs
- disseminating information both to the camp population and other stakeholders
- participating in strategic planning with relevant stakeholders around issues of contingency planning, environment, exit strategy, camp closure and facilitation of durable solutions.

**HUMANITARIAN SPACE**

A Camp Management Agency requires, above all else, the humanitarian space in which to operate. Humanitarian space includes access to displaced populations and assurance of security and operational space for agency staff.

Developing and maintaining an effective partnership between the Camp Management Agency and the various stakeholders can be complex and may be impacted by factors such as limited mutual understanding, conflicting political or programmatic agendas, competing priorities and/or a lack of capacity and resources.

### Camp Population

A camp population, like the communities from which it is drawn,

may be comprised of diverse populations, potentially divided by ethnicity, religion and/or political affiliations. Even in camps where the population is relatively homogeneous there will be residents with specific needs. Regardless of the level of diversity within the camp population, the Camp Management Agency will need to ensure the mobilisation and participation of residents in governance, planning and implementation.

Displacement renders people vulnerable and dependent. If they additionally become passive recipients of support and assistance, their dependency and vulnerability is further increased. Actively developing positive partnerships with the camp population is one way of recognising the skills, knowledge and capacities, and thereby supporting the independence and dignity of the camp population.

The roles and responsibilities of a Camp Management Agency are diverse, extensive and often challenging, even where humanitarian assistance programmes are functioning well. Building effective relationships within the camp population, and establishing trust and legitimacy in the eyes of the displaced community, involves more than ensuring their participation. It also entails ensuring equitable access to services, security, protection and empowerment.

**Host Population**

For a nearby village, town or other local community, hosting a camp population can place significant demands on precious and limited resources. The host community may lack economic and natural resources, have limited livelihoods opportunities and inadequate or non-existent facilities. They may also have been impacted by the disaster which caused the displacement and have needs which are as great, if not greater, than those of the displaced population. As a result, tension often exists between camp and host populations who may perceive that their land, livelihoods, culture, safety and security, community infrastructure or natural resources are under threat. They may further resent the assistance the camp population is receiving, especially if they do not share the same ethnicity, language, history, political affiliations or traditions.

The role of the Camp Management Agency is to establish and promote links with the host community such that their fears and needs can be heard and participatory action taken to ensure that the impact of the camp on the host community is effectively managed, insofar as this is possible. Establishing lines of communication and ensuring host community representation at camp meetings is important, as is jointly exploring scope for interventions which are mutually beneficial for camp and host communities. Transparent action should be taken by the Camp Management Agency to ensure that scarce natural resources, like firewood and water, are protected and alternative sources are found when possible.

**Camp Administration**

State authorities are responsible for providing protection and assistance to IDP and refugee populations on their territory. Historically, camp coordination and camp management roles have been played by UN agencies and INGOs. National authorities are increasingly taking a combination of these roles. When this is the case, appropriate support should be provided to enable national authorities, who may be new to the camp management process, to effectively assume their responsibilities, provide necessary protection and look after the welfare of camp residents.

The traditional role of Camp Administration refers to the functions carried out by national authorities that relate to the oversight and the supervision of activities in camps. It comprises such sovereign state functions as:

- designating, opening, and closing camps
- securing land and occupancy rights for a temporary settlement
- resolving disputes arising from land appropriation and preventing claims against individuals and agencies living and/or working in a camp
- providing security, maintaining law and order, and guaranteeing the civilian character of a camp
- organising a registration system
- issuing documentation, permits and licenses (such as birth certificates, ID cards and travel permits) to camp residents
- protecting citizens and preventing evictions, relocations or further displacement of those living in the camp
- facilitating access to camps by humanitarian agencies.

**Camp Coordination Agency**

The primary objective of the Camp Coordination function is to create the humanitarian space necessary for the effective delivery of protection and assistance. Camp Coordination also entails:

- coordinating roles and responsibilities
  - related to the development and support of national/regional plans for establishment and management of camps
  - in the overall humanitarian camp response, including ensuring adherence to agreed IASC standards and operational guidelines regarding the CCCM Cluster
- ensuring that plans incorporate exit and solutions strategies
- ensuring there is situational assessment, operational planning, strategic design, monitored and evaluated programme implementation, technical support and cluster coordination
- ensuring that the humanitarian response involves full and appropriate consultation with:
  - displaced populations, involving them in needs assessment, delivery of protection/assistance, and development/implementation of durable solutions
  - national authorities or, if not-present, the non-state actor in control of the area where the camp(s) are situated
  - humanitarian and development partners in the CCCM Cluster, including Camp Management Agencies and service delivery partners, and in other clusters and/or sector partners and the IASC country team
  - other actors such as civil society, donors, the diplomatic community, host communities and the media.
- providing appropriate support to national authorities where requested, including capacity building and pro-

moting and encouraging government ownership of the protection and assistance strategy for camps
- establishing an open dialogue with the authorities so as to discuss any problems arising as a result of stakeholder activities
- promoting the application and the maintenance of international standards in camps
- identifying and designating Camp Management Agencies and service providers
- addressing issues of poor performance by Camp Management Agencies and/or service delivery partners
- setting up and maintaining assessments, monitoring, and information management systems
- ensuring that all partners and service providers have access to, and share, operational data at the camp and inter-camp levels to identify and address gaps and avoid duplication of effort.

The Camp Management Agency works closely with the Cluster/Sector Lead Agency, whose responsibility it is to coordinate with national authorities in the provision of an overall camp response. It is under their guidance and support that inter-camp coordination is assured and levels of assistance between camps are monitored to ensure standards are comparable. Should this not be the case, the discrepancies in provision can create a pull factor as people from other camps and surrounding host communities move to camps with better services or facilities.

### Service Providers

Service providers within a camp are diverse and can include INGOs, NGOs, UN agencies, national authorities, as well as private sector and civil society actors. It is a key function of a Camp Management Agency to enable service providers to deliver appropriate, timely and effective assistance to camp residents. Camp Management Agencies should empower service providers to provide services which are equitable, impartial and accessible for all.

To meet the needs of camp residents, service providers need accurate and up-to-date information on the camp population and camp life. They will further need to cooperate with other service providers, the Cluster/Sector Lead, national authorities and representatives from the camp population to ensure that services are not duplicated, that gaps in provision are met and that protecting camp residents is prioritised.

It is also the role of the Camp Management Agency to monitor and report on the standard of assistance and support delivered by service providers. A Camp Management Agency's role in relation to monitoring service-providing agencies must be clearly outlined in Memorandums of Understanding (MoUs) and supported by Cluster/Sector Lead Agencies to ensure it has legitimacy and is respected. Best practice in camp management involves developing relationships of mutual trust, respect and support. Although inter-agency competition, incompatible agendas, disagreements, politics, or simply a lack of accountability can all make for difficult negotiations, a Camp Management Agency has a responsibility to advocate for coordination and to identify ways in which all parties can work cooperatively and transparently for the good of the camp population. The level of services in a camp may fluctuate or change for many reasons. It is the role of Camp Management Agency to find out what the status is at any given moment, the reasons for it, and take appropriate action with all those involved.

### Security Forces

To effectively address the issue of ensuring the protection, and the civilian and humanitarian character of refugee- and IDP camps, host governments and the Camp Management Agency must work with camp residents, humanitarian stakeholders, service providers, the host community and security forces to ensure that within a camp (UNHCR, 1999):

- law and order are maintained, creating a secure environment for residents
- camp residents are prevented from engaging in subversive activities
- exiled groups with access to weapons are disarmed and any flow of arms into camps is curtailed
- bona fide refugees are separated from those exiles excluded from refugee status by virtue of their involvement in crimes against humanity, continued engagement in military activities or any other activity incompatible with refugee status
- exiled soldiers and other armed elements are demobilised.

To achieve a safe camp, the cooperation of national and international security forces may be necessary. The involvement of security forces may include three options (UNHCR, 1999):

- use of preventive measures and cooperation with national law-enforcement authorities
- deployment of civilian or police monitors
- deployment of a UN Peacekeeping Operation or a multinational or regional force.

In all cases, the Camp Management Agency will need to regularly liaise between security forces, service providers and the camp population to ensure that the protection of the camp population is maintained and that the security forces understand and adhere to humanitarian principles. The Camp Management Agency, in collaboration with humanitarian actors, should advocate for the handing over to civilian forces wherever and as soon as possible.

## ACCOUNTABILITY TO AFFECTED POPULATIONS (AAP)

**DEFINITIONS OF ACCOUNTABILITY**

"The processes through which an organisation makes a commitment to respond to and balance the needs of stakeholders in its decision-making processes and activities, and delivers against this commitment" (Pathways to Accountability: The GAP Framework, 2005).

"We hold ourselves accountable to both those we seek to assist and those from whom we accept resources" (Code of Conduct Principle 9 for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief, adopted by the SCHR, 1994).

"An active commitment by humanitarian actors and organisations to use power responsibly by taking account of, giving account to and being held to account by the people they seek to assist" (Food and Agriculture Organisation: AAP Definition 2013).

The Camp Management Agency must demonstrate accountability in its activities towards affected persons and communities, as well as towards all other stakeholders in a camp response, like service providers, Camp Administration, donors and security providers.

Accountability to refugees and displaced populations involves two principles and mechanisms: those by which individuals, organisations, and states account for their actions and are held responsible for them; and those by which individuals, organisations, and states may safely and legitimately report concerns, complaints and abuses, and get redress where appropriate.

Accountability within a camp response should be seen both vertically and horizontally. When considering camp management responsibilities at the field level, the Camp Management Agency acts as the focal agency for sharing concerns, basic needs, and feedback. Here, the Camp Management Agency has horizontal accountability to the displaced populations, service providers and host communities. Issues of vertical accountability emerge in relationship with the home agency, national cluster, donors and national authorities. It is important to ensure reporting, feedback and delivery of services are being followed up.

What accountability is, who defines it, why it is important, and how the Camp Management Agency can ensure accountability in its daily activities, will be discussed below. Focus will be on the IASC's five commitments on accountability to affected populations (AAP).

### Who defines AAP, and who provides resources and support?

AAP has become an increasingly important topic on the humanitarian agenda. It is becoming recognised as an additional humanitarian principle, supplementing the traditional four: humanity, impartiality, neutrality and independence. AAP is one of the original pillars of the IASC-led Transformative Agenda.

There are multiple definitions of AAP, and many organisations providing support, guidelines and frameworks for action.

### What does AAP require of the Camp Management Agency?

**A shift in culture:** AAP is not 'something we do' as a set of activities, but, rather a shift in mind-set regarding the 'way we think' about humanitarian action. It is the way we think about, and work with other people. AAP is an underlying operating principle on which all camp management processes and activities should be based. It is a shift from a culture of pre-determined service delivery, to one where the concerns of the camp population are considered central to planning.

**Sharing power:** Organisations which assist people affected by disasters, conflict, or other crises have significant power while crisis-affected people generally have no formal control or influence over them. It is difficult for affected populations to hold the Camp Management Agencies accountable for their actions (or inactions). Being an accountable Camp Management Agency requires recognising and redefining the power balances which exist between the agency and camp residents.

**Listening:** An accountable Camp Management Agency listens to the concerns of residents and other stakeholders in structured ways, involves affected persons meaningfully in key decisions and processes, relates to populations with dignity and respect and ensures transparent two-way communication. The diversity of the population and the diversity of its needs, abilities and concerns, and how we respond to this diversity, is a core aspect of accountability.

**Adapting:** Listening alone is not enough, the Camp Management Agency, as well as service providers in camps, must also be ready to change and adapt programmes and service provision when feedback from camp residents or other stakeholders indicates that changes are required.

**Talking:** Camp Management Agency decisions and activities that affect the camp residents need to be transparently communicated. After adaptations have been made, these in turn need to be communicated. An open and transparent camp management process is fundamental to AAP.

**Being responsible:** The Camp Management Agency must ensure quality responses and deliver relevant results and need to acknowledge and take responsibility for any failures to do so. They must behave with integrity, and keep to commitments made. Accountable Camp Management Agencies learn and adapt over time, and develop robust monitoring and evaluation processes in consultation with camp residents to review their work.

**Providing better quality service:** Being accountable to affected communities helps organisations develop quality programmes that meet people's needs and reduces the possibility of mistakes, abuse and corruption. When accountability processes are in place and managed effectively, organisations perform better, protect communities from harm and uphold people's rights and dignity.

### Why should the Camp Management Agency be accountable?

There are four key motivations for being accountable to crisis-affected communities:

- Values: Camp Management Agencies should be accountable because it is the right thing to do and it is consistent with broader humanitarian values.
- Operational: AAP makes humanitarian programmes and camp management more effective in fulfilling their objectives, by providing more targeted and relevant humanitarian action.
- Emancipatory: Various aspects of AAP can strengthen social cohesion, and may address underlying vulnerabilities and/or inequalities through wider sharing of power.
- Normative: Most international NGOs and all humanitarian operational UN agencies have agreed to internal and external commitments to AAP.

Camp Management Agencies should consider all of these motivations when ensuring an accountable response, however here we focus on the normative processes, and the guidance they generally contain. These include organisations' codes of conduct, the Humanitarian Accountability Partnership (HAP) Standard, Sphere Project standards and the Transformative Agenda protocols, such as the IASC Commitments on Accountability. This does not lessen the importance of the other motivations, and when ensuring accountable camp management, it

can be useful to critically examine the key motivation and/or combination of motivations when taking decisions, to ensure the best approach is selected, and aims are achieved.

### How to ensure accountability?

IASC is the primary mechanism for inter-agency coordination of humanitarian assistance. An IASC sub-working group developed a set of core commitments for accountability to affected populations (CAAP) and an operational framework based on the humanitarian programme cycle. These have now been endorsed by the IASC as Transformative Agenda Protocols, and (with their associated tools) provide the most broadly accepted normative AAP framework.

UN agencies, leading INGOs and the Red Cross and Red Crescent Movement have committed, through their members of the IASC, to incorporate these core principles into agency statements, policies and operational guidance. They have also pledged to develop plans to put these commitments into practice. They must ensure feedback mechanisms are integrated into country strategies, project proposals and other ways of supporting communities affected by a crisis.

### The IASC's five Commitments on Accountability to Affected Populations (CAAP)

The five Commitments to Accountability to Affected Populations (CAAP) highlight the following areas where humanitarian organisations, including Camp Management Agencies, should ensure accountability:

### Leadership/Governance

They must demonstrate their commitment to accountability to affected populations by ensuring feedback and accountability mechanisms are integrated into country strategies, programme proposals, monitoring and evaluations, recruitment, staff inductions, trainings and performance management, partnership agreements and highlighted in reporting.

The Camp Management Agency has a leadership role to play in AAP. It has numerous accountabilities, to a variety of stakeholders, both within and outside the camp. It is the responsibility of the Camp Management Agency to ensure that as much attention is given to being accountable to camp residents as to others.

How can the Camp Management Agency demonstrate leadership in terms of accountability to affected populations?

- ensure accountability principles and mechanisms are integrated into camp strategies, programme proposals, monitoring and evaluations, recruitment, staff inductions, trainings and performance management, partnership agreements, and highlighted in reporting
- share best practice and learn from other Camp Management Agencies in the same or similar contexts
- learn and replicate also from global guidelines and good practice tools
- hire the best possible staff and ensure their competency in their roles
- ensure that reporting feedback and deliverables are being followed up by partners
- allow camp coordinators (Cluster/Sector Lead Agencies) and service providers to explore new AAP attitudes and approaches
- ask donors for flexibility to allow projects to adapt to a changing context
- explain the principles of AAP to other stakeholders, including government or service providers in the camp
- question how it has changed the way service providers and others in the camp operate to improve AAP.

### Transparency

Provide accessible and timely information to affected populations on organisational procedures, structures and processes that affect them to ensure that they can make informed decisions and choices, and facilitate a dialogue between an organisation and its affected populations over information provision.

Camp populations have a right to accurate and updated information about actions taken on their behalf. Being transparent about what the Camp Management Agency is planning and doing is the first step toward being accountable. When populations know what they can expect, they can provide feedback whether this is actually happening. Reliable and timely information can reduce anxiety and is an essential foundation of community responsibility and ownership.

What is the Camp Management Agency doing, and how is it being communicated?

- discover how camp residents would prefer to receive information and use that method
- spend as much time on developing and disseminating information products within the camp as you do for headquarter reports, situation reports and donor briefings
- provide a description of the Camp Management Agency's role and responsibilities, mandate and projects
- outline the camp population's entitlements and rights and when and where to access assistance
- explain how and why the Camp Management Agency's decisions have been made as well as what those decisions are
- ask whether the camp population know the name of the agencies, including the Camp Management Agency, and its staff and projects.

### Feedback and Complaints

Actively seek the views of affected populations to improve policy and practice in programming, ensuring that feedback and complaints mechanisms are streamlined, appropriate and robust enough to deal with (communicate, receive, process, respond to and learn from) complaints about breaches in policy and stakeholder dissatisfaction. Specific issues raised by affected individuals regarding violations and/or physical abuse that may have human rights and legal, psychological or other implications should have the same entry point as programme-type complaints, but procedures for handling these should be adapted accordingly.

It is essential for Camp Management Agencies to understand whether they are meeting the agreed needs and concerns of their resident populations. Feedback needs to be collected, digested and acted upon, and then the results of those actions relayed to the population. This is the feedback loop. Complaints mechanisms are a set of systems and procedures, designed to allow affected persons to provide feedback or complaints about services provided. Actively soliciting critical feedback is a powerful statement of humility, acceptance

that mistakes can be made, and a commitment to listen and improve, as well as identify aspects of a camp that are going well. To function effectively, both complaints and feedback systems also need careful explanation and communication strategies to ensure they are used, understood and trusted.

How to listen and talk to the camp population to ensure accountability?

- establish multiple feedback and complaints channels
- consider technologies available, literacy and accessibility when establishing feedback mechanisms
- discover how people would normally complain, be creative, use a variety of channels, through nurses, teachers and community leaders
- 'close the loop' – feedback needs to be considered, and if a suggestion is rejected then the population needs to be told why. If changes are made, these can initiate a new feedback loop
- establish a common referral system among service providers, to know who will respond to what
- ensure there are secure and discreet channels for sensitive feedback
- recognise that allegations of sexual or other abuse, exploitation or corruption cannot be treated like any other complaint
- remain realistic, don't promise to provide absolutely anything, or resolve any issue
- share important or unusual feedback with colleagues
- change approaches if suggested by the camp population.

**Participation**

Enable affected populations to play an active role in the decision-making processes that affect them through the establishment of clear guidelines and practices to engage them appropriately. Ensure that the most marginalised and affected are represented and have influence.

Participation in the AAP sense is slightly more restricted than general camp participation as discussed in Chapter 3, Community Participation. Participation as accountability should mean engagement in all phases of the camp management cycle; site and camp design, assessments, implementation, monitoring and evaluation and camp closure. Participation is a state of mind as well as an activity. Camp residents can provide managers with a variety of insights on their situation, and display competencies, energy and ideas of their own.

How to involve camp populations in decisions that affect them?

- invite the community to be part of camp planning from the outset, and be informed of the results of it
- ask more of the community, what are their roles and responsibilities, what can they provide to the camp life?
- ensure access to participation, include different ethnicities, children, people of different ages and different genders, both together and separately as required by the context in coordination forums, meetings, activities and elections.
- discover what forms of participation and governance are normal in the pre-crisis community as discussed in Chapter 3, Community Participation.
- be clear about the limits to participation. If some aspects of camp management are non-negotiable, such as non-discrimination, they may not need to be discussed.
- consider carefully exactly who you are inviting to participate and how. Is it a representative selection? Is it a good decision-making process?
- evaluate how often community representatives are included in decision making and whether they have real decision-making power.

**Design, Monitoring and Evaluation**

Design, monitor and evaluate the goals and objectives of programmes with the involvement of affected populations, feeding learning back into the organisation on an ongoing basis and reporting on the results of the process.

Accountable Camp Management Agencies must be able to transparently evaluate how they have been operating, and be prepared to learn and improve practice based on this. Participation in designing of assessments, programmes and evaluations means that the affected population have a direct influence on decision-making and improving programmes. Camp Management Agencies can design, monitor and evaluate the goals and objectives of camp activities with the involvement of affected populations, feeding learning back into the camp planning and operations on an on-going basis.

How to involve affected populations in the design of that which affects them? How to improve our practice?

- be creative with how to involve the community in camp and programme design, hold competitions, provide employment for residents with specialist skills and hold focus groups
- use the AAP indicators in the OCHA indicator registry as part of regular monitoring
- ask the population what criteria they think should be used to evaluate camp operations
- ensure the community has a say in whether projects within the camp should be repeated or changed in the next funding cycle
- learn all you can, from as many sources as you can, and put that learning into action
- ask the camp residents for ideas on how assessments, monitoring and evaluation of the camp management should be undertaken.

## TOOLS

**TOOLS AND REFERENCES**

All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hard-copy or from the website: www.cmtoolkit.org.

– Global CCCM Cluster, 2013. Checklist for Camp/Cluster Coordinator
– Global CCCM Cluster, 2013. Terms of Reference for CCCM Cluster Camp Management Agency

– Global CCCM Cluster, 2013. Terms of Reference for CCCM Cluster Coordinators
– Global CCCM Cluster, 2013. What Is Camp Coordination and Camp Management?
– Global CCCM Cluster, 2014. MEND Guide. Comprehensive Guide for Planning Mass Evacuations in Natural Disasters.
– Inter-Agency Standing Committee (IASC), 2006. Protecting Persons Affected by Natural Disasters: IASC Operational Guidelines on Human Rights and Natural Disasters
– International Committee of the Red Cross (ICRC), 2004. What Is Humanitarian Law?
– International Federation of the Red Cross (IFRC), 1994. The Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief
– Office for the Coordination of Humanitarian Affairs (OCHA), 1999. An Easy Reference to International Humanitarian Law and Human Rights Law.
– OCHA, 2004. Guiding Principles on Internal Displacement
– OCHA, June 2012. OCHA on Message: Humanitarian Principles
– OCHA, June 2012. OCHA on Message: The Cluster Approach

## REFERENCES

– African Union Convention, 2012. The Kampala Convention
– ALNAP, 2005. Pathways to Accountability: The GAP Framework
– Brookings Institution, University of Bern Project on Internal Displacement, 2005. Addressing Internal Displacement: A Framework for National Responsibility
– Brookings Institution, University of Bern Project on Internal Displacement, 2007. When Displacement Ends: A Framework for Durable Solutions
– Centre of Housing Rights and Evictions, 2005. The Pinheiro Principles: UN Principles on Housing and Property Restitution for Refugees and Displaced Persons
– Chatham House, 2002. Refugees and Host Communities in International Law. Report of a Consultation Workshop 7-8 September 2002
– Emergency Capacity Building Project, 2007. Impact Measurement and Accountabilities in Emergencies – The Good Enough Guide
– Food and Agriculture Organisation: AAP Definition 2013.
– Global Protection Cluster, 2012, Minimum Standards for Child Protection in Humanitarian Action
– Humanitarian Accountability Partnership, 2010. The 2010 HAP Standard in Accountability and Quality Management
– Inter Agency Standing Committee (IASC), 2002. Growing the Sheltering Tree; Protecting Rights through Humanitarian Action, Programmes and Practices Gathered from the Field
– IASC, 2005. Guidelines for gender-based violence interventions in humanitarian settings
– IASC, 2006. Guidance Note on Using the Cluster Approach to Strenghten Humanitarian Response
– IASC, 2006. Protecting Persons Affected by Natural Disasters: Operational Guidelines on Human Rightsand Natural Disasters
– IASC, 2010. IASC Framework on Durable Solutions for Internally Displaced Persons
– IASC, 2010. IASC Transformative Agenda - 2012
– IASC, 2011. Principals' Commitments on Accountability to Affected Populations (CAAP)
– IASC, 2012. Reference Module for Cluster Coordination at the Country Level
– International Conference on the Great Lakes Region, 2008. Protocol on the Protection and Assistance to IDPs included in the Pact on Security, Stability and Development in the Great Lakes Region
– ICRC, 1949. The Geneva Convention of 12 August 1949.
– ICRC 1977, Geneva Protocols
– Internal Displacement Monitoring Centre (IDMC) and Norwegian Refugee Council (NRC), April 2013. Global Overview 2012: People Internally Displaced by Conflict and Violence
– IDMC and NRC, May 2013. Global Overview 2012: People Displaced by Disasters
– International Network for Education in Emergencies (INEE), Minimum Standards for Education, 2010.
– International Organization for Migration (IOM), Roger Zetter, 2012. Forced Migration - Changing Trends, New Responses
– IOM, The Wold Migration Report
– Livestock Emergency Guidelines and Standards (LEGS), 2011
– Organization of African Unity, 1969. Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa
– Overseas Development Institute, Humanitarian Policy Group, Simone Haysom, 2013. Sanctuary in the City? Urban Displacement and Vulnerability - Final Report
– Matthew Serventy, 2014. Other Accountability Initiatives (to complement the accountability section of the Toolkit's Chapter 1, About Camp Management)
– The Sphere Project, 2011. The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response
– The Sphere Project, 2011. 2011 Edition of the Sphere Hand book: What Is New?
– UNHCR, 1951 and 1967. Convention and Protocol relating to the Status of Refugees
– UNHCR, 1984. 1984 Cartagena Declaration on Refugees
– UNHCR, 14 January 1999. The Security, and Civilian and Humanitarian Character of Refugee Camps and Settlements
– UNHCR, 2006. Operational Protection in Camps and Settlement: A Reference Guide of Good Practices in the Protection of Refugees and Other Persons of Concern
– UNHCR, 2007. Handbook for Emergencies
– UNHCR and IOM, 2010. Collective Centre Guidelines
– UNHCR, 2012. Statistical Yearbook
– UNHCR, 2013. Flexibility and Synergy, Refugee Coordination Model
– UNHCR, 2013. UNHCR Mid-Year Trends 2013
– UNHCR, 20 June 2013. Understanding Community-Based Protection
– UNHCR, IOM, NORCAP/NRC, 2014. Urban Displacement and Out of Camp Desk Review
– UNHCR Statistical Online Population Database, 2001 - 2015
– Universal Declaration of Human Rights, 1948

PHOTO: NRC

# CHAPTER 2
# ROLES AND RESPONSIBILITIES

## INTRODUCTION

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- The Camp Management Agency is responsible for the overall management of the camp. This includes coordination and monitoring of assistance, protection and services at camp level, and entails building effective partnerships with a diversity of stakeholders.
- The Camp Management Agency needs to establish transparent and inclusive partnerships with all stakeholders involved in the camp. Developing monitoring and feedback systems with service providing agencies, including effective and accessible systems (reports and referrals) for handling complaints and incorporating lessons learned, builds trust and legitimacy. It also ensures accountability, both horizontally and vertically.
- The Camp Management Agency works to establish effective and representative camp governance and to promote the camp population's participation in decision-making and in the daily life of the camp. Well-functioning camp environments depend upon the participation of the camp population.
- The human resources required, and the composition and organisation of camp management staff, will differ according to context. The inclusion of women and members of other context-specific marginalised groups within the staff, clear roles and responsibilities, as well as training and staff development, are central to the quality and accountability of a Camp Management Agency's work.
- Effective information sharing is key to avoiding duplication of activities, filling gaps in provision and ensuring consistent monitoring and reporting. The Camp Management Agency needs a monitoring system linked to a response strategy that highlights and addresses identified gaps.

## INTRODUCTION

**DAILY WORK**

It is 25 minutes to the site of a coordination meeting in the camp. A line of angry camp residents is outside the office wanting to talk about flooding in their block. The food rations from the food pipeline agency are running low. A meeting needs to be scheduled with the Camp Food Committee to alert them as soon as possible. They need to inform the general camp community that the full food ration will not be available this month. The monthly report was due yesterday. A call comes on the radio that a high-level donor representative is en route to the camp for an unplanned inspection tour. Your boss wants you to ensure the visit goes smoothly.
What do you do first?

For those who have worked for a Camp Management Agency this hypothetical scenario is not so out of the ordinary. Daily operations in an internally displaced person (IDP) or refugee camp often pull staff in multiple directions, rarely making the task of ranking priorities straightforward.

Camp management interventions can take many forms, from a permanent on-site presence, to a mobile team visiting sites infrequently. National authorities or national/international non-governmental organisations (NGOs) are responsible for the day-to-day camp management.

Generally speaking the Camp Management Agency should be appointed by the Cluster/Sector Lead Agency. This should happen in close cooperation with the national authorities. In some IDP situations national authorities may also fill the role of Cluster/Sector Lead Agency. Often the Camp Management Agency is not appointed by the Cluster/Sector Lead Agency but it is an organisation already active in the field with the capacity and resources to be engaged in a camp response.

Regardless of who is appointed the Camp Management Agency's job is one of constant motion and requires a high degree of flexibility, quick thinking, innovation and careful planning. Specific tasks may vary from context to context, but there is a set of core roles and responsibilities any Camp Management Agency will have to assume within a camp. They can be grouped into the following categories:

- recruiting, training and supervising of Camp Management Agency staff
- coordinating and monitoring assistance, protection and services
- setting up and monitoring camp governance and com-

munity participation mechanisms
- ensuring the care and maintenance of camp infrastructure, while mitigating impacts of environmental degradation
- managing information
- disseminating information
- participating in strategic planning with the Camp Coordination and the Camp Administration in relation to issues around contingency planning, the environment, an exit strategy, camp closure and durable solutions.

**IDPS LIVING IN COLLECTIVE CENTRES AND HOST COMMUNITIES**

"Because Collective Centres are often located in urban and semi-urban areas, links between host communities and displaced families are normally strong. Collective Centre residents and hosts are part of the same neighborhood. Links between these communities help normalise daily routines and foster good relations. The Collective Centre Manager should monitor these interactions closely and support positive developments." (Collective Centre Guidelines, UNHCR/IOM, 2010, Page 24).

- For more information on the management of collective centres, see the Collective Centres Guidelines included in the References section.

The difference between rural and urban displacement sites will influence the nature and specific roles and responsibilities of a Camp Management Agency as well as approaches and tools it uses.

Camps are part of a broader humanitarian context with a significant impact on the environment, often stretching the capacities of host communities, natural resources and infrastructure to the limits. In addition to coordination of assistance, and establishment of good relationships and partnerships with stakeholders at camp level, the Camp Management Agency should also participate in coordination at inter-camp and regional level, as a member of the CCCM Cluster where it is activated. Problems that cannot be addressed or solved at camp level should be referred up to the Camp Coordination/ Cluster/Sector Lead Agency.

Roles and responsibilities of all actors involved must be clear. A Camp Management Agency needs unambiguous and transparent, agreed terms of reference which match needs on the ground. It must have sufficient capacity (both in terms of funding and human resources) to carry out the required tasks.

- For more information on roles and responsibilities of main actors in a camp response, see Chapter 1, About Camp Management.
- For more information on the terms of reference for a Camp Management Agency where the CCCM Cluster is applied, see the Tools section.

**WHAT DO YOU DO FIRST?**

To ensure a proper response and handling of it all, it is important – when faced with the kind of scenario outlined above – to calmly but quickly:

1. get an overview of all the burning issues and immediately available staff and partners
2. prioritise
3. divide tasks between team members and partners
4. act!

## KEY ISSUES

### RECRUITING, TRAINING AND SUPERVISING STAFF

#### CAMP MANAGEMENT AGENCY STAFF

A Camp Management Agency can only take on the above listed responsibilities if the right staff are on board. It is thus vital to pay attention to the recruitment process, and invest in staff training. Each camp setting will require a different staff composition or organisational structure. An agency's core staff and their capacity will determine much of the effectiveness of daily operations. In most settings there will be a diversity of tasks and a variety of professional backgrounds required. Expertise in information management, construction, water and sanitation, community mobilisation or training may all be required. It is important to ensure that the gender balance within the team broadly reflects the ratio of men and women within the camp population, and that marginalised groups are represented in the team, if possible. It is also vital to employ staff with sufficient maturity and experience to manage challenging situations and confidential information with sensitivity and sound judgement.

#### KEY STAFF PROFICIENCIES INCLUDE:

- willingness and ability to assume responsibility
- an open and inclusive approach
- an ability to prioritise and plan
- communication and coordination aptitudes
- the ability to manage conflict and reach and build consensus
- innovation, flexibility and a solution-oriented approach
- a positive and proactive approach to community mobilisation and participation
- the ability to rapidly adapt and deal with unpredictable challenges in a perpetually changing environment.

Staff of a Camp Management Agency may, depending on the specific context, also have a deeper technical understanding of different sectors of a camp, such as water and sanitation (WASH), education or others. This will also depend on the specifics on the availability, quality and capacity of the service providers.

**RESPECT IS KEY TO SUCCESSFUL RELATIONSHIPS**

All staff working in a camp must strive to establish good and respectful relationships with the camp population. This is done by listening and responding to people's needs for assistance and protection in a dignified, impartial and transparent manner.

## RECRUITMENT

The staff of a Camp Management Agency must know how the roles and responsibilities of the agency are exercised as well as the values and principles associated with the role. Neutrality, impartiality, transparency, confidentiality and humanity are of utmost importance. Staff must be carefully selected as according to both qualifications and their affiliations with people in the camp.

Generally, there are three different groups a Camp Management Agency can recruit staff from, other than project management staff: the host community, other nationals including people from neighbouring countries and the camp population. Whoever is selected a Camp Management Agency should always evaluate the impact of recruitment on the camp population. It might be easier to find qualified staff in urban settings than in remote rural places.

## TRAINING

Training should be on-going process and can be undertaken both formally and informally. The Camp Management Agency is responsible for increasing the capacity of camp management staff to perform specific job functions. If needed, the Camp Management Agency can seek support in training of staff from the Cluster/Sector Lead Agency. In addition to issues directly related to camp management dealt with in this Toolkit, camp management staff should also receive training in:

- coordination and meeting management
- conflict mediation
- mandatory codes of conduct
- interviewing and observation techniques
- monitoring, reporting and documentation (based on standards such as Sphere or such best practice guidelines as the Camp Management Toolkit)
- vulnerability categories and persons with specific needs (noting any special assistance that these individuals may qualify for)
- protection, human rights and gender awareness
- confidentiality and transparency
- community mobilisation and participation methods
- mainstreaming cross-cutting issues.

## SUPERVISION

In order to be able to manage a camp, the staff of a Camp Management Agency must be both appropriately trained and supervised. In addition to knowing their roles and responsibilities and the rights of the displaced population, staff members also have to communicate and practice sound attitudes, referred to as key staff proficiencies above, and knowledge about how to perform its tasks.

Clear terms of references and work plans for all positions must be established, and mutual expectations between supervisor and staff should be clarified, also when working with camp volunteers. Supervision can happen in several ways including, but not limited to:

- demonstration through 'on the job' training
- mentoring (working in pairs of experienced and new staff)
- regular team meetings
- regular individual feedback sessions on a specific issue
- periodic performance appraisals
- written reports.

The purpose of supervision is to ensure that the roles and responsibilities of a Camp Management Agency are performed in such a way that the needs and rights of the displaced population always are responded to and protected.

## CODES OF CONDUCT

Codes of conduct can be agency-specific, be developed specifically for one camp or the agency may refer to the Code of Conduct of the Red Cross and Red Crescent Movement and NGOs in Disaster Response. This sets out standards for ethical behaviour among camp staff and seeks to promote greater accountability and transparency for all agencies working in a camp setting. Each staff member and volunteer should have the applicable code of conduct explained to them and be required to sign a copy upon commencement of employment. It is essential that both training and codes of conduct are translated as appropriate, and are available in the language(s) that camp management staff as well as the camp population can easily understand. Where a translator is used, it is important to make sure that the translation is accurate, communicated and understood.

To encourage proper treatment of refugees and IDPs, training or camp-wide sensitisation on the Camp Management Agency's code of conduct should minimally cover:

- humanitarian principles
- confidential reporting procedures
- complaints and investigative mechanisms
- actions that will be taken if any member of staff violates the code.

Each camp will require an appropriate reporting structure and procedures which include clear focal points to refer to if needed.

Measures to ensure confidentiality of reports need to be balanced with encouraging camp residents to come forward and report abusive behaviour by community leaders or Camp Management Agency staff.

**STOP SEXUAL EXPLOITATION AND ABUSE BY OUR OWN STAFF!**

In 2011, the Inter-Agency Standing Committee's Task Force on Protection from Sexual Exploitation and Abuse by Our Own Staff (PSEA) set up a website to explore this subject more in depth: http://www.pseataskforce.org. Available in English, French, Arabic, and Spanish, it provides staff with relevant information to inform them of their obligations and responsibilities with regard to protection from sexual exploitation and abuse. The site also provides PSEA focal points with a checklist and key documents to assist them in carrying out their responsibilities.

## COORDINATING AND MONITORING ASSISTANCE AND SERVICE PROVISION

The Camp Management Agency, in close collaboration with camp residents, the Camp Administration, the Cluster/Sector Lead Agency and service providers, is in charge of making sure that efficient coordination mechanisms and monitoring systems are in place, both for the whole camp and different sectors or working groups. This is essential to:

- ensure gaps in assistance are filled
- avoid duplication of activities
- ensure equitable provision and access to services
- ensure that agreed upon standards are respected by all service providers.

**COORDINATION OF MEETINGS**

The main responsibility of a Camp Management Agency is to organise, chair and follow up on camp coordination meetings. In emergency situations it might be necessary to hold a brief coordination meeting every day. In more stable settings once a week or biweekly will often be enough. In addition to the regular weekly/biweekly coordination meetings in the camp chaired by the Camp Management Agency, there should be regular sector specific meetings chaired by sector specific agencies. The purpose of the sector specific meetings is to deal with issues that are too detailed and specialised for the general coordination meeting and to feed upwards information and decisions of importance for the general coordination of the camp.

The capacity of the camp management staff to facilitate these types of meetings is crucial to ensure effective coordination. To facilitate meetings staff need to be able to clearly communicate, encourage participation, stick to the agenda, seek commitments, close discussions, respect everyone's opinion, listen actively, summarise the meeting and follow up on action points.

To ensure good working relationships amid a stressful and uncertain climate often characterised by differences of opinion between agencies, it is important that the Camp Management Agency liaises with all other agencies working in the camp and establishes and maintains harmonious relations. A Camp Management Agency should always take an inclusive approach and see their role as a trust-builder.

At the same time it should hold agencies accountable for programmes, including the failure to show up for coordination meetings or declining to share essential information which may impact other's programmes in the camp. This is important to gain legitimacy with the camp population and to protect their rights.

**COMMUNICATE CLEARLY WHO IS DOING WHAT?**

An organisation in charge of camp management might also be in charge of service provision in sectors such as shelter, WASH or education. To ensure that camp residents are aware of who is in charge of what within the organisation, it is necessary that this is clearly communicated, for example on a camp notice board.

For more information on coordination and information management, see Chapter 4, Coordination and Chapter 5, Information Management.

Monitoring and coordination aim to uphold standards and hold agencies accountable for provision of services and assistance. Where performance levels are poor, and quality or quantity is inadequate, the Camp Management Agency, with the support of the Sector/Cluster Lead Agency as appropriate, has a duty to advocate strongly for conformity to agreed standards and guaranteed delivery of minimal levels of assistance.

Monitoring of all sectors operating within the camp should take place continuously. The Camp Management Agency's monitoring of services provided by other agencies should not detract from their own responsibilities to monitor how people can access their projects and the progress and efficiency of their services. By carrying out monitoring across sectors, the Camp Management Agency is able to get an overview of the standards in the camp, a holistic understanding of daily life and awareness of the provision of assistance and protection. This is especially important as camp services and assistance programmes do not operate in isolation.

Often projects impact directly and indirectly on each other, often with positive consequences, but sometimes with unintended or negative results. Working to raise the standard of living in the camp necessitates an overarching understanding of the overall quality of life for the camp population. It is part of a Camp Management Agency's responsibility to understand the impact that projects have, not only in themselves, but as part of a whole camp response.

**MONITORING IMPROVES SERVICE DELIVERY**

Monitoring is essential to support any individual's protection. All camp residents should benefit, most crucially those with specific needs, who are often the first to be deprived of access to goods and services in times when these are scarce.

**RECRUITMENT OF MONITORS**

Monitoring work in a camp may sometimes require a significant number of monitors. Monitors can be recruited and trained from among the displaced community and the host community, if the situation permits. Considerations about confidentiality and impartiality must be weighed against the advantages of recruiting people from the camp population and surroundings who know locally used languages, the population, and who live close to the workplace.

### FORMALISING ROLES AND RESPONSIBILITIES WITH SERVICE PROVIDING AGENCIES

Identifying and formalising roles and responsibilities between agencies providing services in the camp is crucial to addressing gaps and to avoiding misunderstandings and duplication. If a Camp Management Agency takes the lead in clarifying roles and responsibilities it will very likely also enhance its legitimacy. Formalised written agreements on who does what, when, where and how, even simply stated, will improve coordination and serve as an advocacy tool when services are below standard. Camp Management Agencies should have copies of agency agreements and work plans for all partners operating in the camp. Drawing up a simple inter-agency agreement or Memorandum of Understanding can also assist in formalising the sharing of resources and stipulating entitlement to services provided by programmes within the camp.

### REPORTING TO AND COORDINATING WITH CLUSTER/ SECTOR LEAD AGENCY

A Camp Management Agency needs to coordinate very closely with the Cluster/Sector Lead Agency. In general, as stated in Chapter 1, the CCCM Cluster/Sector Lead seeks to ensure humanitarian space necessary for the effective delivery of protection and assistance to the displaced populations. This role further entails:

- coordinating between camps and with partners at a regional/national level
- applying international humanitarian standards in camp management
- monitoring and reporting on the impact of all the displacement in the region
- advocating for resource mobilisation to the Humanitarian Coordinator and participate in national humanitarian funding appeals
- training and building capacity of national and regional actors including the Camp Management Agency
- coordinating the development of the overarching regional/ national camp strategy and contingency planning.

**VERTICAL AND HORIZONTAL ACCOUNTABILITY**

During humanitarian emergencies and following recovery there may be a lack of accountability. This stems from lack of communication or lack of information at various levels such as between the humanitarian community and donors, between clusters, between national and provincial level actors or between service providers and displaced or host communities.

A two way relationship is important vertically between the humanitarian community at the strategic level (i.e. donors, inter-cluster forum and the national authorities) and between the Camp Management Agency, displaced and host communities, service providers, field level clusters and relevant authorities at operational level. Key horizontal relationships between the camp stakeholders at this level are important to ensure that the flow of information and feedback is bi-directional.

The Camp Management Agency has a crucial role ensuring that information from the strategic level can shed light on what assistance is available (when, where and in what quantity) and what are the long term plans at the camp level. It can also advocate that feedback from the operational level should address information gaps, the legitimate concerns of affected populations while ensuring the accountability of aid providers and empowering camp populations.

### WORKING WITH INTEGRATED MISSIONS

Increasingly, United Nations (UN) peacekeeping and peace-building missions are deployed to areas of on-going conflicts and to post-conflict settings. In an integrated mission a Special Representative of the Secretary-General has responsibility for all the elements of the mission – political, military and humanitarian. Mandates for integrated missions can range from immediate stabilisation, protection of civilians and support for humanitarian assistance, to assisting in the development of new political structures and disarming, demobilising and reintegrating former combatants. The integrated mission approach seeks to bring together the individual components of the UN system so as to cohesively achieve political stabilisation and promote recovery.

### WHAT IS UN-CMCOORD?

"United Nations Humanitarian Civil-Military Coordination (UN-CMCoord) facilitates dialogue and interaction between civilian and military actors, essential to protect and promote humanitarian principles, avoid competition, minimise inconsistency and, when appropriate, pursue common goals.

UN-CMCoord is a framework that enhances a broad understanding of humanitarian action and guides political and military actors on how best to support that action."

www.unocha.org/what-we-do/coordination-tools/UN-CMCoord/overview.

### WHAT IS UN-CIMIC?

"Civil-Military Coordination (CIMIC) provides the interface between the military component of a peace operation and the political, humanitarian, developmental, human rights and rule-of-law dimensions of the same operation, as well as others in the larger peace-building system. It is a crucial function of any complex peace operation because it is central to the mission achieving a system-wide impact on the conflict it is attempting to transform."

UN Civil-Military-Cooperation, Peace Operations Training Institute, 2012.

While the integrated mission approach is a constructive attempt to address shortcomings in UN interventions, it may pose ethical and/or operational challenges for a Camp Management Agency or other humanitarian agencies. When the mission includes military forces from the UN or international bodies – such as the North Atlantic Treaty Organization (NATO) or the African Union – the array of objectives pursued by integrated missions can lead to confusion and, at times, contradiction between the actions of agencies.

Arrangements between the military and humanitarian elements of an integrated mission may mean that the impartiality of humanitarian assistance is sometimes viewed as tainted because of the support given to one particular ethnic group or political fraction. The issue is then one of ensuring humanitarian space that allows non-military, apolitical actors to reach and assist displaced populations.

Integrated missions can offer some advantages for Camp Management Agencies. UN missions usually have considerable monetary and logistical resources that can be mobilised to address specific needs within camps. Access to these, however, often requires many administrative formalities.

### VOICE FROM THE FIELD - INTEGRATED MISSION SUPPORT IN POST-CONFLICT LIBERIA

In July 2003, after the former president's departure from Liberia the UN became comprehensively engaged. Two agencies initiated a programme to phase out the camps in the capital, Monrovia, in which an estimated 310,000 IDPs were living. The 2004–2005 Camp Phase Down strategy was closely linked to an organised and spontaneous return process. Return policy and operations were organised by a joint planning team for IDP return which was initially led by a third agency managing the return process. The United Nations Integrated Mission provided political support for the camp phase-out and return process, but offered little in terms of material or operational support.

Given the scale of displacement and the numbers of IDPs requiring return assistance, the return process was significantly under-funded. Despite having the logistical capacity to provide trucks, and despite repeated requests, the integrated mission did not provide vehicles. This forced the agencies supporting return to make other inadequate arrangements. Despite the availability of vast resources, there was a lack of political will to deploy resources for humanitarian operations.

By contrast, however, the integrated mission greatly assisted camp management and camp phase-out efforts. The mission used its network of radio stations and print media outlets to assist with an information campaign on camp closure and return plans. This assistance proved invaluable. Without the integrated mission approach agencies working on return and registration and their partners would not have been able to inform IDPs.

### A COLLECTIVE CENTRE MANAGEMENT MODEL

| | Actor | Tasks | Pros | Cons |
|---|---|---|---|---|
| ENHANCED SCOPE | Mobile Collective Centre Management Team | Collective Centre Manager forms mobile teams that cover a number of collective centres in a specified area and perform all relevant tasks through regular visits (one per week, minimum) | Small number of Collective Centre Managers<br><br>Can use experienced Collective Centre Managers | Expensive<br><br>Lacks sustainability |
| DECENTRALISATION | Local government structures | Depending on the specific national context, decentralised or centralised government structures may assume the role of Collective Centre Manager | Key duty bearer in charge<br><br>Local knowledge<br><br>Sustainability | Risk of lack of capacity and commitment |
| | Displaced population associations | Especially in medium- and long-term displacement situations, displaced population associations or collective centre residents themselves may form a unit that assumes the role of Collective Centre Manager | Strong ownership<br><br>Commitment<br><br>Sustainability | Risk of lack of capacity<br><br>Outreach maybe limited |
| | Local NGO or community based organisation | In areas with a concentration of collective centers, a local NGO or community-based organisation may assume the role of Collective Centre Manager | Local knowledge<br><br>Inexpensive | Risk of lack of capacity<br><br>Risk of lack of sustainability<br><br>Numerous actors |
| | Self-organisation | Collective centre residents form a unit which is able to perform key tasks of Collective Center Manager | Strong ownership<br><br>Sustainability | Risk of lack of capacity<br><br>Numerous actors |

Source: Collective Centre Guidelines, UNHCR/IOM 2011

## SETTING UP GOVERNANCE AND COMMUNITY PARTICIPATION MECHANISMS

### PARTICIPATION OF CAMP POPULATIONS

Experience has shown that creating a well-functioning camp environment depends on the participation of the camp population. A commitment to participation, a belief in its value and a resourceful and positive approach are important for Camp Management Agency staff. Participation and mobilisation can take many forms. Some ways of engaging the camp population include:

- holding leadership elections to elect camp leaders and representatives
- ensuring the representation and involvement of groups with specific needs and those at heightened risk
- having formal meetings and dialogue with both traditional and/or religious and elected leaders
- establishing informal contacts within the camp
- developing camp committees whose members are representative of the camp population, with a specific technical or cross-cutting sector focus: these may include a WASH committee or those representing older people and women
- engaging members of the camp population as volunteers in specific tasks/projects which use and/or develop their skills
- ensuring that feedback procedures and referral and complaints mechanisms are in place
- encouraging initiatives that empower camp populations to make changes within their environment
- ensuring the organisation of forums where camp populations receive information and are listened to
- offering employment to camp residents, such as cash-for-work initiatives
- encouraging community participation through such groups as neighbourhood watch schemes, care groups for persons with specific needs and recreation groups.

For more information on participation of the camp population, see Chapter 3, Community Participation.
For more information on working with persons with specific needs, see Chapter 11, Protection of Persons with Specific Needs.

### COMMUNITY LEADERS AND REPRESENTATIVES

In some cases, it may require a special effort by the Camp Management Agency to find a balance between respecting traditional or self-organised leadership structure, and ensuring equitable representation of all groups within the camp.

Firstly, it is important to recognise how leaders have been identified:

- Did the population maintain their traditional leadership structures?
- Is the population now self-organising?
- How is it promoting certain people as leaders?
- Are those with apparent power simply presenting themselves to the communities and camp agencies as leaders?
- Is the leadership militarised?

Secondly, the Camp Management Agency has to determine the extent to which the leadership structure is representative and working in the interests of the whole camp population.

This requires speaking with different members of the community as much as possible and trying to get a holistic picture of intentions, capacities and gaps.

Unless there is no structure at all or deep dissatisfaction with the leadership by the community, it is generally advisable to assist the community to self-organise or work with whatever structures are in place. Gaps with regards to representation and equitability in the system should be addressed through complementary mechanisms, not by ignoring or bypassing the existing one. For example, if the Camp Management Agency finds women's representation to be lacking it may be able to encourage a male and female leader for each constituency or area. However, care must be taken that this would not be just a hollow exercise in which the women still have no real voice. A more effective method may be to support a network of women's groups which then have a single voice at the highest levels. Minority groups should also be assured equal representation.

In working with the community to design and set up camp governance structures, the Camp Management Agency needs to be aware of how leaders are selected; and not advocate for artificial or culturally inappropriate procedures. Equally, community leaders and representatives need to be given clear functions and written, agreed terms of reference. Humanitarian workers should respect and act on any fears the community may have of corruption and clientelism. They should ensure transparency and openness in all processes to avoid suspicions and temptations to abuse positions. Codes of conduct for leaders and group members should be agreed. Transparent terms of reference, confidential complaints mechanisms, removal procedures and mechanisms to ensure rotations of membership, are all issues to be considered in order to establish effective governance and participation.

### BY-LAWS

Under stable camp conditions, establishing guidelines governing the use of public facilities can be one method to discourage the misuse of common camp facilities and prevent possible tensions. Such guidelines should be the result of genuine cooperation between all stakeholders, especially involving the camp population.

### VOICE FROM THE FIELD - CAMP COMMITTEES AND POLITICS IN IRAQ

In the initial phase of our camp management intervention, we noted there were several active political factions in the camp. Therefore, community mobilisation has at times been met with suspicion and concern that empowering communities through committee formations could lead to political leverage by different political parties operating in the camp. This is something that the government, for security reasons, hoped to avoid. In response, we entered into vigorous dialogue with both the government and community to ensure the intentions of community mobilisation were clarified. This was a long process, during which we concentrated our community mobilisation activities on working with what we call Community Protection Committees (CPCs). Their work was a critical part of having communities identify and address their own needs. They provided capacity for the refugee community to more effectively advocate for improvements in the protective nature of the camp. The engagement of the refugee community in a meaningful way was a fundamental aspect of our protection strategy.

## ENSURING THE CARE AND MAINTENANCE OF INFRASTRUCTURE

### MAINTENANCE OF CAMP INFRASTRUCTURE

Ensuring the maintenance of camp infrastructure such as roads and distribution sites is typically the responsibility of the Camp Management Agency. The Camp Management Agency may undertake the work themselves, or coordinate it with other service providers, depending on factors including budgets and capacity. Where there are temporary emergency facilities on site, for example while families are constructing their houses, the upkeep of latrines and bathing facilities can fall to a Camp Management Agency. Community systems for garbage and waste treatment and removal can be shared with the WASH Cluster Lead Agency, while in urban settings the local authorities may be responsible.

Creative ideas for maintaining camp facilities, such as latrines located at clinic, schools and market places, can be initiated by special camp committees.

**VOICE FROM THE FIELD - COLLABORATING WITH A LOCAL COUNCIL**

In post-tsunami Sri Lanka, there was a project to work with local authorities to upgrade latrines in transitional sites. It was a challenge to ensure latrines were regularly emptied, a task for which the municipal council had limited capacity. The solution was a joint venture whereby the Camp Management Agency funded a private gully sucker – a vehicle equipped with a pump – to promptly clear a backlog while simultaneously advocating for government support. With the most urgent needs attended to through a private contractor, the local council was able to gradually take over and make longer-term and more sustainable arrangements.

### ENVIRONMENTAL PROTECTION

Environmental concerns are a feature of every camp and need to be taken into account from the moment a site is being selected to after it has been responsibly closed. Early preparation, sound planning and good coordination between all stakeholders, from the affected communities to national authorities, should start at the very beginning of camp operations. Soil erosion and the loss of natural vegetation cover are some of the most common and visible environmental impacts. Others, such as ground water pollution and soil contamination, might be less visible but are equally important. The nature and scale of these concerns will vary according to the physical location and nature of the operation.

Environment protection issues within and around the camp should be coordinated with the Cluster/Sector Lead Agency, national authorities and the host community.

**CLOSE COLLABORATION WITH CAMP POPULATION**

An environmental management plan made together with camp population/committees (or, where available, village-based environmental groups), can identify priority areas to be addressed.

For more information on the environment, see Chapter 6, Environment.

## MANAGING INFORMATION

### REGISTRATION

In most contexts the management of information is closely linked to the registration of a camp population. Registration allows a Camp Management Agency to obtain baseline information on the characteristics of a population. This can inform the quality and effectiveness of protection and assistance programmes. Depending on the context, what is registered may include name, age, gender, family size, vulnerability, place of origin, ethnicity, language skills and education.

Registration, when followed up by sensible use of data, tailored programmes responses and implementation can:

- reduce vulnerability and risks of exploitation
- ensure all camp residents' access to basic rights and services while lessening risks of duplication
- identify which groups and individuals in the camp population are in need of special assistance or protection
- enable humanitarian agencies to monitor the movement of the displaced population, both those leaving the camp and new arrivals.

Registering people, including women, unaccompanied and separated children can reduce vulnerability, increase access to assistance and diminish incidents of exploitation. While registration in IDP camps will often be done by the Camp Management Agency, in refugee camps it falls to UNHCR.

For specific guidance on setting up registration systems, see Chapter 9, Registration and Profiling.

**ONE SINGLE REGISTRATION SYSTEM**

In order to avoid multiple registrations a single registration system should be established and agreed by all actors. Sector-specific lists and figures kept by service providers should be harmonised into a central camp database.

### OTHER INFORMATION

In addition to information collected through registration, information is also collected through the different agencies' programme specific assessments. These may include multi-sectoral assessments by multiple partners such as the Displacement Tracking Matrix (DTM) of the International Organization for Migration (IOM) and UNHCR's Age, Gender, Diversity Mainstreaming (AGDM) approach. Also important are programme specific surveys and general observations by staff working in camps.

All information should be shared with stakeholders in the weekly/biweekly coordination meetings and in sector specific meetings, when timely and relevant, to ensure that agreements and decisions are based on recent and up-to-date information from the camp.

### IDENTIFICATION OF PERSONS WITH SPECIFIC NEEDS

Displaced populations rarely constitute homogeneous groups. Variations in gender, ethnic origin, physical ability, political affiliations, religion and age can all affect vulnerability and coping strategies during displacement. Properly identifying the needs and impact of the disadvantages faced by groups with specific needs and those at heightened risk, is a major challenge for a Camp Management Agency in order to prevent their situation from deteriorating even further.

**HIGHER RISKS FOR PERSONS WITH SPECIFIC NEEDS**

Women and children are at higher risk of sexual violence and exploitation and often face more difficulties than others when traditional ways of living and support systems are disrupted. People living with HIV/AIDS may be stigmatised, leading to even greater disadvantages in a camp setting.

The list of individuals or groups with specific needs and those at heightened risks are context specific, but common categories are:

- unaccompanied and separated children
- orphans
- children formerly associated with armed forces or groups
- children heads of household
- out-of-school and unemployed youth
- youth formerly associated with armed forces or groups
- women heads of households, including widows
- women without male support
- women formerly associated with armed forces or groups
- women survivors of gender-based violence (GBV)
- older persons without family or community support
- grandparent-headed households
- sick persons without family or community support
- persons with physical disabilities
- persons with mental disabilities
- persons living with, or at risk of HIV/AIDS
- survivors of torture
- ethnic and national minorities
- religious minorities
- linguistic minorities
- nomadic/pastoralist groups
- lesbian, gay, bisexual, transgender and intersex individuals
- disenfranchised youth/men
- male survivors of sexual violence.

For information on persons with specific needs, see Chapter 11, Protection of Persons with Specific Needs.

## CONFIDENTIALITY

The confidentiality of the camp population's private information must be respected. Routines for systematically backing up and protecting the sensitive data obtained must be in place prior to gathering information. Data security is of particular importance in conflict situations when rival ethnic groups or authorities may have a vested interest in obtaining lists of who has been received into a camp. The sensitive nature of the camp population's data extends to information on human rights violations, which may be also detectable from registration information. Information on GBV survivors, or on children, who have been separated from their parents or carers should also be treated with great sensitivity.

For information on registration and information management, see Chapter 9, Registration and Profiling and Chapter 5, Information Management.

## PROTECTION MONITORING AND REPORTING CRITICAL INCIDENTS

The task of managing information can also be associated with tracking protection-related incidents. This is an extremely sensitive task that must always be accompanied by extensive staff training from a specialised protection agency. Protection information can be used to improve either the humanitarian or security situation. The impact and effectiveness of protection monitoring in camps is dependent, to a large degree, on the availability of response capacities within the local society and administration or among the humanitarian community. Responding to protection incidents falls to the mandated protection agencies. In refugee settings this responsibility is always led by the UN Refugee Agency.

When a Camp Management Agency undertakes protection monitoring work there must be both clarity and capacity to ensure that the task is undertaken responsibly. This involves clear understanding of:

- the agency's mandate
- the role of the government in protection monitoring
- the specific situation, the actors involved and their protection related agendas and capacities
- the sensitivity of the information and the harm that can potentially be done
- what data/information is specifically required and why
- the need to train staff
- the accountability to the camp population in terms of response capacity: what feedback can they expect?
- the mechanism that refer cases identified during the protection monitoring to specialised actors
- the reporting and information that will be shared with relevant stakeholders
- the possible consequences of collecting data on the abuse of human rights and other protection issues
- the possible consequences of not collecting data on these issues.

This will enable a Camp Management Agency to carry out protection monitoring work, knowing why it is being done, what response capacity is in place, what the camp population can expect and should be informed about, and what security and confidentiality procedures must be followed to ensure compliance with Do No Harm principle.

## DO NO HARM

The Camp Management Agency and other actors working in the camp should carefully consider whether any assistance programme or advocacy activity can put the camp and host populations or others at risk of security threats, deprivation of basic services and/or compromise their dignity and integrity. The protection, dignity and integrity of displaced persons should be at the centre of all assistance programmes.

### CONSEQUENCES OF HUMANITARIAN INTERVENTIONS

The Do No Harm principle requires humanitarian agencies to reflect upon the consequences, both intended and unintended, of their interventions. It seeks to identify the ways in which international humanitarian and/or development assistance given in conflict and disaster settings may, rather than worsening conflict and divisions, help those involved to disengage from fighting and develop systems for settling the issues which underpin conflict. The project urges humanitarian workers to address the complexities of providing assistance in conflict situations – to achieve clarity and minimise the risk of harm for the societies where assistance is provided. The Do No Harm principle can assist the Camp Management Agency and the other stakeholders working in the camp to understand the complex relationship between conflict, the camp and the humanitarian assistance being offered.

### BUILDING TRUST

Obtaining accurate information on what are often personal and highly sensitive, or culturally taboo, protection issues can be very challenging. Not least it involves the establishment of trust between Camp Management Agency staff and the population. For example, when interviewing women, the use of well-trained female staff and small, confidential and consistent focus groups, might be required to build trust over time and to yield accurate information.

For more information on focus groups, see Chapter 3, Community Participation.

### VOICE FROM THE FIELD - CAMP MONITORING IN A SUDANESE IDP CAMP

Camp management staff collecting information had been trained, were well-known to residents and were regularly seen moving about the camp. The topics about which they gathered information changed, often as a result of seasonal changes. In the rainy season they collected information on cholera and flooding of shelters when it was important to quickly contact relevant agencies to fix a broken water pump, register new arrivals or distribute sand to an area that was flooded. They helped to defuse seemingly small local issues which could have rapidly escalated and had camp-wide security and well-being implications.

For more information on protection, see Chapter 8, Protection.

## DISSEMINATING INFORMATION

Access to information is a basic human right. Everyone needs and wants to feel they are informed about the situations surrounding their lives, be they security issues, the whereabouts of family or friends, current debates and opinions, prospects for the future or opportunities for making choices or decisions. In situations where a crisis has interrupted the lives of the displaced population, an information vacuum often develops. Unfortunately, in the absence of information it is common to find rumours or deliberate spread of misinformation.

### INFORMATION CAN SAVE LIFE

"People need information as much as water, food, medicine or shelter. Information can save lives, livelihoods and resources. Information bestows power". Secretary General of the International Federation of Red Cross and Red Crescent Societies (IFRC), World Disaster Report, 2005.

### INFORMATION IS POWER

"In practical terms information is power – and the more information is shared with refugees about issues of concern to them, the more involved, engaged and empowered they will be. Accurate up-to-date information will assist them to make informed choices and decisions. Sharing information with the refugee community demonstrates trust, openness and respect for them and their ability to make sound decisions on the basis of the information presented. " UNHCR, Operational Protection in Camps and Settlements, Specific Protection Issues.

To ensure that information is received and understood by women, men, girls and boys a variety of strategies need to be used. It is important to:

- field test information before it is widely circulated in order to understand how to present key messages
- realise that use of certain words and body language, can have different impacts on different target groups
- utilise a variety of techniques to share key information both formal and informal: holding meetings – which may include house-to-house visits for populations that are not mobile; radio or newspaper announcements; information boards; formal addresses from key persons in the community; employing educated and respected members such as heads of religious communities or teachers as community mobilisers or to hold discussion groups
- follow up to ensure messages have been understood and acted upon. This often overlooked step provides an important option not only to clarify that messages have been understood but also to receive important information around issues under discussion.

For more information on information management, see Chapter 5, Information Management.

The following table gives a good overview of the communication strategies used to disseminate information:

| Activity | Strengths | Challenges |
|---|---|---|
| **Notice (Bulletin) Boards** | • details of announcements can be listed and referred to<br>• information is standard and uniform for all camp residents | • not everyone who needs to know the information may pass by the notice board or be able to read |
| **Story Boards** | • good with non-literate populations<br>• suggestive way of recalling information | |
| **Community Meetings** | • simple way to announce and extend question and answer time to all | • not all members of the camp may be able, welcomed or feel comfortable to come |
| **House Visits** | • able to reach house bound persons | • time consuming for staff<br>• may open up questions that the staff may not be able to answer |
| **Theatre** | • creative, widely enjoyed<br>• can be easily remembered | • dramatic presentations may lead to misinformation with no opportunity to correct or clarify |
| **Key Leaders** | • likely to be respected | • may have their own political agenda in sharing the information |
| **Adapting Traditional Stories** | • could be familiar and well loved | • original conclusion of story may be remembered, rather than the new message |
| **Songs** | • easy to remember and entertaining | • may not be suitable for all subjects (content)<br>• may be too short a method for a long message |
| **Camp Parade/ Rally** | • great at raising awareness of people who may not be immediately interested in town meetings or religious events<br>• celebratory in nature | • no opportunity for questions and answers |
| **Radio Public Service Announcements** | • large outreach capacity<br>• accessible by male and female target population | • cost<br>• need to set up feedback mechanism |
| **Mobile SMS** | • reaches a large group of people<br>• inexpensive | • requires mobile network<br>• only the wealthy may have a phone<br>• literacy rates may not allow for this<br>• phones may be uncharged<br>• need to have a phone number for target audience |

## PARTICIPATING IN STRATEGIC PLANNING WITH CAMP COORDINATION AND CAMP ADMINISTRATION

Though the focus is on managing a camp a Camp Management Agency and their staff are required to develop an understanding of the broader context of displacement beyond the boundaries and the lifetime of the entity they are in charge of. Together with the Cluster/Sector Lead Agency as well as the Camp Administration/national authorities, the Camp Management Agency should contribute to:

- contingency planning, including camp evacuation plans, in case of a further worsening of the general crisis
- national/regional camp response strategies
- exit strategies and camp closure planning should be considered as early in the process as possible
- enabling the camp population to find a durable solution after displacement since camps can provide shelter and safety for a limited time and should only be used as a last resort.

# CHECKLIST FOR A CAMP MANAGEMENT AGENCY

### RECRUITING, TRAINING AND SUPERVISING STAFF

- ✔ Staff on the team at camp level have a balance of skills and capacities, whether in protection, assistance, technical sectors, administration, IT, conflict management, information management and/or community mobilisation.
- ✔ Women are adequately represented on the team, ideally reflecting the ratio of men and women in the camp as well as persons with specific needs.
- ✔ Each member of camp management staff has clear terms of reference, job descriptions, roles and responsibilities.
- ✔ There are clear procedures for the monitoring and appraisal of staff performance.
- ✔ There is a plan and budget in place for on-going training and staff development.
- ✔ Awareness and specialised training on protection is provided to staff.
- ✔ Awareness and specialised training on PSEA is provided to staff.
- ✔ All staff clearly understand the mandate of the Camp Management Agency.
- ✔ All staff have been trained in and signed the code of conduct, in an appropriate language.
- ✔ Staff have been trained in integrating the needs of people with specific needs into programming.
- ✔ Standards, policies and guidelines are part of the training that staff members receive.

### COORDINATING AND MONITORING ASSISTANCE AND SERVICE PROVISION

- ✔ A comprehensive assessment of the protection and assistance needs of the camp population has been carried out.
- ✔ Coordination and monitoring procedures are agreed upon and well-communicated to all key stakeholders.
- ✔ Ongoing monitoring at the camp level is in line with, and feeding into, a total camp response strategy.
- ✔ The Camp Management Agency has the trust and legitimacy required to coordinate effectively at camp level.
- ✔ Weekly (or bi-weekly) coordination meetings are taking place in the camp.
- ✔ Sector specific meetings are taking place in the camp regularly.
- ✔ Ongoing community-based assessment and monitoring systems are in place.
- ✔ Participatory strategies involving camp residents, including women, children and members of groups with specific needs, are being monitored.
- ✔ Available national services are being mobilised and coordinated to benefit the camp population.
- ✔ Service providers are coordinating and collaborating to achieve shared goals for the benefit of the camp population.
- ✔ A protection focus is integrated into the monitoring of sector-specific interventions.
- ✔ The protection and care of groups and individuals with specific needs and those at heightened risk is being monitored.
- ✔ Protection monitoring is being carried out with due regard for staff training, confidentiality and response capacity.
- ✔ The cultural, religious and social appropriateness of specific sector programmes is being monitored
- ✔ Reporting and feedback system exists for all interventions being monitored.
- ✔ The views and concerns of a range of stakeholders, including the camp residents, are captured by reports.
- ✔ There are mechanisms to ensure that lessons learned in coordination and monitoring inform future planning.
- ✔ The Camp Management Agency is providing coordination and monitoring to ensure provision of assistance and protection programmes in the camp.
- ✔ Adequate and appropriate standards, indicators, policies and operational guidelines have been established and disseminated to shape camp level interventions.
- ✔ The aims and capacities of the Camp Management in a camp are clear and transparent and in line with the overall camp response strategy.
- ✔ The Camp Management Agency coordinates effectively with the Cluster/Sector Lead Agency in ensuring agreed-upon standards are respected.
- ✔ Standards are monitored and reported on regularly.

### SETTING UP GOVERNANCE AND COMMUNITY PARTICIPATION MECHANISMS

- ✔ Local leaders are regularly involved and consulted.
- ✔ Leadership is representative and seen as legitimate by the camp population.
- ✔ There are agreed codes of conduct in place for camp leaders.
- ✔ Participatory strategies and forums are used to implement camp activities and deliver services.
- ✔ Children, women and members of other marginalised groups are provided appropriate opportunities to talk about their concerns, ideas and questions.
- ✔ Groups with specific needs are involved in the life of the camp.
- ✔ Information about the services and programmes within the camp is well-mapped and disseminated.
- ✔ Community coordination forums, mechanisms and information channels are effective.
- ✔ Sector specific and cross-cutting camp committees are established.
- ✔ Camp committees have clear and agreed terms of reference.
- ✔ The camp community is represented in decision-making processes.
- ✔ There are procedures for ensuring that feedback from the camp population informs changes and programme planning.

### ENSURING THE MAINTENANCE OF CAMP INFRASTRUCTURE

- ✔ The infrastructure in the camp meets agreed standards and indicators.
- ✔ Existing standards enable the displaced population to enjoy their basic human right to life with dignity.
- ✔ Sector-specific service providers have the capacity to repair and maintain camp infrastructure.
- ✔ National authorities have the capacity to take responsibility for the upkeep of camp infrastructure as appropriate.
- ✔ The Camp Management Agency has the capacity to fill gaps in the maintenance of camp infrastructure as needed.
- ✔ The general living conditions and social organisation of the displaced population allow for the protection and care of persons with specific needs.
- ✔ The status of the camp infrastructure is being reported to the Cluster/Sector Lead Agency and in coordination meetings.

### MANAGING INFORMATION

- ✔ There are complaints and feedback mechanisms in place in the camp.
- ✔ Reporting and referral of violations and abuses systems are in place.
- ✔ The camp population, including women and children and people with disabilities, know where to report a case of humanitarian misconduct or abuse.
- ✔ Qualified staff are hired for data management and reporting.
- ✔ The Camp Management Agency is working closely with the Cluster/Sector Lead Agency on the management of information.
- ✔ The national authorities are involved in effective management of information.
- ✔ There are agreements with service providers about who is gathering what information and why, at camp level (to avoid duplication and camp community data fatigue).
- ✔ The camp population is registered. A continuous registration system is established.
- ✔ Detailed demographic information is being regularly updated.
- ✔ Data is stored in a secure location and being used confidentially.
- ✔ A baseline database has been established on camp welfare issues for future comparisons.
- ✔ Camp management staff are trained in the collection of data. Data is being collected for a reason.
- ✔ Data is being analysed and disseminated for the benefit of all service providers.
- ✔ Information is cross-checked for accuracy and regularly updated.
- ✔ There is response capacity in place for the data that is collected.

### DISSEMINATING INFORMATION

- ✔ Information on the applicable code(s) of conduct has been made available to the camp population.
- ✔ The Camp Management Agency's mandate and project plan have been made available to the camp residents.
- ✔ The camp population knows the roles and responsibilities of the Camp Management Agency.
- ✔ The Camp Management Agency and the camp population have a relationship built on trust and mutual respect.
- ✔ The local language(s) is used when interacting with camp residents.
- ✔ When translators/interpreters are used, the message to be communicated is double-checked for accuracy.
- ✔ A variety of information dissemination and sharing mechanisms are being employed.
- ✔ The needs of the non-literate are being catered for.
- ✔ Complex messages are being handled sensitively and with clarity.
- ✔ The camp population knows what information channels are available, both to give and receive information.
- ✔ Camp committees and other representative groups are used as vehicles for the dissemination of information.
- ✔ Camp leaders act to facilitate effective communication between the camp population and the Camp Management Agency.
- ✔ The needs of groups with specific needs are acknowledged in the design and use of communication mechanisms.
- ✔ There are agreed and effective ways for dealing with disagreements and disputes between the camp population and the Camp Management Agency.
- ✔ There is a communication focal point on the camp management staff.
- ✔ Communication between the camp population and the Camp Management Agency is a safe, accessible and two-way process.

### PARTICIPATION IN STRATEGIC PLANNING WITH CAMP COORDINATION AND CAMP ADMINISTRATION

- ✔ A contingency planning for the camp and the CCCM Cluster/Sector is in place.
- ✔ Exit strategy and camp closure planning are in place.
- ✔ In close collaboration with the displaced community, the Cluster/Sector Leads and the national authorities, perspectives for durable solutions are discussed and planned for.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hard-copy or from the website: www.cmtoolkit.org.

- All In Diary, 2011. All-In-Diary. A Practical Tool for Fieldbased Humanitarian Workers
- Camp Coordination and Camp Managment (CCCM) Practical Guide. Camp Management Team (Agency). Draft/Generic Terms of Reference at Camp Level
- CCCM Cluster. Terms of Reference
- Camp Monitoring Form, 2007. (sample from Darfur, Sudan)
- Catholic Agency for Overseas Development (CAFOD) Accountability Briefing, 2010. Information Sharing With Communities
- People In Aid, 2003. Code of Good Practice
- People In Aid, 2004. Information Note, Developing Managerial Competencies
- People In Aid, 2007. Behaviours which Lead to Effective Performance in Humanitarian Response (in the management and support of aid personnel)
- People in Aid, 2007. Information Note, Basic elements in a Human Resource System
- People In Aid/CIC. How To Better Manage Your Stress Levels
- Save the Children. Leaflet for Staff: Code of Conduct
- UN Refugee Agency (UNHCR), 2009. Guidelines on Setting Up a Community Based Complaints Mechanism Regarding Sexual Exploitation and Abuse by UN and non-Un Personnel

## REFERENCES


- Active Learning Network for Accountability and Performance (ALNAP), 2003. Participation by Crisis-Affected Population in Humanitarian Action. A Handbook for Practitioners
- CCCM Framework, 2006. IDP Camp Coordination and Camp Management - A Framework for UNHCR Offices
- Collaborative Learning Projects, Do No Harm Project, 2004. The “Do No Harm” Framework for Analyzing the Impact of Assistance on Conflict: A handbook
- Global CCCM Cluster, UNHCR/IOM, 2010. Collective Centre Guidelines
- Humanitarian Accountability Project (HAP), 2008. To Complain Or Not To Complain: Still The Question
- HAP, 2010. Change Starts with Us, Talk to Us!
- HAP, 2010. The 2010 HAP Standard in Accountability and Quality Management
- International Federation of Red Cross and Red Crescent Societies, 1992. Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief
- International, Federation of Red Cross and Red Crescent Societies (IFRC), 2005. World Disaster Report, 2005.
- International Organization for Migration (IOM), 2012. CCCM Cluster Update
- Rebecca Macnair, 1995. Room for Improvement. The Management and Support of Relief and Development Workers
- Oxfam Publishing, 2007. Impact Measurement and Accountability in Emergencies: The Good Enough Guide.
- UN Civil-Military-Cooperation, Peace Operations Training Institute, 2012.
- UNHCR, 2006. Operational Protection in Camps and Settlements, Specific Protection Issues.

PHOTO: NRC

# CHAPTER 3
# COMMUNITY PARTICIPATION

## CORE MANAGEMENT TASKS

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Participation is the first Sphere core standard, one of the five commitments to accountability made by the Inter-Agency Standing Committee (IASC) and a concept central to many quality initiatives for humanitarian organisations.
- Participation can positively impact the health, psycho-social wellbeing and safety of the camp population and camp staff. At the same time participation improves camp management and raises standards of protection and assistance.
- Participation includes a wide variety of different activities which should be planned and integrated into all stages of a camp's life cycle from design and set-up to closure.
- Special attention should be given to ensuring that all groups are able to participate, including those with specific needs, those who are marginalised or who lack a voice in decision-making processes. While participatory approaches should respect local culture, they should also mitigate, where possible, culturally-embedded power relationships which may be exploitative or oppressive.
- In order to promote participation, the Camp Management Agency should assess the context and existing participatory structures, and find ways to support and further develop and/or adjust them to ensure that participation is as representative and inclusive as possible. There are many ways in which the Camp Management Agency can encourage and develop participation, but the most common way is through representational groups.
- The capacity to participate in decision-making processes increases if community representatives and members acquire the necessary knowledge to contribute to the governance of the camp. This is a fundamental method of reinforcing a sense of dignity, reducing vulnerability and helping build local capacity while reinforcing coping strategies in times of crisis.
- Participation is a long term process which requires an in-depth understanding of the local context, well trained staff and the resources and capacity to develop ad hoc mitigation measures to tackle specific challenges.

## INTRODUCTION

Although there is no agreed and established definition of participation among the humanitarian community, all existing initiatives to assure quality humanitarian assistance, such as the Sphere Project, the Humanitarian Accountability Partnership (HAP) and the Code of Conduct of the Red Cross and Red Crescent Movement, underline the crucial importance of community participation.

As described in Chapter 1, About Camp Management, participation is one of the foundations of camp management. Participation is central to upholding the basic rights of displaced populations to, and improving the effectiveness of, protection and assistance provided in camps. The aim of participation in camp settings is not just to give a voice to different groups among the displaced communities, but to go further and ensure that they are heard and take part in decisions affecting their lives.

**THE SPHERE PROJECTS CORE STANDARD 1: PEOPLE-CENTRED HUMANITARIAN RESPONSE**

"The first core standard recognises that the participation of disaster-affected people – women, men, girls and boys of all ages – and their capacity and strategies to survive with dignity are integral to humanitarian response." Sphere Project 2011. Humanitarian Charter and Minimum Standards in Humanitarian Response.

Participation is also one of the five IASC's commitments on accountability to affected populations (leadership, transparency, feedback and complaints, participation and design, monitoring and evaluation). On-going community participation throughout each phase of a camp's life cycle will facilitate continuous feedback to all relevant stakeholders. This will enable appropriate actors to make adjustments and will ensure that the humanitarian response remains relevant to the population's needs.

For more information on accountability, see Chapter 1, About Camp Management and Chapter 2, Roles and Responsibilities.

**WHAT IS COMMUNITY PARTICIPATION IN CAMP MANAGEMENT?**

The Camp Coordination and Camp Management (CCCM) Cluster defines community participation as a process that requires planning and resources and where individuals and groups from the displaced community identify and express their own views and needs and where collective action is taken to significantly contribute to solutions. When applied to all necessary sectors of activity throughout a camp's life cycle, community participation will reduce dependencies and vulnerabilities.

Participation, as part of strategic planning and design, should be included during assessments, implementation, monitoring and evaluation. Participation may take many forms, from participating in celebrations and cultural events, to participating in decision-making and the running of projects. The level of involvement, responsibility and power varies for each setting. Facilitating a participatory approach is often a long-term and complex process with many challenges. It is important for the Camp Management Agency to carry out an in-depth context analysis, in accordance with relevant stakeholders, to define realistic and achievable participation goals for the specific context.

The aim of this chapter is to provide the Camp Management Agency with the insights to encourage, facilitate and enable camp populations to play an active role in decision-making. Participation is a far-reaching topic and this chapter does not provide an exhaustive list of methodologies. Additional guidance is provided in the Tools and References sections at the end of the chapter.

## WHY IS PARTICIPATION IMPORTANT?

### PARTICIPATION EMPOWERS COMMUNITIES

Populations living in camps because of natural disasters or in times of conflict become more vulnerable to deprivation, violations of their basic human rights, violence and abuse. They find themselves, to a large extent, reliant on others for goods and services that they are normally able to provide for themselves. Participation, especially in camp governance, mitigates these effects by giving people back the opportunities to make choices and restore some sense of normality and dignity. Participation and ownership are essential elements of post-crisis psycho-social recovery. By creating opportunities for people to solve problems, participation will contribute to increasing self-esteem and help overcome trauma. Participation reduces the feeling of dependency, helps to increase self-reliance and may contribute to developing skills for life after displacement.

### PARTICIPATION IMPROVES CAMP MANAGEMENT

Community participation helps to improve the appropriateness of assistance and protection which are the main responsibilities of a Camp Management Agency. It allows for the better identification of priority needs and ensures that local capacities are taken into account. Making use of local knowledge and community skills will contribute to sustainability of services delivered. Dialogue between the camp population, host community and all other stakeholders may help to reduce project costs, increase coverage and promote time-effectiveness. Community participation in camp management increases interest in camp life and results in improved services, security and project outcomes.

**TWO-WAY COMMUNICATION**

Communication activities in a camp are essential for the promotion of meaningful community participation and stakeholder accountability. Camp residents' views regarding life in the camp should be taken into consideration and they should be included in most decision-making processes. Two-way communication implies that a dialogue exists between two parties. Information is transmitted from partners to camp residents and from camp residents to partners. It is from this transparent and constant dialogue concerning daily camp challenges that community participation becomes effective. In addition to direct contacts with the camp population, it is increasingly common to use media and new technologies such as text messaging and websites to promote dialogue within the camp.

# KEY ISSUES

## ROLES AND RESPONSIBILITIES

The Camp Management Agency's main responsibilities in relation to participation are to:

- promote, facilitate and coordinate a participative approach among all stakeholders
- ensure equal access to participate in all camp activities for all groups
- build trust among the camp population, service providers, host community and other stakeholders
- set up leadership and representative governance structures
- promote, coordinate and set up forums for listening, dialogue, information, exchange, feedback and complaints
- involve members of the camp population as volunteers in specific tasks/projects
- promote the employment of camp and host population such as in cash-for-work initiatives related to camp activities
- encourage community participation through such groups as neighbourhood watch schemes, care groups for persons with specific needs and recreation groups, sports and celebrations
- promote and coordinate capacity building activities to prepare people for a life after camp and for durable solutions.

## DEGREES OF PARTICIPATION

The table below sets apart the different extents of participation of a camp's population. Arranged from a high degree of participation of the displaced population, this scale is only an indicative generalisation. Participation may include a variety of activities involving the camp's population in different ways and to various degrees. This table may be useful during planning or monitoring and evaluation as a reference of community participation in Camp Management Agency activities.

| Degree of Participation | Definition |
|---|---|
| **Ownership** | Communities control decision-making and other partners facilitate their ability to utilise resources. There is therefore greater ownership and a stronger sense of belonging and responsibility. |
| **Interactive** | Communities are completely involved in decision-making with other partners. |
| **Functional** | Communities are involved in one or more activities, but they have limited decision-making power and other partners continue to have a part to play. |
| **Consultation** | Communities are asked for their opinions, but they don't decide on what to do and the way to accomplish it. |
| **Information Transfer** | Information is gathered from communities, but they are not taking part in discussions leading to informed decisions. |
| **Passive** | Knowledge is shared with communities, but they have no authority on decisions and actions taken. |

The scale describes to what extent the displaced population are given a voice and power to make decisions. The Camp Management Agency and all stakeholders involved in camp community participation must be willing, able and free to relinquish supreme decision-making power. Contextual factors such as level of security, relations among groups living in the camp, donors' restrictions, time, the camp population's capacity and ability to focus on more than survival, might influence the degree of participation in the camp.

**CONSULT AND ACT ON!**
While there may be considerable frustration if a Camp Management Agency does not consult the community, it can be even worse to consult, but then not to act on, or simply to ignore the recommendations.

## PARTICIPATORY STRUCTURES

There are many ways in which the Camp Management Agency can encourage and develop participation, but the most common way is through representational groups. After assessing the context and existing participatory structures, the Camp Management Agency should strive to find ways to support and further develop and/or adjust these structures to ensure that participation is as representative as possible. Members of the host community may also benefit if included in these structures.

Representative groups may take many forms and should have a significant role to play in planning, programming, monitoring and evaluating service provisions and protection. These groups may cover a number of tasks related to the camp's communication needs and entail channelling daily challenges to the appropriate decision-making power structures. These groups may ultimately play a very important role because many issues may be solved directly through the community without bringing the problem to the camp management level.

The way the different committees and groups interact within the management structure of a camp is context specific and might depend on the camp's size, the duration of displacement, the number of stakeholders present in the camp and the composition of the displaced population. For each type of structure, the Camp Management Agency should advocate, facilitate and assist in the drafting of terms of reference and a code of conduct. The different structures might also need some support in finding necessary materials and a place to meet to fulfill their tasks.

Despite the way structures below are labelled, and as some may serve similar purposes in different camps, it is not expected that each one of them exists in all camps. The most important is that information is expressed, channelled, listened to and reacted upon.

**BUILD RESILIENCE!**
Participatory structures can be built upon if they promote self-management and ownership in a sound way. An added value is the strengthening of resilient communities better prepared for a changing environment and life during and after displacement.

### CAMP LEADERS

In a camp setting the population is rarely homogeneous. Displaced communities may come from different geographical locations and have various languages, religions, ethnic identity, livelihoods or occupation. Given this diversity, effective participation may become challenging to ensure representation of all and to take into account distinct aspects of each group. However, displaced communities will also share commonalities. They may for example speak the same language, belong to a similar ethnic group or lived in the same village.

Camp leaders are similarly diverse. They may derive authority from being self-appointed, from tradition or faith or they may

be charismatic people who came forward when the community was in crisis. Generally, camp leaders are an important asset for a Camp Management Agency and are easily identified simply by asking the camp population. It is important to understand whom the leaders represent and whether they all have the same level of representation and authority, for example, whether they are all leaders of different villages, or claim to represent groups of villages. It is also essential that every individual in the camp be represented at some level, so gaps need to be identified, especially for groups with specific needs. Asking the leaders to draw a common map showing their various supporters or geographical areas can help clarify where there may be overlap or gaps. If they have not already organised themselves according to traditional structures, it is helpful to do this by having geographical block or sector leaders. In very large camps, it may be necessary to encourage several hierarchical tiers such as community, block and sector leaders to ensure that a Camp Management Agency may directly communicate with a manageable number of individuals who are acting as spokespersons for their constituents.

The Camp Management Agency may face situations where several individuals claim authority within the displaced community making it difficult to discern who should be the right interlocutor. The only alternative left is sometimes to start afresh and ask the camp population to nominate or elect their leaders. Traditional community leaders may feel threatened or undermined in situations of new leadership. Holding elections and/or selecting those with positions of power and representation need to be handled with sensitivity, care and respect. It should be done in a way which does not exclude anyone from coming forward and volunteering for active participation. This is part of the Camp Administration's responsibility to represent national authorities and must be supported by the Camp Management Agency if necessary. Often, assistance such as providing staff, stationery or copying facilities is sufficient to enable the holding of an election. The camp population can then choose their own representatives; ideally a man and a woman from each block or district in the camp. Elections that are well organised can make the difference when it comes to peaceful cohabitation, open communication and a protective environment in a camp.

### HAVING REPRESENTATION MAY NOT NECESSARILY ENTAIL PARTICIPATION

Community leadership may be a source of conflict. When leaders are not acknowledged by all groups within the camp or are perceived as non-representative, service providers and the Camp Management Agency may be seen as biased by working with them.

The Camp Management Agency should regularly assess whether the existing governance structures ensure participation and feedback of all displaced persons living in the camp. Individuals may refuse to participate or the structures in place may be an obstacle to their participation. In either case participation may become non-representative and measures to correct or improve participation are required. The Camp Management Agency should find creative ways to communicate with camp residents with due consideration to their opinions in decision-making processes.

The Camp Management Agency should not reinforce traditional roles that restrain opportunities for some individuals or clash with international protection standards. The Camp Management Agency must be careful to not impose simplified ideas of democracy and decision-making process or to redefine displaced communities. Without compromising protection standards, the Camp Management Agency should identify neutral strategies that are culturally acceptable and effective.

### STEPS TO SETTING UP PARTICIPATORY STRUCTURES

In order to promote participation the Camp Management Agency should assess the context and existing participatory structures, find ways to support them and further develop and/or adjust them to ensure that participation is as representative and inclusive as possible. To achieve participation, the following steps may be useful:

1. assess existing participatory structures, and whether governance in place is organised to ensure participation
2. support/build on relevant structures
3. propose and set up missing structures.

**STEP 1: Assess existing participatory structures**
Structures functioning before the crisis, or which are functioning after the crisis, can be built and relied on by the Camp Management Agency. The Camp Management Agency should determine what different social and leadership structures exist in the camp, their status and how they can best be used in developing participation. Since it may influence the life of a camp, this assessment should also include structures existing within the host community.

**STEP 2: Support and build on relevant structures**
After assessing existing power and decision-making structures, the Camp Management Agency should support and build on structures supportive of promotion of participation in camp management. This means structures that ensure equal access to participation for all groups living in the camp and which operate in accordance with humanitarian principles of humanity, neutrality, impartiality and independence.

**STEP 3: Propose and set up missing structures**
After assessing (step 1) and supporting and building on relevant structures (step 2), the Camp Management Agency, in collaboration with relevant stakeholders, may propose the set-up of missing structures (step 3). Such a process should be carried out in agreement and continuous dialogue with the camp population. Setting up missing structures should be recognised by the camp population as useful, relevant and helping to increase the effectiveness of equal service provision for all, including vulnerable groups.

## CAMP COMMITTEES

Camp committees are groups within the camp population that have a specific sector or cross-cutting focus. Camp committees are often points of contact for service providers operating in the camp and should share the resposibility for effective service provision. Examples include committees for health, waste management, water and sanitation, environment, women, children, youth and other committees representing vulnerable groups. Some of these can be difficult to form and sensitivity will be required. Members of certain groups may not wish to come forward, or members of the family or community may not see their participation as necessary or positive. The Camp Management Agency, along with other stakeholders, must ensure that these groups and individuals are appropriately represented and supported.

Many committees in a camp meet on a regular basis. Some may have technical expertise and some may be trained to carry out monitoring tasks for the service providers or the Camp Management Agency as well as representing the camp population at camp coordination meetings. These groups may then meet with other stakeholders, such as on-site national authorities, service providers, the camp manager and a host community representative. Following these meetings, the camp committees may also contribute to disseminating information to the camp population, providing feedback and following up on agreed actions.

### BUILD ON FUTURE GENERATIONS

Youth have energy and enthusiasm, vitality and power to promote social change. With the right support youth can play a central role in contributing to the positive development of the camp community and stabilisation of the camps. Youth should be considered as a resource when developing community outreach programmes, awareness raising initiatives, care and maintenance interventions as mobilisers, peer to peer networks and incentive work.

## COMMUNITY GROUPS

Community groups are usually formed of persons who have a common characteristic, for example women, adolescents or older persons, or focus on some specific aspect of the camp life, for example security, teacher-parent liaison or water point maintenance. Community groups may be less formal than camp committees in terms of monitoring and representation duties. In large camps several community groups may exist and liaise directly with members of the camp population or with the relevant service provider by bringing particular issues to the Camp Management Agency's attention. Community groups may sometimes be widely used and accepted as part of a community's culture. Small group meetings are generally welcomed and seen as a positive strength in a camp environment. This is especially true in camps where social structures are lacking or disrupted, and should therefore be encouraged.

**ADVOCACY ROLE**

An important role of committees, working groups and taskforces is to provide a voice to those who may otherwise not be heard, to bring forward specific messages to the Camp Management Agency and stakeholders. Some committees will be able to advocate for themselves while others will seek third parties to advocate on their behalf. For certain committees, the visibility involved in participation can jeopardise their security or further increase their vulnerability or marginalisation.

### FOCUS GROUPS

Focus groups are discussion groups, mainly used in participatory assessment methods which enable understanding and analysis of a certain topic. These groups are selected on the basis of a common characteristic such as gender, age or socio-economic status. Group discussions are facilitated by a member of the camp staff whose role is to gain insights from members on their experiences of a specific service or issue. The discussion is structured around a few key questions to which there are no right answers. Focus groups are especially effective because women, men, boys and girls of different ages and backgrounds are affected differently by displacement and have different needs and perceptions. Comparing the qualitative information provided by different focus groups can help to provide a balanced and representative assessment of a specific issue.

### WORKING GROUPS - TASK FORCES

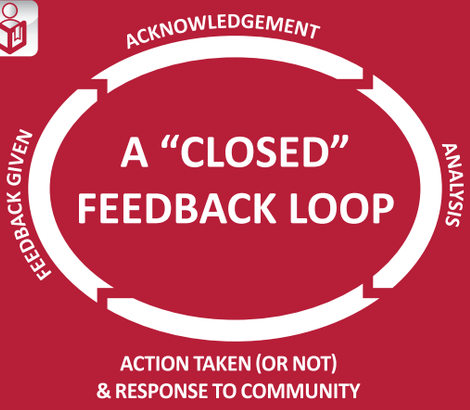
These are groups that are set up for a specific period and with a precise task or objective which is sometimes unexpected or urgent. Members of working groups or task forces will often be selected on the basis of their expertise or knowledge to compile information or to carry out a technical task. For example, due to the unexplained drop-out of teenage girls from school, a working group or task force might be set up to understand the issue and suggest solutions.

**VOICE FROM THE FIELD - CLEANING CAMPS IN SRI LANKA**

Camps were faced with the challenge of how to deal with garbage. Camps were small and routinely littered with rubbish, only a fraction of which was collected by municipal councils. Using the Buddhist concept of shramadana (donation of work), everyone in one camp, residents, together with the Camp Management Agency, got together on a 'clean-up day' with tools provided by the Camp Management Agency. As a follow-up, camp committees were established to monitor and to work with private and local government service providers which are now employed to better manage garbage.

### FEEDBACK MECHANISMS

Mitigating tensions and conflicts also involves ensuring equal access to assistance and services, transparent information dissemination, clarity of procedures and complaint and feedback mechanisms. There should be follow-up by the Camp Management Agency and relevant stakeholders. The effectiveness of a feedback mechanism relies on the response given to the feedback received.




"A feedback mechanism is seen as effective if, at minimum, it supports the collection, acknowledgement, analysis and response to the feedback received, this forming a closed feedback loop. Where the feedback loop is left open, the mechanism is not fully effective."

Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP), 2014. Effective Feedback in Humanitarian Context, Practitioner Guidance.

Whether it happens through camp committees, focus groups, representatives or one-on-one communication with the Camp Management Agency, it is important that the camp population has a channel to communicate feedback regarding assistance in camp. To ensure that this is done in a fair and transparent manner with equal access for all, it may be useful to set up a formal structure known by all. During the routine daily work of a Camp Management Agency, feedback may informally be received and simple issues directly resolved. Other minor issues occurring during distributions, identified during house-to-house visits or issues related to the performance of some service providers, may be brought up to the regular coordination meetings in camps. A more formal approach will request the collection, reception and responses to feedback through a dedicated structure and clear procedures. Both approaches in handling feedback have their pros and cons. The approaches used are context specific and depend on the way feedback is handled. A mixture of both informal and formal mechanisms is often used. Ideally, the feedback mechanisms should be designed with modalities and tools commonly used, preferred and understood by the actors of any specific context. The literacy rate of the camp population, the safe access to all

including vulnerable groups, the confidentiality of communication support and the available resources to role out the process are elements to consider when putting in place an appropriate feedback mechanism.

**VOICE FROM THE FIELD – A COMPLAINT DESK DURING FOOD DISTRIBUTIONS IN ZWEDRU, LIBERIA 2013**

The Camp Management Agency received many angry complaints in the aftermath of food distributions, when it often was too late to solve the problem. As a solution a complaint desk was set up where the camp population could immediately address problems around ration cards, portions and family size. This was welcomed by the camp population, and tensions decreased significantly as problems could be solved much faster than previously.

Some examples of communication tools used for informal feedback are visits, community meetings, assessment and monitoring tools, household questionnaires and post-distribution forms. Examples of communication tools used for formal feedback may be complaint committees, grievance committees, suggestion boxes, radio with call-in service, letters addressed to the Camp Management Agency, hot lines and SMS messaging or visits to the Camp Management Agency during working or predefined hours.

**GRIEVANCE COMMITTEES**

Grievance committees can be established in order to deal with minor disputes and violations of camp rules. Members of grievance committees should be generally respected by the camp population and elected. They may impose fines or order community work. Areas in which grievance committees can be involved must be clearly defined and the Camp Management Agency should monitor their work closely.

Feedback mechanisms may also be used to address fraud, misappropriation or abuse. It is important to develop specific procedures ensuring anonymity and confidentiality when doing so. Follow-up and referral procedures of sensitive issues such as sexual exploitation and abuse should be the responsibility of the relevant sector agency.

For more information on sexual exploitation and abuse, see Chapter 2, Roles and Responsibilities.

Through formal and informal channels different types of feedback may be brought to the Camp Management Agency's attention. It is important to distinguish between feedback related to day-to day activities, usually related to the existing assistance modalities (for example targeted criteria, preferred assistance options, schedule for distribution) and the ones related to a broader level of the humanitarian response. For the former the Camp Management Agency will work closely with the other stakeholders to address the issues. Advocacy and consultation with the Cluster/Sector Lead and the national authorities will be required in the second case.

The Camp Management Agency should coordinate and harmonise the different formal and informal feedback mechanisms avoiding duplications and promoting their establishment when none exists. Above all, the Camp Management Agency should advocate for an informed decision-making process for all feedback mechanisms and ensure that it becomes a continuous learning process for all stakeholders.

## CAPACITY BUILDING

The capacity to participate in decision-making processes increases if community representatives and members acquire the necessary knowledge and experience of technical sectors and camp management. Building capacity can be done through awareness programmes, training and coaching which addresses different topics relevant to the empowerment of the camp population. These capacity building activities can be carried out by service providers or the Camp Management Agency according to needs, resources and agreements in place between the different stakeholders. The Camp Management Agency needs to coordinate these different activities and to advocate filling gaps. The Camp Management Agency should place particular emphasis on building the capacity of existing participatory structures by ensuring that individuals engaged in them all acquire the necessary skills to play a crucial role in the management of the camp.

### AWARENESS PROGRAMMES

Awareness programmes are usually organised on issues related to the social and physical wellbeing of the camp community. It is common to launch health, safety and protection programmes for the camp population and to alert them of their rights and responsibilities. The Camp Management Agency may propose, for example, awareness campaigns to sensitise the camp population on the importance of community-based initiatives, the role of participatory structures, and the function of terms of reference and of codes of conduct for members of committees.

### TRAINING

Training is usually carried out for specific skills in order to sharpen existing talents within the camp. The Camp Management Agency may propose a training targeting leaders, committees' or groups' members to address camp governance issues such us roles and responsibilities in camp management, leadership, anti-corruption, coordination, communication techniques, participatory methodologies, international standards and camp maintenance. Service providers may initiate technical training related to specific sectors which are deemed crucial. This may range from accounting to sanitation maintenance. The Camp Management Agency should liaise with other service providers or agencies to make additional training available where needed and/or appropriate.

**VOICE FROM THE FIELD - REMUNERATED VERSUS UNREMUNERATED TRAINING IN IDP CAMPS, PUNTLAND, SOMALIA 2013**

IDPs insisted on being paid to attend the agency's training, claiming that they would otherwise have had to stay away from their normal jobs and miss income for the training period.

There was no history of providing training in these camps, and the agency had no budget to pay the trainees. In any case, the agency thought that paying for IDPs to attend the training would indicate tacit acceptance of the fact that community members have little genuine interest in learning anything. The lack of funding was explained to the community leaders and the question was posed: "When you send your children to school, do you ask the school to pay you, or do you, as a parent, pay the school for teaching your children?".

That was the end of the discussion. Much training was delivered to IDPs in several camps of the region, with no remuneration.

## COACHING

Coaching can be an effective way of following up on training, to provide ongoing support and guidance for individuals or groups within the camp or host communities who are developing new skills or carrying out specific activities within the camp. Coaching will be conducted by the Camp Management Agency or the service providers according to the agreed responsibilities regarding capacity building. The Camp Management Agency can use coaching to support camp committees' and groups' members to find community-based solutions to identified problems. As well as for all other aspects of participation, the Camp Management Agency should promote and advocate for continuous follow-up of all capacity building activities conducted in the camp.

**VOICE FROM THE FIELD - CAMP MANAGEMENT COACHING, DADAAB, KENYA 2013**

Coaching was introduced when several community representatives wanted to be further engaged after completing the standard camp management training designed to provide participants with the knowledge and the tools necessary to manage certain camp activities for themselves. The camp management coaching was provided to follow-up camp management training in order to bolster the technical knowledge, skills and attitudes the camp community members acquired through the training sessions.

Several coaching groups were formed addressing different aspects of camp management such as roles and responsibilities, distribution of various items, gender-based violence (GBV) and site planning. The coaching groups had weekly or bi-weekly sessions facilitated by camp management trainers. During the coaching sessions and with the facilitator's support, the participants discussed gaps related to specific sectors and formulated community-based solutions. The camp management trainers continued to assist during the implementation of the community-based initiatives.

This activity was a long-term approach lasting three years with the aim of cultivating community initiatives and establishing new social patterns of conduct. The target groups became proactive and competent practitioners of camp management. Their expertise had a positive impact on standards of living in the camp.

Aims and examples of capacity building programmes are presented in the following table.

### CAPACITY BUILDING PROGRAMMES

| Programme | Aim and Examples | Target group |
|---|---|---|
| **Awareness** | **Aim:** to improve knowledge and raise alertness in relation to issues affecting camp population<br><br>**Examples:** awareness campaigns regarding camp regulations, importance of participation, use of Code of Conduct and terms of reference for participatory structures | Camp population, host population, national authorities |
| **Training** | **Aim:** to build or improve competencies in camp management and related topics<br><br>**Examples:** training sessions on camp management, peaceful cohabitation, anti-corruption, leadership, communication, participatory techniques | Camp population, host population, national authorities |
| **Coaching** | **Aim:** to enable community members and representatives to identify and analyse problems and develop community-based solutions<br><br>**Example:** coaching sessions on camp management issues such as community protection monitoring, safety and security, registration, book-keeping, service provision, warehouse management and filing system. | Camp management staff, camp committees, services providers, national authorities |

## OTHER CONSIDERATIONS

### COPING MECHANISMS

Coping mechanisms are adaptive strategies or responses that are used by members of the displaced communities to deal with changes and stress and to solve problems. The Camp Management Agency must assess, in close collaboration with specialised actors, the camp population's own coping mechanisms and support these if they are sound and constructive. This assessment could be done through focus groups, informal talks, surveys and key informant interviews.

### CONFLICT MANAGEMENT

Camp Management Agencies must be prepared to manage tensions, disagreements and conflicts and to empower their staff to deal with them effectively, as part of their participation strategy. This may include providing training for staff and camp populations in effective communication skills, including non-violent communication. It can also entail being trained in conflict mediation and management; using and enforcing codes of conduct; following up complaints and the use of procedures to remove or replace members in groups. It will also involve security procedures that can be implemented to keep people safe if a situation gets out of hand.

#### TRADITIONAL CONFLICT RESOLUTION STRATEGY

In many communities there are traditional conflict resolution strategies and mechanisms. Elders may sometimes intervene to resolve certain conflicts within a community. When defining which issues such conflict resolution mechanisms can deal with, it is important to note whether these are respected by all and to what extent they also represent for example women, and the most vulnerable. It is also important to understand to what extent the values of various groups correspond or agree with local legislation, human rights and international laws.

Traditional conflict resolution mechanisms are often useful for:

- solving internal conflicts peacefully
- creating peace-building initiatives
- representing groups and communities
- clarifying codes of conduct, camp rules and sanctions for infractions.

### INVOLVING WOMEN

Understanding the protection needs of women and involving them in planning, design and decision-making can prevent many protection-related problems. Whilst it is sometimes complicated and challenging, involving women is not always as difficult as it is said to be. Even in male dominated societies where women are not in the public arena they are often key decision-makers within the household. Humanitarian actors can support women's participation by focusing on issues around household concerns and the influence of the domestic arena. Strategies to effectively involve women can make use of their specific social position and existing cultural roles rather than trying to involve them in ways which go against tradition.

**CHOICES OF STRATEGIES**
Camp Management Agencies need to be cautious, however, that strategies chosen do not result in female repression being condoned, supported or reinforced. They must be aware that displacement, violence and conflict may sharpen the differences and the tensions and inequalities between genders.

Constraints on women's participation may in part be due to the many time-consuming household tasks that are culturally seen as a woman's responsibility. Displaced women often have backbreaking responsibilities in caring for family members and lack the time needed for other activities. Any type of participation initiative, therefore, must be thoroughly planned to take into account the daily realities of people's lives, their aspirations and others expectations. Goals, objectives, potential constraints, additional support and follow up should all be given due attention. Examples of additional support are child-care schemes and, as appropriate and feasible, encouraging the sharing of domestic chores.

## EMPLOYMENT

The Camp Management Agency and the service providers usually need workforces to accomplish certain tasks in the camp. Although employment, paid or unpaid, is not an example of direct participation, it can have an influence in defining programmes and decision-making. Stakeholders implementing technical programmes will seek teachers, engineers, health workers or construction workers, for example, while humanitarian actors will require support staff such as administrators, translators, accountants, logisticians and warehouse employees. The Camp Management Agency should seek and identify individuals with the professional skills that are needed. Information about education levels and professions of the camp residents is often gathered during registration.

Deciding on which type of jobs should be remunerated can be a source of great friction. When it comes to participation in camp committees, such as teacher-parent associations or child welfare associations, working on a voluntary basis may seem more acceptable. However, opinions on paid and unpaid work are highly context-specific. The Camp Management Agency needs to carefully consider a common strategy among all stakeholders in the camp. There are a wide range of jobs where workers may either earn a salary, receive compensation or be mobilised on a voluntary basis. Several factors should be considered before deciding to offer paid jobs. It may be justified to pay someone who is working full time, meaning this person will not have sufficient time to earn money elsewhere to support family members. Work which serves a wider interest such as cleaning latrines in a marketplace, may justifiably be remunerated while someone cleaning latrines in dwelling blocks may not. It is important to consider the risks taken by the employee and whether offering paid work will reduce susceptibility to solicit or accept bribes.

In situations where labour is paid, the Camp Management Agency should ensure all service providers harmonise salaries of paid employees and stipends given for volunteer work. There should be agreement on which kinds of employment will be paid/compensated and which will not, early on in the life of the camp.

## BUILDING RELATIONSHIPS WITH HOST POPULATIONS

Competition over resources and neglecting local needs may increase friction between camp residents and local populations. The Camp Management Agency plays an intermediary role between the displaced population and local communities and should be proactive in identifying factors which may give rise to increased tension and work with both communities to find solutions.

Assessing local needs is especially important in situations where local communities are themselves impoverished or affected by the conflict or the disaster. In some cases it may be that the host community has lower standards of living than the camp population. They may feel threatened by the presence of the camp, aggrieved that camp residents compete for access to firewood, land, water and employment. The host population may have concerns about the behaviour of camp residents who leave the camp, especially if they are associated with, or are thought to be linked to, armed groups. Local men may be worried if women and children mix with camp residents, fearing threats to their culture, religion, life-style and/or language.

Addressing such tensions between local and displaced communities touches on many different aspects and requires an inter-agency approach. The Camp Management Agency should establish contacts between the camp population and the host community and ensure that host population representatives are consulted and attend the camp coordination meetings. Possible ways to build relationships include:

- advocating for service providers to assist the host population with community projects
- conducting social events for both host and camp communities
- organising common initiatives to protect the surrounding environment
- organising training on IDPs' and refugees' rights and about camp management
- employing (or advocating for their employment) host community members
- hiring contractors from the host community.

A proportion of employment opportunities should ideally be open to the host community. These initiatives may offer financial support to members of the host community and also help to mitigate tensions that may occur between both communities.

### VOICE FROM THE FIELD – INCLUSION OF HOST COMMUNITY, SOMALI REFUGEE CAMPS, KENYA 2013

Supported by a humanitarian shelter agency, refugees were using soil to fabricate mud-bricks to build their houses. During coordination and ad hoc meetings the host community complained that the land was starting to resemble lunar and craters and threatened to stop a housing project. The role of the agency was crucial: to take the time to understand the real concern of the host community and to appreciate that town residents, not being helped by the agency, had living conditions which were almost as bad. The host community could not see what benefits humanitarian actors brought for then. In the dialogue between the Camp Management Agency, host community and service providers the idea emerged of using local contractors to dig water reservoirs in planned areas outside the camps. From these reservoirs, the soil for the refugee mud-bricks was extracted. Filled with water during the rainy season, the reservoirs provided the host community with water for irrigation and watering cattle during the dry season.

### IMPORTANCE OF INTERPERSONAL SKILLS

Dialogue and exchange between the camp management staff and the camp population are central to any participatory approach. These must be based on respectful communication, transparency and appropriate attitudes, behavior and consideration for customs and beliefs of the camp population. The Camp Management Agency should seek national and international staff members who possess a wide a range of interpersonal skills, including listening, communication, facilitation, conflict management, participatory methods and collaborative problem solving. Staff need to be supported with ongoing supervision, training and coaching.

### PARTICIPATORY LEARNING AND ACTION APPROACH

Participatory Learning and Action (PLA) is an approach for learning about and engaging with communities. PLA originated in East Africa and India and is now applied in many countries and in a variety of circumstances. It includes approaches and methods for enabling communities to do their own assessments, analysis and planning and to take action to solve challenges.
The approach can be used in identifying needs, planning, monitoring or evaluating projects and offer the opportunity to go beyond mere consultation and promote active participation.

It has been used, traditionally, with rural communities, but it can be a useful guidance for the camp management staff to convene meetings and focus groups. The Camp Management Agency may consider training staff working in close contact with the camp population on PLA methodologies.

## CHALLENGES IN PARTICIPATION

Participation is one of the foundations of camp management. Below are the challenges and mitigation measures the Camp Management Agency might face during a camp's life cycle.

### PERCEPTIONS OF PARTICIPATION

The dynamics of a participatory structure are usually determined by culture, beliefs, norms, values and power relationships. Humanitarian actors sometimes make the mistake of assuming that participation is automatically viewed as a good thing by all. While they may want to implement an equitable and inclusive approach, this may not be the norm for many cultures. It is therefore essential that the Camp Management Agency understand the context sufficiently to find a balance between respecting cultural sensitivities and giving a voice to the voiceless. The camp residents and the Camp Management Agency may have unrealistic expectations from participatory initiatives. These expectations need to be clear, shared and agreed upon by the displaced population, the Camp Management Agency and other stakeholders working in the camp. Open dialogue should be implemented from the onset of the camp response. The Camp Management Agency should ensure there is space to continuously discuss participation issues among all stakeholders.

### TIME AND RESOURCES

Personal behaviour, communication style and the skills of the Camp Management Agency staff will significantly impact the extent of the camp population's involvement. The Camp Management Agency should therefore commit to providing long-term and continuous supervision and guidance to its staff as well as all needed time and resources.

### PARTICIPATION IN FIRST EMERGENCY RESPONSE

On one hand working with participatory structures is a long-term process. On the other, involving the population in responding to rapid onset disasters may slow down emergency

and life saving interventions. The Camp Management Agency may sometimes find itself in a position of taking decisions without the entire participation of the camp residents, especially when lives are at stake. A fine balance needs to be struck and the Camp Management Agency will sometimes react urgently and decide with a small group of persons, while always being aware of the need for greater and more inclusive participation.

### REPLICABILITY

Participatory structures are very context specific. One successful participatory approach may not be replicable in another context. The Camp Management Agency must strive to understand the situation's dynamics and the local culture to effectively seek the participation of the camp residents. This requires extensive dialogue and close collaboration with the camp population, host community and national authorities at the onset of an emergency.

### TRANSPARENCY

Transparent communication with the camp population is a pillar for effective community participation. Consulting and engaging the camp population may sometimes put camp management staff and camp residents at risk. Sharing information may lead to diversion of assistance for non-humanitarian purposes.

The security of staff and camp population remains paramount and the Camp Management Agency must take security issues into account during their initial assessments and define a common strategy around humanitarian interventions with all stakeholders. If security risks are identified, a common strategy around humanitarian intervention must be developed with all stakeholders.

### MISUSE OF PARTICIPATION

Misuse of funds and assets, the diversion of assistance, and manipulation of information, are real risks in any humanitarian endeavour. Staff recruited from the displaced community may be under daily pressure from their peers. In particular, staff involved in registration and distribution may face many challenges and find it hard to resist bribes or coercion from relatives, friends or community leaders. Leaders or community representatives may use the participatory structures established in camps for personal gain or to obtain advantages for their family or ethnic group. There are no quick-fix solutions to address or mitigate these risks. However, working transparently, rotating staff and establishing clear terms of references, codes of conduct and job descriptions for both staff and community members, can help. Agencies should recruit from all groups, including the host population, and closely monitor the work, implement efficient complaints mechanisms, and acknowledge and reward high standards of integrity.

### CAMP POPULATION MOTIVATION

Long term dependency on assistance, traumas due to displacement and low self-esteem might impact voluntary involvement in camp activities. The Camp Management Agency may implement awareness programmes in collaboration with actors in appropriate participatory structures to highlight the fact that the camp population's participation may have a positive impact and improve living conditions in camps. The modalities of participation should be agreed and coordinated with all stakeholders.

### MULTIPLE APPROACHES TO PARTICIPATION

Stakeholders intervening in a camp might have different participatory approaches and strategies. A mix of differing organisational policies, internal experiences, funding or personalities may confuse and create tensions within the camp population. The Camp Management Agency should initiate a dialogue with all relevant stakeholders to promote a common approach with the camp community and initiate forums for sharing best practices and lessons learnt.

## ✔ CHECKLIST FOR A CAMP MANAGEMENT AGENCY

- ✔ The time and resources needed for developing effective participation as part of camp management is planned and budgeted for.
- ✔ Participation and involvement of the camp population is planned and agreed at each stage of the project cycle; assessment, planning, implementation, monitoring and evaluation, with the different stakeholders working in the camps.
- ✔ Participatory structures, whether current or created prior to the crisis, have been assessed.
- ✔ Representative structures (groups/committees) are built on and supported and missing structures are set up. Leaders have been elected, appointed or chosen.
- ✔ Terms of reference and codes of conduct have been developed by leaders and members of committees and community groups. They should have a consistent meeting schedule, necessary space and supporting materials to implement their tasks.
- ✔ The participatory structures established play a significant role in decision-making processes related to the provision of assistance and protection within the camp.
- ✔ Traditional power inequalities have been identified and work is done to monitor and redress the balance without alienating certain segments of the population.
- ✔ Groups with specific needs, such as women, older people, children, and others similarly vulnerable or marginal, are represented and involved in the participation structures established.
- ✔ The differences and similarities of the groups in the camp are used to inform inclusive and appropriate participation structures.
- ✔ Formal and informal feedback mechanisms are in place and used to channel information from the camp population about the assistance received and inform decision-making processes of various stakeholders.
- ✔ There is a monitoring system in place to check that there is an acceptable level of community participation and involvement by all groups.
- ✔ A capacity building plan, including awareness, training and coaching, is agreed among different stakeholders based on the needs identified. Consequently capacity building activities are taking place on a regular basis.
- ✔ Camp staff are trained and supported in using participation methodologies to facilitate, train and support various participation structures.
- ✔ The Camp Management Agency urges the camp population, host community, national authorities and service providers to value participation and involvement.

- ✔ Service providers in the camp employ participatory methodologies and they are encouraged to train men and women from both local and displaced communities.
- ✔ There are agreements between the Camp Management Agency and service providers about paid/compensated and voluntary employment in the camp.
- ✔ The host community is involved and participating in the life of the camp through attendance at regular meetings, employment, training and recreational social activities.
- ✔ The abuse of participation and power through corruption, nepotism, peer pressure and the pursuit of self-interest is being monitored and managed adequately by the Camp Management Agency.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hard-copy or from the website: www.cmtoolkit.org.

- Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP), 2014. Closing the Loop - Effective Feedback in Humanitarian Contexts, Practitioner Guidance
- Catholic Agency for Overseas Development (CAFOD), 2008. Handling Community Feedback/Complaints
- CAFOD, 2010. Information Sharing with Communities
- Camp Coordination and Camp Management (CCCM), 2011. Proposed Terms of References for a Women's Committee in a IDP Camp/Communal Set-up
- Checklist For Setting Up and Running a Committee, Handout 3, Camp Committee Code of Conduct
- (Adapted from) The Good Enough Guide, 2007. Checklist for Running a Focus Group
- (Adapted from) The Good Enough Guide, 2007. Checklist for Setting Up a Complaint and Response Mechanism
- Hemmati M., Earthscan, 2002. Principles of Stakeholder Participation and Partnership
- Humanitarian Accountability Partnership (HAP), 2010. Camp Committee Assessment - A Tool to Decide How to Work with Camp Committees
- Idealist On Campus, Action Without Borders. Power Mapping: A Tool for Utilizing Networks and Relationships
- International Federation of the Red Cross (IFRC), 1994. The Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief
- United Nations Refugee Agency (UNHCR) and Adventist Development and Relief Agency (ADRA). Camp Election in Kharaz: Rules and Regulations (draft)
- World Health Organization (WHO), Emergency Health Training Programme for Africa, 1999. Coping Mechanisms

## REFERENCES


- Aguaconsult for ECHO, 2012. Review of Existing Practices to Ensure Participation of Disaster-Affected Communities in Humanitarian Aid Operations
- ALNAP, 2003-2004. Global Study On Consultation and Participation of Disaster Affected Population
- ALNAP, 2009. Participation Handbook for Humanitarian Field Workers
- ALNAP, 2014. Humanitarian Feedback Mechanism
- CAFOD, 2010. Complaints Handling Mechanisms
- CDA Collaborative Learning Program, Mary B. Anderson, Dayna Brown and Isabella Jean, 2012. Time to listen: Hearing People on the Receving End of International Aid
- Complex Emergency Responses and Transition Initiatives, 2000. Rapid Assessment Procedures: Addressing the Perceive Needs of Refugees and Internally Displaced Persons through Participatory Learning and Action
- Emergency Capacity Building Project (ECB), 2007. Building Trust in Diverse Teams: The Toolkit for Emergency Response
- Human Accountability Partnership (HAP, 2009. The Right to a Say and the Duty to Respond - The Impact of Complaints and Response Mechanisms on Humanitarian Action
- Inter-Agency Standing Committee (IASC), 2011. Principals' Commitments on Accountability to Affected Populations (CAAP)
- Norwegian Refugee Council (NRC), 2009. Coaching in Camp Management, Capacity Building for Camp Committees
- The Sphere Project, 2011. The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response
- Anne Stevenson and Rebecca Sutton, 2011. There's No Place Like a Refugee Camp? Urban Planning and Participation in the Camp Context
- Sarah Thomas. What is Participatory Learning and Action: An Introduction
- UNHCR, 2006. The UNHCR Tool for Participatory Assessment in Operations
- Imogen Wall and Yves Gérald Chéry, 2010. Let them Speak, Best Practice and Lessons Learned in Communication with Disaster Communities: Haiti 2010
- World Food Programme (WFP), 2001. Participatory Techniques and Tools

PHOTO: NRC

# CHAPTER 4
# COORDINATION

## CORE MANAGEMENT TASKS

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Coordination in camps is the core responsibility for a Camp Management Agency. Through coordination needs and gaps are identified, duplication avoided, participation enhanced, humanitarian standards applied and human rights protected.
- Developing and maintaining a network of effective partnerships with the various stakeholders involved in the camp facilitates coordination and leads to provision of assistance and protection of the camp population.
- Successful coordination by the Camp Management Agency at camp level includes all stakeholders in the humanitarian response. These may include national authorities, service providers, the host community, civil society and, most importantly, the camp population. The Camp Management Agency must take an active part in Camp Coordination and Camp Management (CCCM) Cluster/Sector Lead coordination at inter-camp or regional level. Issues that cannot be solved at camp level must be referred to inter-camp or regional level. At this level, participants may, in addition to stakeholders involved at camp level, also include foreign governments, donors, military and regional/national authorities. In reality, stakeholders involved are always context-specific.
- Successful partnerships, and hence successful coordination, are in part dependent upon attitudes, skills, good leadership, clear and transparent communication and an ability to establish consensus and build trust. They enable a Camp Management Agency to plan and carry out comprehensive actions, establish missing but critical connections, identify new and better ways to solve problems and link complementary skills and resources of diverse persons and organisations.
- Effective coordination is underpinned by reliable, up-to-date cross-sector information, which enables all stakeholders involved to assess the needs of all groups within the camp and to plan interventions to meet them.
- Coordination starts by direct contact with camp population and includes service providers as well as regional and national cluster/sector coordination structures. To make a difference, all stakeholders involved in coordination must believe in its benefits, commit to the process and ensure that representation of needs and concerns of affected people are prioritised at all levels.

## INTRODUCTION

### WHAT IS COORDINATION AND WHY DO WE NEED IT?

Coordination is a process of sharing information and planning together in pursuit of mutual and agreed upon goals. The aim of coordination for a Camp Management Agency is to ensure efficiency and accountability in the provision of assistance and protection to the camp population. Standards of living in the camp must be maintained, as well as full and equal access to basic human rights for the camp population.

Effective coordination can be challenging to achieve on the ground. This is especially true in situations of conflict and disaster, where there is, by definition, chaos and confusion and where different agendas between stakeholders may undermine cooperation.

Coordination also takes place between camps, at regional and national levels. According to the Inter-Agency Standing Committee (IASC) guidance document Working with National Authorities; coordination in identification of internal displacement situations should be chaired by the national authorities. If there is a capacity, resource or access problem, the Resident Coordinator/Humanitarian Coordinator, the Cluster Lead Agencies and the UN Office for the Coordination of Humanitarian Affairs (OCHA) may be called upon to coordinate aspects of the response to support the national authorities. In refugee contexts, the camp coordinating role falls under the mandate of the UN Refugee Agency (UNHCR).

**GAPS AND DUPLICATION IMPROVED THROUGH COORDINATION**

"The complexity of crises today – especially those related to armed conflicts and other situations of violence – and the volume of humanitarian needs are increasing our operational challenges. The diversity of humanitarian agencies, together with the mobilization of all their existing resources, can be of benefit to affected populations. Coordination and cooperation, strengthening needs-based partnerships in the field, where it most counts for the men, women and children affected by conflict and disaster, will go some way to avoiding gaps and duplication in the aid effort".

Vice-President of the International Committee of the Red Cross (ICRC), addressing the UN General Assembly, November 11, 2008.

Camp Management Agency staff has to keep in mind that success of the coordination process is underpinned by developing and maintaining transparent and effective partnerships with a diversity of stakeholders, including national authorities, the CCCM Cluster/Sector Lead, service providers, the camp population and the host community.

## KEY ISSUES

### ROLES AND RESPONSIBILITIES

As discussed in Chapter 1, About Camp Management, and Chapter 2, Roles and Responsibilities, the Camp Management Agency's aim is to ensure efficiency and accountability in the provision of assistance and protection of the camp population through delivery of services in line with national and international laws and standards. This requires a process of coordinating and facilitating all those involved, in their activities and interventions. Coordination is an ongoing process. It must be dynamic and responsive, reflecting and responding to the often unpredictable shifts in circumstance throughout the life cycle of the camp.

It is invariably complex to achieve a level of agreement and compromise among a diverse group of stakeholders on how to define mutually acceptable common goals which uphold the rights of the displaced population and which are in line with agreed standards and international legal instruments. When faced by challenges the Camp Management Agency must look for innovative solutions, establish clear and diplomatic communication channels and engage all those involved in dialogue to identify priorities and appropriate actions. They need to ensure that all interventions are made in the best interests of the displaced population and the host community, with due regard for the Principles of Partnership, and the protection of people with specific needs. In order to ensure that standards and activities in the camp are in accordance with the broader camp response strategy, a Camp Management Agency will also liaise closely with the CCCM Cluster/Sector Lead who monitors and coordinates between different camps.

The main responsibilities for a Camp Management Agency, in relation to coordination with all stakeholders, can be summarised as:

- acting as focal point for all activities and issues taking place in the camp
- collecting data and managing information on needs of the camp population
- mapping all stakeholders (Who/What/Where) and facilitate a clear and agreed division of tasks
- maintaining open communication and coordination channels with the national authorities (Camp Administration at camp level)
- promoting and working in accordance with the Principles of Partnership
- ensuring strategic planning, implementation and monitoring of protection and assistance, throughout the camp life cycle
- ensuring that gaps and duplications in the delivery of assistance and services are identified and responded to
- ensuring mobilisation and participation of the camp population and host community through implementation of a camp governance system including elections, camp population representation and camp committees
- ensuring that the Age, Gender, Diversity Mainstreaming (AGDM) approach is integrated in all activities in the camp
- setting up and ensuring a centralised complaint and feedback mechanism that promotes accountability
- ensuring standards are respected and camp infrastructure maintained
- ensuring good relations with host populations and their inclusion in work and activities in the camp
- committing to an open dialogue with the CCCM Cluster/Sector Lead in relation to support needs and implementation of its decisions at camp level
- ensuring all actions undertaken with and for the camp population reflect the search for durable solutions.

For more details on the Camp Management Agency's responsibilities, see Chapter 2, Roles and Responsibilities.

Where sufficient capacity to address all the needs and rights of the camp population is present, national authorities and national partners in the national disaster management system may also take the role as Camp Management Agency. The role of humanitarian actors will then be to support the national authorities. In these cases, the humanitarian community and government may jointly identify eventual gaps in coordination and strengthen it. In some cases there are co-leadership arrangements, as a joint effort to combine capacities of national and international actors.

**COLLECTIVE CENTRES AND CAMPS**

Collective centres and camps might be very different when it comes to shelter that is provided, proximity to neighbours, problems faced during displacement, stakeholders and context. Collective centres can be education and religious institutions or public structures. Fields used for refugee and IDP camps might be at the outskirts of a city or village, or in quite remote places.

Nevertheless, there are also many similarities. Both land and property where refugee/IDP camps and collective centres are situated might be privately or publicly owned. Both must relate to owners or users of the place, and both are assisted through a structure that either existed before the displacement or that was set up to respond to it. All stakeholders must operate within this structure. Coordination is as important in a collective centre response as it is in a traditional camp response.

For more information on the roles and responsibilities of the Camp Administration, Camp Coordination and Camp Management, see Chapter 1, About Camp Management.

## COORDINATION WITH PARTNERS

### HOW IS COORDINATION ACHIEVED?

The Camp Management Agency acts as an overall organising body, bringing people together, encouraging team work and contributing to planning, implementation and monitoring of humanitarian services and camp activities. Coordination forums and mechanisms engage stakeholders at different levels both inside and outside the camp. Depending on when in the camp life cycle the Camp Management Agency takes over, it must map already existing structures, build on well-functioning ones and initiate those missing.

Keeping everyone informed and engaged in the coordination process is an important part of the Camp Management Agency's role. If key players fail to commit to agreed systems for coordination, for example by not turning up to meetings and instead choosing to work independently and in isolation, it becomes increasingly difficult for a Camp Management Agency to ensure consistent provision of assistance and protection. For coordination to work, the Camp Management Agency needs to ensure the 'buy-in' of all those involved and to ensure stakeholders are communicating. Such an approach makes coordination meetings decision-making forums instead of purely information sharing sessions.

**QUESTION OF LEADERSHIP**

Effective coordination needs leadership. Taking a leadership role in coordination at camp level includes holding each agency accountable and monitoring to ensure coordination systems in place are functioning properly. The credibility of a Camp Management Agency depends on support from all partners, not least the Cluster/Sector Lead Agency. One of the biggest challenges of coordination is that while many support the idea in principle, in practice they prefer to work autonomously, do not want to be told what to do or to open themselves to criticism.

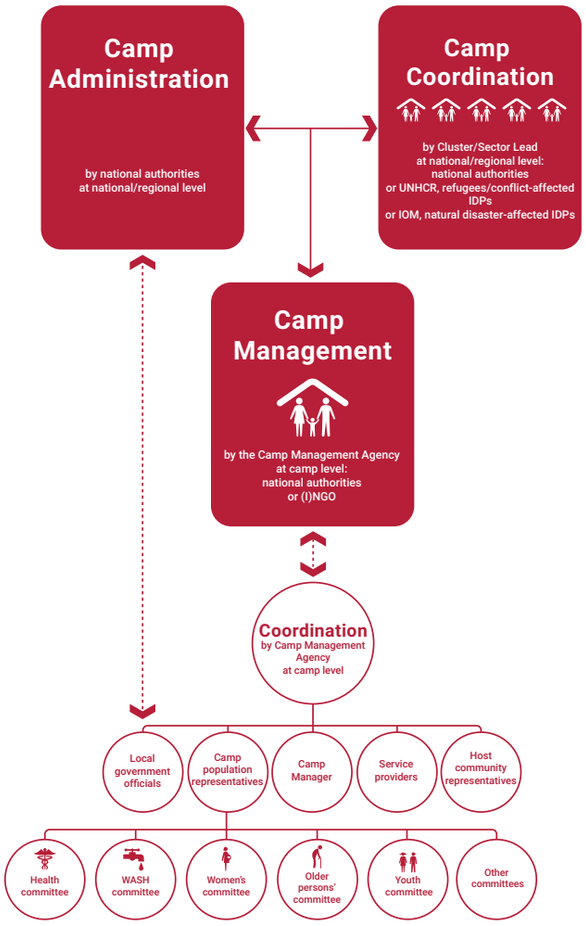
For coordination to work, the leader must therefore be authorised–requested/permitted to lead. This requires gaining and consistently renewing the trust of all those partners who permit themselves to be coordinated and participate according to the process and procedures set out in an agreed coordination agenda.

For leadership to remain legitimate and accountable there must always be space for feedback, for complaint and for change. Effective coordination is, by nature, dynamic and flexible and must meet the needs of those it seeks to coordinate.

The following diagram gives an overview of coordination in relation to camps and an example where the three main functions are activated, in camps and between camps. These three functions are traditionally explained as the Camp Management, the Camp Administration and the Camp Coordination Agency. In principle, the national authorities could fill all the three functions, but UNHCR, the International Organization for Migration (IOM) and national and international agencies never can fill more than two of them (Camp Coordination and Camp Management).

Stakeholders at all levels are always context specific and their roles will vary according to need and circumstances. Most commonly stakeholders are the camp population, host community, service providers and local government officials. Issues and problems that are not solved through the Camp Management Agency's coordination at camp level must be raised with Cluster/Sector Lead at regional/national level for solution. This requires vertical accountability mechanisms to be put in place.

### COORDINATION OVERVIEW




**BUILD UPON EXISTING STRUCTURES!**

Emergency responses should always build upon existing national functional structures rather than creating additional parallel ones. In some countries there is already a national disaster preparedness system in place as well as sectoral working committees chaired by the national authorities. The role of humanitarian agencies is to support and strengthen these when required.

## WHAT COORDINATION NEEDS?

Effective coordination requires multi-sectoral and multi-faceted perspectives, as well as a dual approach in which the importance of both operational and strategic coordination are recognised.

Actors who seek access to camp populations often share the same objectives in regard to addressing human needs and allaying suffering. However, there is wide variance in organisational structure, technical and/or geographic expertise, mission, mandate and political interest. All these factors may hinder or prevent effective coordination in the field.

Humanitarian principles of humanity, neutrality, impartiality and operational independence are necessary for effective coordination and are central to establishing and maintaining access to affected populations. Despite the challenges in adhering to them the advantages are significant. Applying humanitarian principles helps create more effective coordination mechanisms that, ultimately, improve humanitarian service delivery to the camp population.

Sound and harmonious relations between people who solve problems together are important. Building effective working relationships with partners entails a clear and shared understanding of mutual roles, responsibilities and expectations. It is important that these are outlined and agreed as early as possible when establishing the working relationships, providing the foundation and the parameters of the partnerships and mutual accountability. The outcome of coordination based on policy, perspectives, objectives and principles will be limited unless all stakeholders have a proactive and inclusive attitude towards each other and the coordination process. Listening skills, cultural sensitivity, trust and ability to establish consensus are important as is commitment to coordinate and to be coordinated.

### PRINCIPLES OF PARTNERSHIP

In 2007, the Principles of Partnership were adopted by 40 humanitarian organisations in the Global Humanitarian Platform (GHP), including NGOs, UN agencies, IOM, the World Bank and the Red Cross and Red Crescent Movement. This was done in response to the recognised need for more effective partnerships between humanitarian actors. The principles are:

#### EQUALITY

Equality requires mutual respect between members of the partnership irrespective of size and power. The participants must respect each other's mandates, obligations and independence and recognise each other's constraints and commitments. Mutual respect must not preclude organisations from engaging in constructive dissent.

#### TRANSPARENCY

Transparency is achieved through dialogue (on equal footing), with an emphasis on early consultations and early sharing of information. Communications and transparency, including financial transparency, increase the level of trust among organisations.

#### RESULT-ORIENTED APPROACH

Effective humanitarian action must be reality-based and action-oriented. This requires result-oriented coordination based on effective capabilities and concrete operational capacities.

#### RESPONSIBILITY

Humanitarian organisations have an ethical obligation to each other to accomplish their tasks responsibly, with integrity and in a relevant and appropriate way. They must make sure they commit to activities only when they have the means, competencies, skills, and capacity to deliver on their commitments. Decisive and robust prevention of abuses committed by humanitarians must also be a constant effort.

#### COMPLEMENTARITY

The diversity of the humanitarian community is an asset if we build on our comparative advantages and complement each other's contributions. Local capacity is one of the main assets to enhance and on which to build. Whenever possible, humanitarian organisations should strive to make it an integral part in emergency response. Language and cultural barriers must be overcome.

## COORDINATING WITH CAMP POPULATION

Developing effective coordination with members of the camp community is an integral part of ensuring participation and accountability. Community members and group representatives have a vital need not only to be consulted, but to actively participate in the assessment, planning, implementation, monitoring and evaluation of all aspects of camp life.

Involving camp representatives in camp and sector coordination meetings can help to improve data collection, dissemination of information and development of reporting systems. This, in turn, will contribute to better assistance, protection and service provision. The Camp Management Agency should promote a transparent and participatory approach and encourage other service providers to do the same. The camp population can be active subjects in the effective management of their own displacement. A Camp Management Agency should adopt an approach which respects and builds upon their capacities, including members of groups with specific needs and those at heightened risk.

**VOICE FROM THE FIELD - ENGAGING A CAMP POPULATION IN COORDINATION MECHANISM**

Four months after typhoon Haiyan (locally known as Yolanda) struck the Philippines in November 2013, all remaining 16 spontaneous sites, evacuation centres and transitional sites in and around Tacloban had functioning site management committees. Each had an elected president, vice-president and secretary and included representatives from every sub-committee, all of them sites' residents. Most sites had sub-committees for food and non-food items (NFIs), shelter, water, sanitation and hygiene (WASH), education, health, peace and security and information. The site management committees were supported by the Department of Social Welfare Development (DSWD) and site managers, with the CCCM Cluster providing advice.

Participation mechanisms as well as objectives may change considerably as time in displacement increases. Participation objectives for short-term camps focus on data collection, distribution mechanisms and protection. In long-term displacement situations advocacy, governance structures and the development of clear policies regarding durable solutions become more important.

An often very successful way to ensure participation of the camp population is through the formation of committees. These are composed of persons who represent various groups and carry out specific tasks and assignments relevant to issues within the camp. They may also carry out awareness-raising, monitoring and maintenance activities.

The inclusiveness of the procedure used to select those who participate in meetings, sit on committees or serve as representatives is of critical importance. The Camp Management Agency must ensure broad and effective community participation through oversight of the selection of resident representatives.

The key rational for involving camp residents in committees is that their voices, needs and opinions are channelled into a responsive system. Referral and complaints mechanisms must be in place in all camps to deal with and respond to various inputs, empower camp populations and improve life in camps.

For more information on community participation and complaints mechanisms, see Chapter 3, Community Participation.

## COORDINATING WITH NATIONAL AUTHORITIES

In both IDP and refugee contexts, national authorities are central to camp activities and interventions. National authorities have primary responsibility for communities in camps, and it is at their invitation, or with their consent, that the humanitarian community is present. National authorities at camp level are by default filling the tasks of the Camp Administration. These relate to the oversight and supervision of activities in camps.

The Camp Management Agency must, independently of who is filling its role, monitor all stakeholders operating in a camp. It is the responsibility of the Camp Management Agency to appropriately advocate that each partner fulfil their agreed responsibilities and duties.

For more information on roles and responsibilities of the Camp Administration, Camp Coordination and Camp Management, see Chapter 1, About Camp Management.

## COORDINATING WITH CAMP COORDINATION AGENCY

When working in an IDP context where the cluster coordination system has been activated, a Camp Management Agency at camp level is part of an overall camp response strategy led by the Camp Coordination Agency/CCCM Cluster Lead at inter-camp or regional level, in cooperation with the relevant national authorities. Increasingly national authorities are assuming the role of the Camp Coordination Agency. In IDP situations where the cluster coordination system has not been activated, there may be a Sector Lead Agency, playing an inter-camp coordination role, with whom a Camp Management Agency works closely. The camp coordinating role falls under the mandate of UNHCR in refugee contexts.

The quality of the relationship between a Camp Management Agency and a Camp Coordination Agency is central to the overall capacity of the camp response in providing assistance and protection. The two functions have different roles and responsibilities that are mutually dependent upon each other and upon those of the Camp Administration. Tracking gaps and duplication in service provision is undertaken by the Camp Management Agency. Such information will be shared and acted upon in coordination meetings and fed into the information management systems and tools developed and updated by the Camp Coordination Agency; the CCCM Cluster/Sector Lead.

Coordination between the Camp Management Agency and the Camp Coordination Agency ideally begins with joint assessments and planning. In reality however, it may be that one of them is first on the ground and that by the time both are established coordination systems, mechanisms and tools are already partially in place. It is then a question of building on functional existing structures, sharing what is already in place and working together to ensure that the information needs of all stakeholders are met.

For more information on the role of the Camp Coordination Agency, see Chapter 1, About Camp Management.

## COORDINATING WITH SERVICE PROVIDERS

The Camp Management Agency also has to coordinate with a variety of service providers, important stakeholders when it comes to upholding the basic rights of the camp population. Service providers may be national or international NGOs, or business or public actors. All have to be coordinated either by a Camp Management Agency or within an existing structure.

Coordination with the Camp Management Agency should provide added value for service providers. Through coordination by the Camp Management Agency, they need to be able to share and receive information, foster support for their programmes and maximise impact. Both service providers and Camp Management Agency take part in the overall strategy for humanitarian assistance delivered to a camp.

To ensure proper coordination of services and protection in the camp, the Camp Management Agency should expect the following from service providers and vice versa:

- There should be commitment to the coordination process, transparency in all programme activities and acknowledgment of the role of the Camp Management Agency and those of service providers.
- Ideally, there will be written agreements on each other's roles and responsibilities and sharing of programme goals. These should aim to improve coordination, monitor performance and ensure accountability.
- It is important to set out clear and achievable short-term and long-term aims that will motivate everyone involved and make it easier to monitor interventions and reach agreed targets.
- Efforts must be made to establish and maintain positive relations and provide regular updates to each other throughout the camp life cycle.
- Mutual respect and encouragement that facilitates trust, performance and accountability is important.

### IN CONTACT WITH THE CAMP

NGO compounds, where agencies locate their offices all together, often for security reasons, can lead to many staff becoming very isolated from camp life, and camp population having little contact with those who are there to assist them. Also in situations where camps have expanded but offices have not, it is easy for the camp population and the service providers to lose touch, and have limited contact due to distance or inaccessibility.

The Camp Management Agency should encourage service providers to ensure presence of staff and services at camp level wherever possible.

## COORDINATING WITH THE HOST COMMUNITY

Good coordination at both camp level and with the neighbouring community can increase trust between the camp population and their hosts and help to avoid conflicting messages. Involving the host population in development of the camp, providing a forum for listening to issues and acting on grievances can have a positive impact on relationships and on the management of the camp itself.

Hosting a camp population can put considerable social, economic, environmental and cultural pressure on a host population who are themselves often poor and under-resourced. It sometimes happens that the camp population enjoys a higher standard of living or better protection than they do. This is less likely to be the case in collective centres where people generally live in poorer circumstances than the surrounding population. Tensions may develop around the sharing of common resources, making for a fractious relationship between the host and displaced communities.

Relations between camp population and host communities are driven by unique local circumstances and are context-specific. Promoting positive co-existence between the host community and the camp population requires adherence to these principles of coordination:

- establish direct contact with the host community as soon as possible. Representatives of the host community should be invited in forums for coordination on camp issues such as environmental care or larger employment opportunities
- advocate for representation of camp population in mechanisms of local governance, for this is where decisions relating to camps might be made
- assess ways in which the host community could benefit from services delivered in camps, such as health care, safe water provision, education, socio-cultural events and employment.

### COMMITMENT TO THE COORDINATION PROCESS

To ensure proper coordination in camps, all stakeholders should have a clear understanding of the Camp Management Agency's roles and responsibilities, including coordination in camps. Stakeholders at camp level should commit to participate in coordination meetings, to be transparent and to openly communicate on issues of importance for coordination. This should happen with the full knowledge of the Camp Coordination Agency, so that the Camp Management Agency properly can ensure assistance and protection to the camp population.

## MAIN COORDINATION MECHANISMS AND TOOLS

The term 'coordination mechanism' simply means the method the Camp Management Agency employs to coordinate. A coordination mechanism is the way in which coordination results are achieved. The main coordination mechanisms for a Camp Management Agency are joint planning and implementing and monitoring and evaluation of decisions taken during the coordination meetings.

### MECHANISMS

**Joint Planning**

Coordination may also extend to a process of collaboration, consultation and joint planning. Sector needs are jointly assessed between service providers in the camp, and plans are made together for technical activities. If feasible, joint training of agency staff may also be undertaken. Agencies may also decide to share personnel and operational resources as part of their coordination activities.

It is important to clarify both agreements and the process that led to the agreement. Documentation such as minutes of meetings, memorandum of understanding, plans, indicators, guidelines and reports should be written and disseminated in such a way that they are clear, specific, manageable and useful for everyone.

The Camp Management Agency needs to have a holistic overview and to understand how issues are connected and interdependent. For example, coordinating a solution for how food distribution is organised, can have protection implications. Vulnerable groups, such as older persons or those with disabilities, might be protected by receiving their food in a special fast-track row or by having food delivered directly to where they live.

Respecting diversity is essential. A Camp Management Agency's staff should always practice and advocate for respect and understanding of all groups and stakeholders.

**Implementation, Monitoring and Evaluation**

Consistent monitoring of the impact of programmes and assessment of the effectiveness of the coordination mechanisms in filling gaps and providing appropriate and timely assistance, is central to best practice for a Camp Management Agency. Those tasked with addressing the gaps are thereby held accountable. Evaluating sector-specific interventions enables projects to be adapted and lessons learned to be integrated into future project planning. It is important to adopt new approaches and anticipate future needs. It is also important to monitor each agency's delivery of services and its impact on the camp population itself.

### TOOLS

**Meetings**

Having too many meetings can be symptomatic of complex relief operations. Meetings must be well-planned and well-chaired to avoid being regarded by busy humanitarians as a waste of time. When organising effective meetings it is important to ensure that:

- the right participants are present
- relevant information is sent out beforehand
- the agenda is clear, agreed and adhered to
- start and finish times are agreed and kept to
- guidelines for constructive behaviour are in place
- time is used to build trust and relationships within the group
- agreed action points are recorded and followed up
- meeting minutes are circulated within 48 hours and allow for evaluation of meeting effectiveness.

Effective coordination is not about more meetings, but better ones!

It is useful to identify distinct meetings for different topics always considering whether a meeting:

- is necessary at all
- has clear objectives
- includes programme planning
- includes political developments and related security conditions
- involves training needs and staff concerns.

Is the meeting meant to be organised for a larger and more inclusive group, for a smaller group or bilaterally? When chairing a meeting, or supporting someone who is, it may be challenging to stick to the objectives and time set, while facilitating contributions from the participants and allowing sufficient space for the sharing of expertise. Specific clear and achievable goals need to be set which generate involvement, commitment and a spirit of trust.

Accurate, clear and timely minutes of coordination meetings distributed to all those involved which detail action points and deadlines and provide contact details can contribute significantly to effective coordination and accountability. Decisions made must be put into the minutes for future reference.

**Types of Coordination Meetings Most Often at Camp Level**

- regular weekly/bi-weekly meetings, including distributed agendas and minutes
- sector specific committees, for example regular meetings for protection agencies in the camp

- camp committees, representing camp residents in camp governance
- informal chats and exchanges, planned and/or ad hoc general relationship building

**Type of Coordination Meetings Most Often at Cluster/Sector Lead level:**

- cluster/sector (facilitated by the camp coordinator)
- teleconferences (involving more stakeholders)
- task forces (often used to target a specific issue needing urgent, technical/expert attention which provide feedback and recommendations)
- working groups/sub-groups (tasked with researching a specific issue or producing a specific deliverable).

Meetings at camp level and cluster/sector level should be coordinated and interlinked. The outcomes from meetings at camp level should inform the agenda and discussions of meetings at cluster/sector level. Vice versa, strategies and directions agreed upon at cluster/sector level should be discussed during meetings at camp level. This will assume that meeting schedules are coordinated and timely information is available.

**VOICE FROM THE FIELD - COORDINATION IN A SITUATION OF PROTRACTED DISPLACEMENT, KENYA 2012**

In situations of protracted displacement, such as Kenyan refugee camps, there can be a lack of shared vision between stakeholders. Coordination meetings become a routine exercise to simply update each other and there is an absence of joint planning or sharing experiences. Among the main challenges are protracted disputes, political differences, deep-seated personality clashes and conflicts of interest. High turnover of agency personnel, and especially expatriate staff, can undermine the development or strengthening of coordination mechanisms. It is essential for a Camp Management Agency to identify weaknesses and to build on strengths in an inclusive and transparent manner. Being innovative, and prepared to modify coordination mechanisms that need revision, can make a difference.

**Five-Factor Coordination Analysis Tool**

This provides a starting point for planning coordination meetings, analysis of the shortcomings of a specific coordination approach and how to improve it. It uses five criteria: location, membership, decision-making, formality and resources.

- Location
- Membership
- Decision-making
- Formality
- Resources

} COMMITMENT

- LOCATION – where and when will the meeting take place?
- MEMBERSHIP – who is this meeting for?
- DECISION-MAKING - do the organisers of the meeting and the participants have decision-making power?
- FORMALITY – is there an invitation and agenda for the meeting, are minutes taken and distributed?
- RESOURCES – do the organisers have resources for copying of minutes, electricity, IT equipment, coffee and tea for participants?

**Coordination Meeting Action List**

This suggests what to remember when preparing for a meeting.

**Who does What Where?**

The 3W is a simple tool that facilitates registration of stakeholders in camps, a prerequisite in the work of identifying gaps or duplications in service provision.

**SMART: specific, measurable, achievable, realistic and timely**

The SMART tool can be used for developing action points during coordination meetings.

**Meeting Minutes Tracking Form**

The Meeting Minutes Tracking Form facilitates organising of note-taking during during the meeting and can easily be used as minutes for sharing with participants.

For more details on tools in coordination, see the Tools section.

## CHALLENGES IN COORDINATION

The way in which a Camp Management Agency approaches coordination and the outcomes that are achieved will directly impact on the protection and services provided to a camp population. While coordination is a topic frequently discussed in relation to a camp response, its practical and effective implementation can be difficult. Some of the challenges are presented below.

### CHALLENGE: TO ORGANISE COORDINATION MEETINGS

**Solution:** To ensure that the coordination meetings are properly organised from the start, the Camp Management Agency can use:

- the Five-Factor Coordination Analysis Tool (Location, Membership, Decision-making, Formality, Resources and Commitment) as a checklist
- the Coordination Meeting Action List
- the Who Does What Where approach
- SMART criteria – being specific, measurable, achievable, realistic and timely
- the Meeting Minutes Tracking Form.

Coordination works when people can see the benefits of coordinating and the process of coordination itself gains respect. This happens when people begin to rely on effective information sharing and joint planning and invest in building relations because it produces a dividend in terms of the efficiency and/or effectiveness of their programmes. It is then that a Camp Management Agency is seen to be really making a difference.

### CHALLENGE: QUALIFIED COORDINATION CAPACITY

**Solution:** The Camp Management Agency must have enough staff trained and experienced in coordination to avoid the risk that coordination becomes dependent upon one charismatic person. When the Camp Management Agency does not have enough trained staff, and when the national authorities fill their role, the humanitarian community should offer training, tools, equipment, material, facilities and personnel.

### CHALLENGE: COMMITMENT BY ALL STAKEHOLDERS

**Solution:** All stakeholders must commit to the coordination process and make it a priority by participating in meetings and committees, by sharing information and by responding to the Principles of Partnership. In cases where this becomes difficult the Camp Management Agency may seek the support of the authorities, and/or the Camp Coordination Agency who may take action and advocate for better coordination. Complaints procedures and advocacy strategies need to be decided as part of the Camp Management Agency's strategic plan.

Coordination at camp level is also part of a larger global system led by the IASC, which is an inter-agency forum for coordination, policy development and decision-making that brings together key UN and non-UN humanitarian partners.

### CHALLENGE: APPROPRIATE FUNDING

**Solution:** The Camp Management Agency as well as other agencies aiming to expand their activities during an emergency response can apply for money in various funds. The application processes might be led by OCHA, by UNHCR in refugee operations or the Cluster at national and regional level. Responsibilities of the Cluster Lead Agency include to promote better coverage of camp management services; support partners during direct funding applications when required by donors; facilitate coordination with partners for timely submission of funding applications and advocacy with donors to ensure that Camp Management Agencies may more easily access funding.

Following a humanitarian crisis, there are three types of pooled funds that can be applied for through OCHA: the Common Humanitarian Funds (CHFs), the Central Emergency Response Fund (CERF), and Emergency Response Funds (ERFs). The funds provide assistance for basic needs like food, water, shelter, life-saving nutrition and medical care.

## ✔ CHECKLIST FOR A CAMP MANAGEMENT AGENCY

- ✔ There is effective leadership by the Camp Management Agency, and it is respected and legitimate, to enable coordination of stakeholders in the camp response.
- ✔ The roles and responsibilities of the Camp Management Agency in relation to coordination are clear for all stakeholders in the camp and well publicised.
- ✔ The emergency camp-response builds on national administrative structures, where this is functional, and the humanitarian actors are supporting by building capacity when needed.
- ✔ National authorities, represented by the Camp Administration, play a central role in coordination and are included in all relevant forums.
- ✔ Whichever agency fills the roles as Camp Management Agency or Camp Coordination Agency, all main roles and responsibilities are responded to in complementarity between the agencies.
- ✔ All stakeholders in relation to the camp are identified.
- ✔ All stakeholders know where the coordination takes place, when and for whom.
- ✔ There are common, agreed coordination tools including: Meetings, Coordination Meeting Action List, 3W (Who does What Where), SMART and Meeting Minutes Tracking Form.
- ✔ At any time the Camp Management Agency can provide and use relevant and updated information derived from recent assessments, findings and implementations related to the camp population's needs, service delivery and general life in the camp.
- ✔ There is an inclusive and transparent attitude to partnership.
- ✔ The Camp Management Agency works to promote and maintain respect for diversity.
- ✔ There is good participation from all stakeholders. The camp population is represented, including members of groups with specific needs and those at heightened risk.
- ✔ Language needs are catered for in forums with both internationals and nationals.
- ✔ It is clear who is doing what and where in the camp: roles, responsibilities and expectations are agreed and clearly understood.
- ✔ Service delivery assessments are formulated and are updated on agreed timelines and make use of agreed indicators for all sectors.
- ✔ Procedures for feedback and complaint mechanisms are widely publicised and explained to all camp residents and stakeholders.
- ✔ Ancillary coordination mechanisms, in addition to regular coordination meetings, are well-planned, varied and fit for purpose.
- ✔ Camp committees, for example for women, youths, older persons, those with disabilities, WASH, and food distribution, are established.
- ✔ Committee representatives are participating in coordination forums wherever possible.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

- Emergency Capacity Building Project, 2006. Checklist 'How accountable are you? Checking Public Information', The Good Enough Guide
- Global Humanitarian Platform, 2007. Principals of Partnership
- Government of Dominican Republic, 2012. Organization of the National System of Prevention, Mitigation and Response to Natural Disasters in Dominican Republic
- Norwegian Refugee Council (NRC) Liberia, 2012. Meeting Minutes Tracking Form
- NRC Liberia, 2013. 3W (Who does What Where)
- S.M.A.R.T. Goals Handout, 2007.
- Training Tool. The Five Factor Coordination Analysis
- UN Refugee Agency (UNHCR), 2003. Coordination Meeting Action List

## REFERENCES


- All In Diary, 2009. A practical Tool for Field Based Humanitarian Workers
- American Library Association. Making the Meeting: Resources for Conducting effective Meetings
- Oliver Bakewell, 2003. Community Services in Refugee Aid Programs: The Challenges of Expectations, Principles and Practices
- Nan Buzard, 2000. Information-sharing and Coordination among NGOs Working in the Refugee Camps of Ngara and Kibondo, Tanzania, 1994-1998
- Pierro Calvi-Parisetti and Donato Kinnigler-Passigli, ILO, 2002. Coordination in Crisis Response and Reconstruction
- Paul Currion and Kerren Hedlun, ICVA. Strength in Numbers: A Review of NGO Coordination in the Field
- Development Initiatives, Global Humanitarian Assistance, 2011. Central Emergency Response Fund (CERF)
- Emergency Capacity Building Project/Building Trust Working Group, 2007. Building Trust in Diverse Teams: The Toolkit for Emergency Response.
- Global Humanitarian Platform, 2007. Principles of Partnership
- Vanessa Humphries, 2013. Improving Humanitarian Coordination: Common Challenges and Lessons Learned from the Cluster Approach
- Inter-Agency Standing Committee (IASC), 2002. Growing the Sheltering Tree: Protecting Rights through Humanitarian Action
- IASC, 2007. Cross Cluster Coordination. Key Things to Know
- IASC, 2011. Working with National Authorities.
- IASC, 2013. Reference Module for Cluster Coordination at the Country Level
- International Organization for Migration (IOM) and UNHCR, 2012. Collective Centre Guidelines
- Office for the Coordination of Human Affairs (OCHA), ODI, 2001. Humanitarian Coordination: Lessons Learnt from Recent Experiences
- People in Aid, 2003. Code of Good Practice in the Management and Support of Aid Personal
- UN Refugee Agency (UNHCR), 2003. Coordination, Emergency Preparedness Competencies
- UNHCR, 2004. Age Gender Diversity Mainstreaming (AGDM) strategy.
- UNHCR, 2006. IDP Camp Coordination and Camp Management, A Framework for UNHCR Offices
- UNHCR, 2007. Handbook for Emergencies (third edition)
- United Nations Disaster Assessment and Coordination, 2006. Handbook
- Carsten Voelz. Humanitarian Coordination in Indonesia. An NGO Viewpoint. Forced Migration Review
- Jenty Wood, 2004. Improving NGO Coordination: Lessons from the Bam Earthquake

PHOTO: IOM

# CHAPTER 5
# INFORMATION MANAGEMENT

## CORE MANAGEMENT TASKS

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Information management evolves and continuously adapts to changing environments. The Camp Management Agency should always seek new initiatives with updated ways to manage information.
- Information management should always reflect feedback on needs of the displaced population and gaps in the response.
- Data availability and what is needed by the Camp Management Agency is context-specific and may differ depending on whether it is a conflict or disaster-induced situation.
- The purpose of all data collection is to provide information on needs, gaps and duplication of services in a coordinated manner.
- Accurate, reliable and up-to-date information is the foundation on which a coordinated and effective camp response, in accordance with international technical standards, especially those of Sphere and the UN Refugee Agency (UNHCR), is based. Best practice ensures good planning of information management systems based on real decision-making needs and the sharing and dissemination of information so that all actors are working with the same base-line data from the camp.
- A Camp Management Agency has a continuous responsibility to collect, analyse and disseminate information. This information is the basis for effective coordination within the camp, and also externally as a part of inter-camp coordination and monitoring by the Cluster/Sector Lead Agency, the UN Office for the Coordination of Humanitarian Affairs (OCHA) and national authorities.
- Information management entails collecting data on the camp population and on the provision of assistance and services within the camp. It includes collecting disaggregated demographic information and monitoring the use of standards and indicators across sectors.
- Information management also comprises systematising information and its accessibility to all people in the camp.
- Information at camp level should be collected, analysed and disseminated in line with an information management strategy at the national level. Shared systems and tools mean that information is relevant and accessible to a diversity of actors. Properly collected and managed, data contributes to ensuring higher and more consistent standards in assistance and protection within and between camps. It can also contribute to early recovery and development planning.
- Involving and being accountable to camp residents, by following inclusive, participatory and accountable procedures, is central to best practice in information management at camp level. This includes making sure that sensitive data and information is managed with the utmost care and is based on principles of confidentiality, privacy and security and at all times ensures the protection of the displaced population.

## INTRODUCTION

A Camp Management Agency's role is to facilitate an information channel, to provide the necessary link between the camp residents and what is happening inside the camp and the various stakeholders outside the camp. These other actors may be the host community, service providers, protection agencies, national authorities or inter-camp coordination bodies, such as the Cluster/Sector Lead Agency or OCHA. The Camp Management Agency should have a command and an overview of information relating to and relevant to all concerned. It should use coordination forums to disseminate information transparently and responsibly, while being mindful of the need to ensure confidentially and security of information at all times.

The monitoring of assistance and protection programmes, and of the standards of living in the camp, allows the Camp Management Agency to identify gaps in provision, avoid duplication of activities and advocate for appropriate adapted or additional support. Sharing of relevant and accurate information about life in the camp is an essential component of coordinating with other partners in the camp to ensure that standards are maintained and the rights of the displaced upheld.

**INFORMATION MANAGEMENT AND COORDINATION**

Meetings or joint planning sessions, where information is shared and decisions are made based on it, are the interface between information management and effective coordination, two of the core responsibilities of a Camp Management Agency.

Information management also entails providing timely and relevant information to the camp population, as well as to other stakeholders, about issues which impact their lives. Access to information is a vital need and the Camp Management Agency is accountable to the camp population to facilitate transparent and effective two-way communication, including feedback and follow-up systems. Information management involves giving camp residents information about the processes, activities and decisions made by others which impact

their standard of living, rights and provision of services and assistance. Part of this accountability involves explaining to the camp population what information is being collected, for what purpose it is being used and what they can realistically expect as a result.

Best practice in information management further involves creating forums and mechanisms where the camp population is involved in and which allows them to contribute to information exchange. The Camp Management Agency must ensure that through participatory assessment methods, such as focus groups, interviews, meetings and complaints procedures, the views of the camp population are taken into account and their needs, expectations, feedback or questions considered.

**WHY INFORMATION MANAGEMENT IS IMPORTANT**

Strong information management, implemented in support of coordination processes, will ensure that relevant actors are working with the same or complementary relevant, accurate and timely information and baseline data. Information management is a tool for advocacy and has an impact on programmes. Properly collected and managed data during emergencies can benefit early recovery and subsequent development and disaster preparedness activities.

For more information on coordination, see Chapter 4, Coordination.

## KEY ISSUES

### DATA PROTECTION CONSIDERATIONS FOR INFORMATION MANAGEMENT

Gathering information on individuals is necessary to better target protection and assistance responses. However, irresponsible processing of information about individuals can put them at serious risk as well as invade their privacy. Finding the right balance between collecting and sharing information for the benefit of refugees and internally displaced persons (IDPs) in camps while protecting individuals against misuse of information requires consideration of the following principles:

- In determining what data needs to be collected, carefully assess why the information is needed. Only information that serves a specific protection purpose, and that neither harms the informant nor others, should be collected.
- Identify data that can be especially sensitive to make sure the collection and sharing is subject to specific protection measures.
- The way data is collected may jeopardise the security and privacy of individuals and should be conducted in a manner sensitive to protection concerns.
- Agree with humanitarian actors how the information is shared and define why it needs to be shared. Only information relevant to a determined protection purpose should be shared.
- Individual information should, in principle, only be shared with the informed consent of the individual concerned. This should be explained to the person at the time of data collection.
- Ensure that proper mechanisms are in place to secure the data, including safe and locked rooms, electronic backups, passwords and access restrictions to sensitive data. Confidential documents should be clearly marked. Where necessary, personal information should be removed or replaced with a code to protect anonymity. Clear procedures should be in place for information to be protected or destroyed in the event of evacuation or withdrawal.
- Undertake a risk analysis: the level of risk associated with different kinds of information will vary and the Camp Management Agency should work with other operational agencies to consider the risk levels and design information management systems accordingly.
- Agree on procedures: agencies need to agree on protocols for collection, data entry, storage, access, retrieval, and dissemination that will minimise risk. They should also jointly determine what information must remain restricted.

**SHARING INFORMATION**

Information is a sensitive issue in camps and the Camp Management Agency must be aware of how it is shared: what, with whom, for what purpose and when. It is the responsibility of the Camp Management Agency to always put the interest of the displaced populations first and share information only with their consent.

### VOICE FROM THE FIELD - DO NO HARM AND CONFIDENTIALITY

In a paper outlining their protection monitoring methodology, a Camp Management Agency notes:
"Individual interviews and focus group discussions prioritise the most vulnerable, those individuals and groups who are often excluded from consultation and may be at increased risk, such as women, children, poorer families, minority groups and people with disabilities.

Confidentiality of information is ensured at each step as we record information, including identities of survivors and witnesses. The use of coded language and passwords, as well as keeping documents which identify persons in separate records from facts about them, are among measures adopted to ensure the confidentiality of information collected. Paper reports are immediately brought to UNHCR for safe filing. The Camp Management Agency does not keep a record of the files.

The monitoring teams have had two weeks of training, including in interview techniques and the Do No Harm principles. They participate in frequent refresher workshop sessions and prioritise the best interest of the survivors and the safety and dignity of communities. The mandate of the Camp Management Agency and the Camp Coordination Agency are disseminated in periodic sensitisation seminars with local authorities."

## ROLES AND RESPONSIBILITIES

Information management is a very important process in any camp. The key tasks of a Camp Management Agency entail:

- collecting data at the camp level from the camp population, camp leadership and committees, service providers, the host population, on-site authorities and via direct observation and consistent monitoring
- analysing protection and assistance standards in the camp in relation to the needs and rights of the camp population
- disseminating information to camp residents, service providers, the host population the Cluster/Sector Lead Agency and national authorities.

A Camp Management Agency should have an information management focal point in its team. It needs to be aware of the principles and procedures involved in best practice in information management and have an understanding of the issues, roles and responsibilities involved at camp level and externally. A Camp Management Agency must make sure adequate systems and capacity are in place to meet the data management needs agreed by a wider range of actors in order to ensure accessibility, compatibility, relevance, timeliness and confidentiality.

## DATA AND INFORMATION COLLECTION

### ASSESSMENT AND DATA COLLECTION

Data collected through assessments needs to be accurate, well-collated and archived in clear and accessible ways. Everyone should be informed about the reason why the data is collected and what response capacity is in place, so that the expectations of the camp populations can be effectively managed.

Primary data is collected directly from the camp population or from direct observations by the Camp Management Agency and by service providers. Secondary data is gathered by other humanitarian actors and then collated to inform new analysis. For example, the Cluster/Sector Lead Agency often collects data initially gathered by Camp Management Agencies.

### What Data and Information is Needed About the Camp?

Prior to launching new information initiatives, an inventory of existing information and analysis should be conducted. This will help to avoid duplication in assessments and data collection and situations where camp populations are repeatedly asked the same questions. Advocating for and facilitating this kind of coordination among actors in the camp response, is an important role for the Camp Management Agency.

### VOICE FROM THE FIELD - CAMP PROFILING AT THE ONSET OF AN EMERGENCY

In June 2011, the humanitarian community in Myanmar's Kachin State was faced with a challenge. Some 100,000 conflict-impacted IDPs were scattered across hundreds of camps. At the outset of the emergency actors were working independently to collect data and provide assistance. Community leaders were being asked similar questions by different actors who then reported conflicting statistics. Even the definition of camp had not been discussed, resulting in further confusion. The Camp Coordination and Camp Management (CCCM) Cluster responded by arranging meetings to discuss information management. These led to the formation of an information management working group that developed a simple camp profile able to address the needs of each partner while giving a genuine voice to the populations within each camp. Single camp profiles (generated by the CCCM Cluster) and cross-camp profiles (generated by OCHA) provided both the IDP populations and emergency response providers with information on services, needs, population figures and priorities.

The following information needs to be collected at the camp level, and to be available to the Camp Management Agency, the camp population and to other stakeholders in order to inform effective decision-making.

- **Registration data on families and individuals:** this should include the total number of camp inhabitants and their status (refugee/IDP/stateless) as well as their age, sex and protection needs. While the Camp Management Agency may not be responsible for registration or profiling exercises in all situations, they will often be tasked with facilitating updates.

- **Information about groups and individuals most at risk:** this may includes children, women, older persons, sick persons, persons with disabilities, ex-combatants and persons living with HIV/AIDS.

- **Information about services, standards and activities in the camp:** this may include key sectors such as water and sanitation, shelter, food, non-food items (NFIs), health, education, livelihoods and protection, including programmes for women and persons with specific needs, as well as information on distribution and registration procedures.

- **Instances of breaches of camp security and staff safety:** this includes breaches of law and order, militarisation of the camp, restrictions on freedom of movement, gender-based violence or changes in security indicators.

- **Information on procedures and systems in camp management:** this includes levels of leadership, representation and participation, coordination forums and mechanisms, referral systems and procedures and levels of accountability and environmental concerns. Information should include other cross-cutting issues such as gender and protection of persons with specific needs.

- **The state of camp infrastructure:** this may include roads, pathways, communal buildings, health centres, schools, distribution sites, latrines, drains, water supply lines, electricity lines, meeting places and burial sites.

- **Information about coordination mechanisms:** Who is doing what, where?

- **Operational actors and how to contact them:** Who is on committees and groups and when are their meetings taking place? What social, recreational or sporting events are taking place? To what extent are host communities involved? What training is taking place?

It is important that data collection is planned and coordinated between agencies and that response and referral systems are in place or planned, to avoid either assessment fatigue or unrealistic expectations on the part of the displaced population. They need to know whether individual cases will be referred for follow-up action or if the data will be used for planning or advocacy purposes. The Camp Management Agency needs to be aware of and open about response capacity, and be transparent about what is real, while planning and advocating for what is needed. The reality of available and planned response capacities should be a key factor when deciding what data to collect.

### PURPOSE AND USE OF INFORMATION

By itself data collection is not a humanitarian intervention. Each piece of data you collect should have a humanitarian purpose and an owner. If there is no purpose or use for the data, then it should not be collected.

Some information is collected, but never analysed or used. This happens when anecdotal and qualitative information is gathered and there is lack of clarity about its purpose and desired output.

Also when quantitative data is collected, lack of information management expertise, combined with ad hoc planning, can limit its practical relevance and use.

### VOICE FROM THE FIELD - MANAGING EXPECTATIONS

"In our camp management project we are not into service provision. To avoid unrealistic expectations we make this very clear to the affected community. We refer cases but we mention that not every referred case will be followed up immediately. This is because our project only refers cases to other agencies. We cannot implement the actual follow up, although we do request feedback from the other agencies. We say to the camp residents that the follow up they get could be good or could be bad. Good in the sense that their particular case will be followed up, bad in the sense that sometimes nothing is done."

### VOICE FROM THE FIELD - DISPLACEMENT TRACKING MATRIX (DTM)

The DTM utilises existing information available from previous DTM exercises, IOM registration data and other information available within the CCCM Cluster and other partners. It focuses on collecting a concise set of information regarding individual IDP sites and their populations, including population movement, so as to monitor the changing situation and trends. DTM makes use of a more compact data gathering tool, regularly assessing all existing IDP sites on a bi-monthly basis to get the most accurate and updated information on IDP sites´ population trends and to disseminate it.

The DTM was developed by the International Organization for Migration (IOM) in Haiti in collaboration with the CCCM and other clusters after the 2010 earthquake. It took into account the emergency information needs of several clusters immediately following the earthquake. Information needs were immense and humanitarian actors found themselves presented with a complex context. The DTM was designed to identify and record the huge number of spontaneous IDP sites established after the earthquake, to maintain an updated list of IDP sites and to collect data regarding the situation in over 1,000 sites on a regular basis.

In responding to the crisis in the Philippines caused in 2013 by Typhoon Haiyan (locally designated as Yolanda), the CCCM Cluster DTM Coordinator had to ensure that the Information Management Working Group (IMWG) and relevant clusters were consulted on key indicators and standard definitions to use in assessments. This enabled consistent data collection, analysis and sharing. In the first month, DTM key findings on displacement locations, mobility, trends, needs and gaps were released on a bi-weekly basis and subsequently monthly basis. Raw data was also made available to the clusters for further sectoral analysis. Feedback and adjustment received from the cluster on key indicators were incorporated into subsequent DTM assessments. Regular feedback and release ensured that data collected remained relevant and useful to inform response and planning.

### WHAT IS A CAMP PROFILE?

Camp profiles are developed and shared by the Information Management Officer of the Cluster/Sector Lead Agency. They provide an overview of the main population data broken down by demographic statistical data, geographic data, cross-cutting sectoral analysis and information on activities and gaps identified via Who Does What Where (3W data).

A camp profile document assembles information about camps from multiple data systems in order to give a comprehensive picture and help coordination and planning. It can be in hardcopy and/or electronic format. Camp profiles also aid camp management by detailing the cultural background of camp residents, camp committees and host community administrative structures, thereby helping humanitarian actors' work within local governance structures. The camp profile must be disseminated regularly to ensure that parallel information structures are not created and that emergency actors are aware of where to find information.

### Challenges in Data Collection

The following issues are some of those that may need careful consideration when planning data collection at camp level:

- Standards and indicators must be clear. Quantitative and qualitative indicators, which are in line with international laws and standards and agreed in inter-camp coordination meetings, need to be used consistently to monitor the standard of service provision.
- Narrative description interpreting numerical data gives a much more inclusive and useful picture of the situation on the ground than numbers alone.
- Data sources and the methodology of collection should be considered before starting any type of data collection activity because they can significantly impact and/or limit the reliability of data.
- Data collection formats must be well-designed and field tested. They should be designed to capture specific, clear and relevant information. Field testing of these formats, be they observation sheets, questionnaires, interviews or key questions for discussion, must be accurate, relevant and measurable. It is essential that a pilot test is run, so they can be adapted or fine-tuned and data collectors can give feedback on how easy or difficult they were to use. Particular attention must be paid to language issues and translation. It is easy for key messages to get lost, or the focus to shift, when information collection formats are translated for use in the camp.
- Staff need to be trained, as accurate and objective information depends largely on the skill and integrity of the person collecting it. Do staff understand exactly what is needed and why? What do they do when the information

they need is not available? What do they do if an informant gives an answer which they suspect may be inaccurate? Are they able to verify and cross-check? Do they record information legibly/clearly and completely? Do they use colleagues to double-check, to recount? Do they ask for advice when they are unsure? Training data collection staff, monitoring their progress and spot-checking their results for consistency and plausibility are essential prerequisites to getting worthwhile and trustworthy data.

- Ask if too much information is being gathered. While the ideal is that the same information is shared and used by all to inform decision-making, in reality different stakeholders tend to require different and very specific data to inform their own projects. They may opt to collect it themselves.

Documenting and getting clear agreements about who is collecting what information can be a challenge, especially when there is a turnover of agencies and staff. However, it is important for many of the following reasons:

- protects the camp community from data collection fatigue
- prevents duplication of similar data and reduces information overload
- ensures that all important data is captured without gaps
- reduces the possibility of conflicting or contradictory analysis
- makes coordination forums more effective and easier to manage and enables projects to be more easily aligned towards the same goals
- is a more efficient use of everyone's resources of time, assets and personnel if several agencies do not simultaneously collect data on the same issues.

It can be challenging to collect information in remote areas. Sometimes the Camp Management Agency covers many sites dispersed over large areas and operates through mobile teams. Making daily or even weekly visits to the sites is not always possible. To ensure being updated on recent needs of the camp population, it is therefore important to establish a representative camp leadership or focal points with whom the Camp Management Agency can communicate. When possible, they should be equipped with mobile phones or radios. The Camp Management Agency works in a similar way when managing camps from another country. In IDP situations where there is no appointed Camp Management Agency to a site, it is the responsibility of the CCCM Cluster, as provider of last resort, to ensure data collection and appropriate follow up and responses by the humanitarian community.

Getting stakeholders to agree on well-aligned data collection systems can be a sign of trust, inclusiveness, partnership, mutual support and efficiency.

### DATA COLLECTION IN CONFLICT OR DISASTER SITUATIONS

Availability and accessibility of data and the type of data needed may vary between a conflict or disaster situation. Politics, religion, ethnicity, nationality and social background may be highly contested and both source of conflict and reasons for flight. These factors can influence to what extent the displaced population will share information without fear of risking their lives.
Information needed by the humanitarian community may also change depending on the context, as protection needs, security and durable solutions may differ.

## DATA ANALYSIS

To address the needs of the camp population and to ensure accountability of service providers, data should be disaggregated by demographics, by sector and by implementing agency. To ensure this, the Camp Management Agency must coordinate with the Cluster/Sector Lead Agency, the national authorities and other relevant stakeholders.

Data is analysed so that tendencies, developments and patterns can be identified. Data is also analysed to generate statistics, to compare figures across populations and to produce charts, graphs and reports. It is important to include a gap analysis identifying shortcomings in the provision of services or assistance. This information is then shared at camp level and with a wider network of stakeholders to inform programmatic interventions, service provision and/or advocacy.

Analysis can take place at the camp level and be conducted by the Camp Management Agency. During this stage, the data may be entered into a table or a database. The data may also be cross-checked at this stage to ensure that it is valid. The input and analysis of the data may be the responsibility of an information management focal point, or possibly be conducted by a member of staff with particular training or expertise, for example, a data entry and reporting officer/clerk.

Depending on the situation, the Cluster/Sector Lead Agency has a key role in the analysis and dissemination of information. Focus should be on ensuring consistency of agreed standards and provision between camps and ensuring that systems and processes are in place for the effective sharing of information. Where the cluster approach is activated, global clusters can be called upon for information management expertise and to give operational support in information management. In addition, the Cluster/Sector Lead Agency will generate up-to-date information about activities across the cluster/sector. These should include contact lists, meeting minutes, datasets and needs/gap analysis based on information from the camp level.

### THE ROLE OF OCHA

OCHA plays a central role in coordination and information management, especially in IDP situations. OCHA works to support the inter-operability (easy sharing) of data, and will suggest standards through which datasets and databases can be compatible. They will use data to develop Who, What, Where databases and maps. They may create an inventory of relevant information and documents on the overall humanitarian situation and datasets including population data disaggregated by age and gender. OCHA's role is to work across clusters/sectors and provide information resources and common datasets to be used by the majority of stakeholders. They aim to provide standardised cross cluster/sector needs/gap analysis based on information provided by the clusters/sectors, much of which originates from the primary data collected at camp level.

## INFORMATION DISSEMINATION

During dissemination, statistics and reports generated are distributed to stakeholders in the camp response. The Camp Management Agency may need to disseminate data to the camp population, the host population, service providers, the national authorities and the Cluster/Sector Lead Agency. If data is not shared, it means no action can be taken. Sharing of information is the foundation of ensuring that gaps in services and assistance in the camp are filled. The need for inclusivity however, must be balanced with considerations of confidentiality.

Confidentiality means that sensitive data and information is treated in confidence and not shared in public forums. When such information is shared it should be done selectively and anonymously, ensuring that the identity of any individuals concerned is communicated in ways that will not jeopardise her/his dignity, protection or security. Analysis can be shared in aggregate to prevent identification of individuals.

Access to information is a vital need and knowledge is power. Especially in times of conflict, crisis and chaos, information needs to be handled carefully. The Do No Harm principle must underpin any chosen approach, not least when it comes to sharing of confidential and sensitive information.

Information may be disseminated through coordination forums, meetings and referral mechanisms where individual incidents and cases of concern are referred by the Camp Management Agency to an appropriate organisation responsible for follow-up. In the case of child protection, for example, this could be UNICEF or other relevant specialised agencies.

Reports are disseminated to the Cluster/Sector Lead Agency, giving statistics and a description of activities and standards in specific sectors. Gaps, duplications, concerns and recommendations may be highlighted. These can then be discussed in a Cluster/Sector coordination forum, where action plans can be made, taking the mandates and capacities of different actors into account.

### INFORMATION MANAGEMENT AND THE MEDIA

The media plays an important role in bringing attention to crises and ensuring that the humanitarian aspects of displacement are in the minds of the global public. Thus the media and humanitarian actors should be seen as allies with a common goal. However, it is the duty of the Camp Management Agency, in collaboration with other partners in the camp, to ensure that camp residents and staff are interviewed only with their informed consent.

Access to the camp can be regulated by requesting that all media representatives report to the Camp Management Agency so that their visit may be facilitated. For interviews, the Camp Management Agency or appropriate agency concerned with protection or addressing gender-based violence (GBV) should act as a gatekeeper, first asking potential interviewees for permission and then introducing him/her to the journalist. Be mindful that people who have had a particularly traumatic experience, including rape, or who speak English, French, Spanish or another global language are often of interest to the media. Care must be taken to ensure that these people are not over-taxed and perhaps re-traumatised by submitting to multiple interviews. On the other hand, some people may want to repeat their stories and should not be hampered from doing so.

In general, humanitarian actors and the media have similar goals in assisting displaced populations. However, the Camp Management Agency or other actors in the camp may find themselves being criticised over the humanitarian response or the overall conditions in the camp. In these cases, it will do no good to become defensive about the situation as this may fuel further criticism. Rather, it is important to correct misconceptions, speak about how the various actors are striving to improve conditions in the camp and to use the opportunity to advocate for greater assistance on behalf of the displaced.

When disseminating information to the camp community it is important for the Camp Management Agency to ensure that information filters down through the camp to all concerned and does not stay at the level of camp leadership. Information can be misused by leaders as a tool to retain or regain power or control or for the manipulation or misuse of certain information. Existing forums and mechanisms within the populations should be thoroughly explored, not only to better inform data collection techniques, but also to ensure appropriate forums. Mechanisms can be developed to enhance information flow to the wider community.

A variety of mechanisms should be used to facilitate the effective dissemination of information to the camp population. Choices will depend on the type of message to be communicated, the size and profile of the population it needs to reach, protection considerations and the technology available in the camp. Issues of language and literacy must be addressed. Dissemina-

tion mechanisms might include information boards, committee meetings, leaflets, posters, awareness raising workshops, radio broadcasts, movies, public address systems, house-to-house visits, distribution of meeting minutes and drama events.

### INFORMATION MANAGEMENT - WHERE A CAMP MANAGEMENT AGENCY CAN FIND SUPPORT

In recent years, various initiatives and organisations have been established to support the humanitarian community in professional data collection and analysis. These enable humanitarian agencies, including a Camp Management Agency, to access a wide range of experts, tools and techniques. The below list is not exhaustive but highlights some initiatives/organisations that are most relevant to a Camp Management Agency:

**ACAPS (WWW.ACAPS.ORG)**
The Assessment Capacities Project (ACAPS) is an initiative of a consortium of three NGOs (HelpAge International, Merlin, and the Norwegian Refugee Council). Through development and provision of innovative tools, know-how, training and deployment of assessment specialists, ACAPS supports and strengthens humanitarian capacities to carry out better coordinated assessments before, during and after crises.

**JIPS (WWW.JIPS.ORG)**
The Joint IDP Profiling Service (JIPS) is an inter-agency initiative set up by several UN agencies and international NGOs to promote collaborative responses and solutions for IDPs across the world by equipping governments, humanitarian organisations and development actors with accurate information about IDP situations. JIPS offers field and advocacy support, as well as tools, guidance and training on profiling.

**CARTONG (WWW.CARTONG.ORG)**
CartONG provides mapping and information management services, including training and capacity building, to humanitarian and development organisations and promotes the use of Geographic Information System (GIS). Apart from providing maps and geographical data, they also offer support in analysing spatial data and in mobile data collection.

**REACH (WWW.REACH-INITIATIVE.ORG)**
REACH is an initiative of the Agence d'aide à la coopération techinque et au développement (ACTED), Impact Initiative and the United Nations Operational Satellite Applications Programme (UNOSAT) to develop information tools that facilitate decision-making of humanitarian actors in emergency, recovery and development contexts.

**DHN (WWW.DIGITALHUMANITARIANS.COM)**
Digital Humanitarian Network (DHN) is a network of networks offering services to the humanitarian community such as the creation of live crisis maps, media monitoring, data development and cleaning, satellite imagery tagging and tracing.



### Different Forms of Aggregation for Different Data Gathering Objectives

Different stakeholders need different information to support their decision-making. Those closest to the population of concern, such as service providers and Camp Management Agencies, will require the most detailed information while those furthest away who are covering large geographic areas will, generally speaking, require aggregated and analysed data.

The table below illustrates how contrasting information may be required by stakeholders in a CCCM Cluster approach.

**EXAMPLE OF WATER DATA AGGREGATION**

| Stakeholders | Programming Decisions | Data Required |
|---|---|---|
| Service Providers, Camp Management Agency | Water distribution gap analysis in each zone of the camp, determining the site(s) where new water distribution points are needed. | Data on location, status (functional/not functional, performances) and usage of each water facility from water source to water distribution point. |
| Cluster/Sector Lead Agency | Water budget allocation for each camp and up-to-date water distribution gap analysis between camps. Projected water needs and related risks of water supply failure for future case load. | Aggregated and prioritised water supply data for each camp. |
| OCHA, Humanitarian Coordinator, other clusters/sectors | Relationship between water availability (quality and quantity) and other sectoral needs and indicators such as protection, health, nutrition and shelter data. | Water supply capacity and management practices for all camps in a particular district (for example). Outreach strategies and approaches water supply related. |

Note: the above is only an example and water data sharing and decision-making may differ from operation to operation.

## CHECKLIST FOR A CAMP MANAGEMENT AGENCY

- ✔ The Camp Management Agency is open to new initiatives and the search for updated ways to manage information.
- ✔ Information management reflects feedback on needs and gaps of the displaced population.
- ✔ Information management expertise has been employed.
- ✔ Accurate base-line data and regularly updated camp population figures, disaggregated by age and gender, are available.
- ✔ Information is available on those most at risk and groups and individuals with specific needs in the camp.
- ✔ Information management systems have been well-planned and based on clear decision-making needs.
- ✔ Accurate, relevant and up-to-date information forms the basis for coordination between stakeholders in the camp response.
- ✔ An inventory of existing information has been compiled to prevent duplication.
- ✔ The Camp Management Agency collects information on the level and standard of services and assistance in the camp.
- ✔ The formats used to collect data reflect the specific information required and have been field-tested.
- ✔ The data collection forms contain clear and agreed standards and indicators for monitoring sector-specific interventions.
- ✔ Camp Management Agency staff has been trained in the effective monitoring of the camp and the use of data collection formats.
- ✔ There is information available on camp governance, levels of participation, coordination, safety and security issues and regular meetings and new initiatives in the camp.
- ✔ There is a 'Who, What, Where' database of service providers and agencies operating in the camp.
- ✔ There is dialogue and coordination between stakeholders concerning who collects data on what in order to avoid duplication, information over-load and data collection fatigue.
- ✔ The camp residents are informed of their right to confidentiality and to know what information is being collected, what it will be used for and what feedback and follow-up to expect.
- ✔ The Camp Management Agency uses the primary data collected to compile a gap analysis for the camp.
- ✔ Data is also disseminated, with due regard for security and confidentiality, to other stakeholders including service providers, the Cluster/Sector Lead Agency, OCHA and the national authorities for further analysis.
- ✔ Information is used in coordination forums, for referrals of individual cases and to advocate for an appropriate protection response and filling identified gaps in service and assistance provision.
- ✔ Security and confidentiality of data is ensured. Access to databases is limited and documentation and incident reports are, when required, adapted to ensure anonymity.
- ✔ The camp community participates in information management. They provide and receive information about the standards of living in the camp, their right to the adequate provision of services and assistance and decision-making processes which affect their lives.
- ✔ Information dissemination mechanisms in the camp are varied according to need. At all times they seek to ensure that information reaches the wider camp population, including those with specific needs and those who may be non-literate.
- ✔ Information about camp residents is collected, analysed, stored and disseminated with care. It is shared judiciously to ensure that information is only used to assist and uphold the rights of the displaced population. Their protection and security is prioritised at all times, as well as the consent of the concerned.
- ✔ The information management system in the camp is monitored and evaluated and the Camp Management Agency is open to feedback and committed to improving the system.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

- International Organization for Migration (IOM), 2014. Data access form
- IOM, 2014. Data confidentiality form
- IOM, 2014. DTM PH Haiyan Site Profile sample
- IOM, 2014. DTM South Sudan Form Sample
- IOM, 2014. DTM South Sudan Guidelines
- IOM, 2014. DTM South Sudan Host Community Form Sample
- UN Refugee Agency (UNHCR), 2013. 3W Template
- UNHCR, 2014. Information Management Strategy Template
- UNHCR, 2014. Minimum Sectoral Data Tracking Tool
- UNHCR, 2014. Site Profile Template
- UNHCR, 2014. Standard Level 2 Registration Form
- UNHCR, 2014. Standard Registration Form

## REFERENCES


- Communicating with Disaster Affected Communities Network (CDAC), 2014. The Message Library (http://www.cdacnetwork.org/tools-and-resources/message-library/)
- Digital Humanitarian Network (http://digitalhumanitarians.com/)
- Global Camp Coordination and Camp Management (CCCM) Cluster, 2015. Cluster Information Management Toolkit (in development due for release by end of 2015)
- Global Water, Sanitation and Hygiene (WASH) Cluster, 2014. WASH Cluster Information Management Toolkit (http://washcluster.net/im-toolkitpage)
- Humanitarian Date Exchange, 2014. Humanitarian Exchange Language (http://docs.hdx.rwlabs.org/hxl/)
- Inter-Agency Standing Committee (IASC) and European Union (EU), 2015. Inform, Index for Risk Management (still under development) (http://dev.inform-index.org/)
- IOM, 2010. Data Protection Manual
- Office for the Coordination of Humanitarian Affairs (OCHA), 2012. Humanitarian Icons (http://reliefweb.int/report/world/world-humanitarian-and-country-icons-2012)
- OCHA, 2014. Assessment Registry (http://www.humanitarianresponse.info/applications/tools/category/assessment-registry)
- OCHA, 2014. Assessment Tools Guidance (http://www.humanitarianresponse.info/programmecycle/space/page/assessments-tools-guidance)
- OCHA, 2014. Humanitarian Indicator Registry (http://www.humanitarianresponse.info/applications/ir)
- OCHA, 2014. The Humanitarian Kiosk (HKiosk) (http://www.humanitarianresponse.info/applications/kiosk)
- OCHA, 2014. Information Management Toolbox (http://www.humanitarianresponse.info/applications/tools)
- OCHA, 2014. Information Management Working Group Tool boxes (http://www.humanitarianresponse.info/topics/imwg/page/information-management-working-group)
- The Sphere Project, 2011. The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response
- UNHCR, 2007. Handbook for Emergencies
- UNHCR, 2014. Information Management Toolkit (http://data.unhcr.org/imtoolkit/)


All references above are available here: www.globalcccmcluster.org/information-mangagement-references.

PHOTO: UNHCR

# CHAPTER 6
# ENVIRONMENT

## CORE MANAGEMENT TASKS

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Before a site is selected, a rapid environmental assessment should be carried out. A more detailed and thorough assessment should be conducted at a later stage when the more urgent, life-saving humanitarian priorities have been addressed.
- The environment and surrounding landscape of the site can be managed through a Community-based Environmental Action Plan (CEAP) that identifies critical environmental and related livelihood and social issues. A CEAP may also help determine what demands can be met without degrading the environment or negatively affecting the welfare of host communities. The Camp Management Agency must coordinate with key stakeholders to ensure responses are tailored as much as possible to the camp's landscape. The action plan should also serve as a baseline for future monitoring.
- Existing natural resources need to be managed effectively and sustainably within the camp and in the surrounding area, for the benefit and safety of the displaced population and host community. The Camp Management Agency should identify ecosystems and specific natural resources, such as forests or groundwater, that might be at risk and that need to be protected throughout the life of the camp. It is often easier, cheaper and more effective to protect as much of the natural vegetation in and around a camp as possible, than to attempt to restore it.
- Where natural resources such as wood or bamboo are brought into a camp for shelter construction, fodder, roofing materials or firewood, environmental impacts need to be considered.
- Environmental issues can trigger disputes and conflict between host and camp communities as the natural environment may represent a common source of economic support. The Camp Management Agency needs to be conscious of the fact that this may happen at any stage of the camp life cycle.
- Host communities should be involved in decisions relating to local management and extraction of natural resources. They should also benefit from some environmental support activities, such as tree planting, awareness raising, have access to fuel-efficient stoves and improved animal husbandry practices through, for example, occasional veterinary programmes.
- The Camp Management Agency should ensure that available environmental guidelines are applied. Environmental Committees, with representatives from both the host and camp communities, should be established early in the camp's life cycle to ensure that this responsibility is translated into action. The Camp Management Agency should ensure that such committees are well-briefed on experiences learned and documented in other displacement situations. These should always be adapted to the local context.
- The Camp Management Agency should ensure that not only visible impacts on the environment, such as the restoration or rehabilitation of vegetation cover, are addressed. It should also note such issues as overuse of groundwater resources or contamination of surface or groundwater. This is also important towards the closure of a camp.

## INTRODUCTION

### ENVIRONMENT DEFINED BY THE SPHERE STANDARDS

"The environment is understood as the physical, chemical and biological elements and processes that affect disaster-affected and local populations' lives and livelihoods. It provides the natural resources that sustain individuals and contributes to quality of life. It needs protection and management if essential functions are to be maintained. The minimum standards address the need to prevent over-exploitation, pollution and degradation of environmental conditions and aim to secure the life-supporting functions of the environment, reduce risk and vulnerability and seek to introduce mechanisms that foster adaptability of natural systems for self-recovery". The Sphere Handbook, 2011, page 14.

Environmental concerns are a feature of every camp and need to be taken into account from the moment a site is being considered until it is responsibly closed. The loss of natural vegetation cover and soil erosion are some of the most common and visible environmental impacts of traditional camps. However, for both traditional camps and collective centres it is equally important to understand the impact of ground water pollution, sanitation management (waste, latrines and drainage) and soil contamination.

The nature and scale of these concerns will vary according to the physical location and nature of the response. Specific considerations will need to be made at the various stages of the camp life cycle and will require careful analysis to modify existing tools and best practices to the particular context.
It is essential to carry out an initial, rapid, environmental assessment as soon as a site is considered, and certainly before a site is finally selected.

When viewing different options, it is important to consider the size of the site that is selected. Larger camps commonly cause concentrated damage due to the physical site infrastructure and potential local harvesting of resources. Smaller camps will cause less intensive damage but will disperse it over a larger area. The UNHCR Handbook for Emergencies (2007) suggests a maximum camp size of 20,000 persons, with a one-day walk between camps in order to reduce environmental damage. It is essential that national authorities and traditional leaders are consulted on the potential environmental implications of camp establishment and maintenance.

As a guiding rule, even if not always possible, the principle of 'prevention before cure' should be applied to every environmental situation in a camp. Demands placed on the physical environment during an emergency are particularly high as people may have no alternative but to cut young trees for shelter, gather grasses or leaves to use as roofing, or empty waste and dirty water close to living areas in camps or collective centres. Even in such situations early recovery or environmental rehabilitation measures should be considered and planned for when conditions might allow them to begin.

## KEY ISSUES

### ROLES AND RESPONSIBILITIES

The Camp Management Agency is responsible for ensuring that environmental considerations are taken into account during the whole camp life cycle. Although there may be a specifically designated agency appointed to provide guidance on environmental management, care and rehabilitation of the environment may often not be the top priority for stakeholders such as national authorities, humanitarian organisations or donors. In these circumstances, the Camp Management Agency will have a particularly strong advocacy role to play. Additionally, the Camp Management Agency should:

- systematically include environmental concerns and issues in coordination with Camp Administration and other stakeholders at the camp level and the Camp Coordination Agency (Cluster/Sector Lead) at national/regional level
- ensure the making and implementation of an environmental action plan focuses on monitoring the camp's impact on natural resources
- advocate for environmentally friendly programmes and alternative technologies
- ensure that local or traditional rules governing access to certain places or resources around the camp, such as sacred forest or hunting of wildlife species, are known and respected by all camp residents and service providers
- encourage stakeholders to adopt specific environment-friendly activities in the camp such as responsible waste collection and disposal, water conservation and the systematic use of energy efficient stoves. In time, other activities such as tree planting might be considered
- intervene and prepare appropriate conflict resolution measures with representatives from local communities. In an environment where natural resources such as fuelwood and water are limited, there is often dispute between camp residents and host communities. Preventing or resolving conflicts that might arise over the use of natural resources require diplomacy and timely intervention by the Camp Management Agency
- ensure training of all staff as well as community leaders or Environmental Committees so they are aware of the links between the environment, provision of shelter, water and sanitation, livelihoods and energy assistance, and protection of the camp population. Special attention is needed to identify individuals or groups at risk, especially women and children if they leave the camp to collect fuelwood
- inform camp residents and the host community about the potential environmental impacts of a camp and its related infrastructure. This can be done by raising awareness and planning community-wide events where environment and conservation activities can be highlighted in a meaningful, practical and instructive manner.

### OTHER ENVIRONMENTAL AGENCIES

Working with national or international environmental agencies will differ from one country operation to another in terms of their experience and expertise to hand. Some countries may have a distinct environmental ministry while others may have a ministry or service dedicated to related subjects such as agriculture, water and/or forestry. When working with national authorities or specialist NGOs, the Camp Management Agency should:

- engage as early as possible in camp establishment
- assess and build on the national authority's capacity and experience in addressing the needs of refugees and internally displaced persons (IDPs)
- assess the capacity and experience of potential non-governmental organisations (NGO) partners and be prepared to provide training on environmental management.

**VOICE FROM THE FIELD - RESPONSIBLE PRACTICE?**

A Camp Management Agency operating with a mobile team and monitoring up to 50 small sites implemented a sanitation maintenance and upgrading project which involved the private contracting of a gully sucker, a truck with a pump, to clear out latrines. Time was invested in ensuring that waste was disposed of responsibly on remote and disused land with the landowner's consent. Subsequently, as planned, the local municipality took charge, using government resources to clear out latrines. Their gully sucker was observed on a cliff top dropping sludge into the sea. National authorities were informed.

### ENVIRONMENTAL STAFF

While it may not always be practical for the Camp Management Agency to have its own full-time environmental expert, it is important that this responsibility is delegated to at least one focal person and that s/he receives some training in environmental management. S/he should be familiar with recommended environmental key policies such as environmental guidelines and adapt best practices. The environmental focal point should also:

- Support the establishment and running of an Environment Committee, ideally including representatives from both camp population and host community. Environmental Committees should have specific terms of reference, which include reporting lines, and might, once operational, draw up specific camp or village-based rules governing the use and management of natural resources.
- Liaise with all stakeholders responsible for environmental management.
- Ensure that other projects and sectors address environmental issues. Focal points need to proactively advocate for environmental protection and identification of appropriate measures.

### MONITORING

Projects that address specific environmental activities, such as tree planting, environmental awareness raising, promotion of fuel-efficient stoves and/or agricultural extension, will require their own monitoring processes.

Periodic, but regular, attention will also need to be given to activities addressing the environmental consequences of water extraction, waste disposal, vector control or other services. Household visits and direct observation are important to reveal whether families are correctly using and maintaining facilities such as cooking stoves. While monitoring activities and environmental impacts, a Camp Management Agency needs to be particularly conscious of the risk that:

- camp plans may contradict or be inconsistent with national policies making the likelihood of achieving effective environmental management more difficult
- negative impacts on the environment, although they are severe, may not lead to priority interventions and/or the response capacities amongst humanitarian and environment organisations may not be sufficient.

**MAINSTREAMING ENVIRONMENTAL PROTECTION**

Mainstreaming environmental protection into sector-specific interventions in the camp requires dedicated financial and human resources. Participatory approaches should be encouraged to the greatest extent possible.

### COMMUNITY MOBILISATION

The Camp Management Agency should make sure that camp residents have access to information about environmental management. In addition to information boards and messages, the Camp Management Agency can work through the camp governance structure already in place and involve selected camp leaders, committees and block representatives. Messages and guidelines on environmental issues should be simple and easy to understand. Visual effects or drama can be effective tools for presenting environmental information. Different activities can be undertaken to raise and maintain environmental awareness within the camp. These may include:

- organising special occasions, such as the annual celebration of World Environment Day on 5 June including camp-wide community mobilisation activities when designing a camp's Environmental Action Plan
- promoting camp site clean-up or tree-planting campaigns
- sharing special events with local communities to help maintain good relations
- providing training and support to school environmental clubs to promote environmental awareness

For information on community mobilisation, see Chapter 3, Community Participation.

## SHELTER

A biomass assessment prior to the selection of a camp site can provide information about what kinds of natural resources might be available for immediate shelter construction. Further consideration needs to be given to determining what the removal of such resources might be in the short and long-term and what this might mean for local communities. Ideally, the implementing partners selected by the Camp Coordination (Cluster/Sector Lead Agency) undertake this. Where natural resources, like wooden poles, grasses and leaves, are used to construct family shelters, these materials are commonly gathered near the camp site. When shelters are built with local materials, the average quantity of wood required for basic shelters is typically 80 metres of straight poles with an average diameter of 5 cm. Termite damage may result in the need for regular replacement. Wood required for shelter must be compared with the timber requirements for cooking. A family will commonly burn more wood as firewood in two months than they will use to build their shelter. This average quantity varies according to location. Two hundred kilograms of wood is probably a minimum for a basic structure, which may require regular replacement due to insect damage, and a family will burn in excess of 100 kg. per month.

Prior to a distribution of shelter materials, such as plastic sheeting, the Camp Management Agency should consider that their distribution may lead to the environmental degradation of the local camp environment such as the felling of timber to build support structures. Consequently, organisations may choose to distribute structural as well as covering materials. Grasses and foliage used for roof cover often have a specific value and importance for host communities, which need to be considered. Harvesting when plants are in seed, for example, will reduce future harvests, while harvesting at other seasons may make them more susceptible to insect attack, reducing the material's lifetime.

Depending on the context, and broader environmental and climatic conditions, timber may also rot or be attacked by insects. For it to last any length of time, timber or bamboo should be cured (dried) and, ideally, treated.

Sun-dried mud-bricks used for walls or vaulted ceilings offer a possible alternative to timber in some situations, especially where concrete or steel may be culturally unfamiliar. Brick-built houses are generally more durable, offer better living conditions and can reduce the amount of wood typically needed for construction by around 80 per cent. However, significant amounts of water are required to establish the correct mixture. If mud brick construction is encouraged, prior negotiation needs to take place and consent obtained from land owners and the authorities.

**VOICE FROM THE FIELD – ISSUES AROUND BUILDING WITH MUD BRICKS**

Pits excavated for mud will fill with water and can become a breeding pond for malaria-transmitting mosquitoes if not filled. Back-filling prevents pits from being a physical hazard to children and animals. Excavated pits used for brick-making, if close to houses, might be converted into compost pits. In moist climates open pits may provide breeding sites for disease carrying vectors such as mosquitoes. The Camp Management Agency should ensure there is back-filling of brick making sites, rationalise water collection and make sure that pits are either filled in or fenced. Where brick-making is occurring, the Camp Management Agency should ensure that the water being used for the mixture is not being sourced from treated supplies intended for personal use and consumption. Neither should it allow trees to be cut for drying or curing bricks in energy inefficient brisk kilns.

If shelter materials are not provided, there may be a need to organise the cutting of selected trees from designated and controlled harvesting sites. This process requires some degree of forest management knowledge as well as an appreciation of the local climate and vegetation. When specific trees are identified and marked for cutting by the displaced population it must be made clear that only designated trees should be cut.

When materials are being brought in from outside the site, they should be sourced from locations where they have been harvested in an environmentally sustainable manner. A rapid environmental assessment should be conducted at collection sites before any trees are cut. Ownership of these resources needs to be clarified from the outset.

For more information on shelter-related issues, see Chapter 15, Shelter.

## WATER AND SANITATION

The extensive use of water to provide basic assistance to camp residents may have an important environmental impact. This requires a continuous monitoring from water, sanitation and hygiene (WASH) service providers with the support of, and in coordination with, the Camp Management Agency.

### WATER

Water should be safe for drinking, cooking and personal hygiene. In order to promote sound environmental management it is essential the Camp Management Agency ensures that existing water sources such as springs are protected from:

- livestock
- latrines, which should ideally be placed downstream at a distance of 30 metres from a water source
- clothes washing and bathing areas
- burial grounds
- waste disposal sites.

**SPHERE STANDARDS**

The Sphere Project Handbook 2011, stipulates that soak pits, trench latrines and/or toilets should be at least 30 metres from water sources and the bottom of the pits should be at least 1.5m above the groundwater table. These distances need to be increased for fissured rocks and limestone, or decreased for fine soils.

For more information on standards on latrine placement and hygiene promotion, see Chapter 14, Water, Sanitation and Hygiene.

**AVOID WATER CONTAMINATION**

Health education, environmental education and hygiene promotion activities should include information on how to avoid contamination of water sources.

### EROSION

Particularly where camps are established in hilly regions, the removal of vegetation cover can lead to severe erosion and gulleys. This process is often irreversible. There are examples where a protracted camp presence has obliged people from nearby host communities to move because agriculture was no longer possible on their land due to camp-stimulated erosion.

The Camp Management Agency should actively advocate for the prevention of excessive removal of vegetation cover, both in and around a camp, in order to ensure that rainwater is rapidly absorbed into the ground and that the site is more resilient for future erosion. This can lead to replenishment of underground aquifers and, in some instances, prevent water shortages and periodic drought.

### CONTROL EROSION

Erosion is an important consideration during site planning and construction. Avoid site clearance and levelling with heavy earth-moving equipment such as bulldozers. Hand clearing can provide income for camp residents and encourage participation in site set-up.

For more information on camp set-up, see Chapter 7, Camp Set-up and Closure.

### RAINWATER HARVESTING

In dry or seasonally dry environments, efforts can be made to encourage the use of basic rainwater harvesting methods. Often a specialist agency will set this up. The Camp Management Agency needs to have a general overview of how much water will need to be collected and stored. Rainwater harvesting can significantly supplement a camp population's supply during periods of heavy rain and reduce the risk of drinking contaminated water, as long as the rain is safely collected.

For best results, the following options should be considered by the WASH agency in coordination with the Camp Management Agency and stakeholders:

- harvesting rainwater from roofs where solid surfaces like clean plastic or metal can reduce contamination
- trapping water flowing on the ground, gradually directing this towards storage units such as tanks or containers
- encouraging local innovation to design appropriate systems of rainwater harvesting.

### SANITATION

Environmental sanitation is closely linked to water availability and quality. It is important to consider:

- the location and maintenance of latrines
- disposal of human excreta
- hygiene promotion
- the removal of waste-water, including that from drains
- elimination of solid and liquid camp waste which may range from medical waste to packaging
- the siting of burial sites; they should be clearly demarcated and their locations notified, unless this is culturally unacceptable
- the presence and control of livestock and dust
- the control of insects, rodents, vectors and other pests

For more information on sanitation, see Chapter 14, Water, Sanitation and Hygiene.

### GARBAGE SEPARATION

The separation of types of garbage into biodegradable and non-biodegradable waste should be encouraged, as should recycling schemes and the composting of waste food matter for use in horticulture.

### RECYCLING OPPORTUNITIES

In all camps, early consideration should be given to recycling opportunities, at the household level as well as for institutions providing humanitarian support. Common items which can be collected and recycled include:

- organic household waste which can be composted and applied as fertiliser or soil enricher
- packaging materials, particularly those commonly accompanying medical and food supplies
- IT equipment – computer and screens, printers and cartridges
- tyres
- waste engine oil.

Some countries may already have waste and recycling programmes to which camps could join.

### GOOD PRACTICE IN DISPOSAL OF OLD BATTERIES

Disposal of batteries, from torches or radios, vehicles or those used for solar lighting or refrigeration, can be challenging for Camp Management Agencies. Batteries should not be buried, thrown into waste pits or burned. Some batteries might be collected – with acid from vehicle batteries being neutralised first – and stored in metal containers, pending eventual removal. This, however, will not prevent possible leakage within a container.

Good practice guidance indicates the need to:

- consolidate and recycle batteries
- ensure disposal is done in accordance with local and national environmental regulations
- check the dates of batteries supplied with solar kits and vehicles
- obtain proof of date of manufacture and ensure all batteries purchased are maintenance free and deep cycle, in other words, designed for multiple recharges and low power drain
- use rechargeable batteries and conduct proper and timely maintenance to reduce the need to replace batteries
- when closing camps, consider the option of gathering and removing all used batteries if an adequate local recycling option cannot be found
- include a 'take-back' clause when procuring battery-powered devices.

## HOUSEHOLD ENERGY

In camp situations, the most visible and lasting environmental impact is often damage to the surrounding area caused by the collection of wood for cooking. For many IDP households, firewood represents the main, often only, means by which people can cook food.

Other natural resources, like animal dung and crop residues, are also used by displaced people for cooking, heating and as a source of light. Although circumstances will be different in each location, an average family requires between one and two kilograms, and as much as four or five kilograms, of fuelwood per day for cooking. When liaising with stakeholders, including committee leaders, the Camp Management Agency should make every effort to encourage the use of the least quantity of natural resources when preparing food. This entails:

- promoting the use of fuel-efficient stoves which, when properly used, can significantly reduce the amount of fuel required. Experience has shown that for fuel-efficient stoves to work well in a camp environment there ideally needs to be a local shortage of fuelwood. This situation can also be induced through tighter control over the free collection of wood. Users also need time to become familiar with the stove design and its maintenance
- encouraging the practices of drying and splitting wood before burning and extinguishing fires once cooking has ended
- discussing with the food pipeline agency the possibility of distributing split, rather than whole, pulses, and/or encouraging people to soak hard foods such as beans for several hours before cooking
- promoting shared cooking among groups of households. This practice, however, may not be acceptable in some cultures and is unlikely to be accepted where food rations are the primary source of food. Nonetheless, its potential is worth considering together with site/camp planners.

Some resistance to the use and/or uptake of fuel-efficient stoves is likely, partly out of unfamiliarity with the technology. As some foods are not suitable for cooking with fuel-efficient stoves some degree of modification of the food basket might be necessary. This should be done in consultation with households or communities and the food pipeline agency.

For information on food security and non-food items distributions, see Chapter 13, Food Security and Non-food Items.

**NATURAL RESOURCES ASSESSMENT**
The Camp Management Agency should carry out needs and availability assessments of natural resources such as fuelwood, within a 50 km. radius of the camp, and should monitor the situation and update findings regularly. Knowing household requirements and ways to complement the supply will help towards a better-managed system.

**FUELWOOD RISKS**
Fuelwood, the most widely used source of energy in camps, is often freely collected from the surrounding environment. Under certain circumstances high demand can lead to competition with host communities, a situation which can result in conflict and significant land degradation.

Energy conservation should be an integral part of an Environmental Action Plan and associated awareness-raising campaigns. Special provision may need to be made for groups at risk who may not be able to collect or purchase fuel. Other fuel/stove options for cooking should also be considered, giving priority to people's health by reducing emissions and exposure to smoke, environmental conditions and cultural cooking preferences.

**UNINTENDED CONSEQUENCES**
The free-of-charge collection, transportation, storage and distribution of fuelwood organised by humanitarian organisations or local administrations is, in some situations, the only way to provide camp populations with their basic requirements. This may, however, encourage camp residents to additionally collect wood in the area surrounding the camp and sell it in markets or make charcoal. It is necessary that the Camp Management Agency closely monitors the camp population's use of firewood, at the household level, as well as the availability of fuelwood and charcoal.

For more information about protection related to firewood collection, see Chapter 8, Protection.

## ENVIRONMENTAL ACTION PLAN

All camp-based operations, regardless of their size or the time a camp is in existence, will affect the environment. Certain impacts may also be passed on to the host community, given the increased demand or competition for specific or scarce natural resources such as grazing or water extraction. Some of these demands may be constant, so it is important that the Camp Management Agency:

- monitors an operation's impact on natural resources and then aligns its programmes to address them
- proactively advocates for the implementation of additional programmes for environmental protection
- introduces alternative technologies and practices such as the promotion and use of fuel-efficient stoves and adoption of improved cooking practices.

An important tool is a Community-based Environmental Action Plan (CEAP). It allows camp residents, members of host communities, national authorities, the Camp Management Agency

and other service providers to discuss common concerns and agree on a way to address them. A CEAP helps identify environmental impacts in all camp sectors and subsequently develop a priority list of interventions, such as rehabilitation of eroded areas and reforestation.

Some of the benefits of having a CEAP are to:

- prepare the displaced population and the host community to manage the environment while a camp exists
- highlight and prioritise people's main environmental concerns
- identify how some of the main problems identified might be addressed
- allow people to become actively engaged in the process as well as in practical actions
- assign clear responsibilities to different stakeholders
- serve as a monitoring tool to see what progress is being made to address problems and concerns.

As long as the community feels ownership for the plan through developing and implementing it themselves, albeit sometimes with external facilitation, it should also be able to adapt the plan to changing circumstances over time.

### ENVIRONMENTAL REHABILITATION

Environmental rehabilitation does not necessarily mean returning the site to its former status. This could be costly and time-consuming, if indeed it is even feasible. What may be more appropriate is to determine what the host community would like to see happen to the site once the camp has been closed and the site made safe. They may not, for example, wish to see it returned to its original status but might wish to continue to use the land for agriculture.

By pointing out different options that could perhaps be realistically achieved and more useful to them, the Camp Management Agency can then ensure that environmental considerations are taken into account in a timely and appropriate manner. Some options to suggest are:

- income-generating activities which span a range of short-term benefits, from market gardening to longer term investments such as hardwood production
- turning an empty former camp site into a community plant nursery and tree plantation where the host population has access to the many goods and services these can provide, according to access and user rights agreed with the legal land owners.

In situations where camps are located on private land, the rehabilitation of the camp site should take place in close communication with the land owner and in accordance with prior agreements. National authorities have primary responsibility for promoting the rehabilitation of sites used to shelter refugees or IDPs. The Camp Management Agency may support the national authorities based on agreed guidance.

For more information on site rehabilitation, see Chapter 7, Camp Set-up and Closure.

### PLANTING TREES

Tree planting schemes often meet with mixed success in camp situations. While planting trees can serve as a useful indicator to visibly demonstrate that action is being taken to protect or restore the environment, some simple lessons should be heeded:

- Plants grown in camp and village-based nurseries should reflect the required needs of IDPs and people living in the area. This necessitates prior consultation with different stakeholders.
- Displaced people may not always see the benefit of planting or caring for trees as their hope is most often to be able to return home as soon as possible. Also, in certain cultures, planting or caring for trees is not commonplace. In many instances, however, people appreciate that they can easily grow a few fruit or shade-giving trees around their shelter and that this will provide some positive return.
- The number of seedlings grown in a nursery is often a poor indicator of success, but one that is widely used for monitoring. The number of trees surviving after two years following planting is much more useful.
- Establishing a woodlot for fast-growing, and ideally indigenous, species can help address shortages of fuelwood and/or construction materials. As with all plantations, however, the issue of who owns the trees and who might access products such as fruit and non-timber products needs to be determined in advance.
- It is always preferable to support the planting of native over introduced exotic tree species. A balance may need to be struck in some situations, depending on local needs.

**TREE PLANTING AND SELECTION OF SPECIES**

Tree planting is a long-term project! Projects must be funded for many years and/or adopted by local communities. Otherwise, they are sure to fail.

It is always preferable to support the planting of native over introduced exotic tree species, as the latter may become invasive or poorly adapted to local conditions. Tree planting schemes may fail, affect local biodiversity or damage soil and water. Eucalyptus trees are widely promoted in many camp settings though they require significant amounts of water and render the surrounding soil incapable of growing other trees or crops. A balance may need to be struck in some situations depending on local needs. One should always question the choice of tree species being promoted, even if this means not planting some types of trees.

## AGRICULTURE

Many camp residents establish small-scale agriculture projects while displaced. Local rules governing access to land, as well as people's previous experience and the amount of available space, will dictate the range of farming activities which might be considered. Using household waste water (grey water) to irrigate fruit trees or vegetable gardens can

be a good conservation technique, especially in places where gardens are located within a family compound or when water is in short supply.

To make sure that forests and ground vegetation are not negatively impacted, the Camp Management Agency needs to monitor agricultural cooperation, in the form of labour or sharecropping, between local landowners and camp residents. Clear guidance must be given to people as to which land might be used for agriculture and which areas must remain untouched. Local rules governing land clearance and access must be established. Consideration should also be given to:

- protecting and maintaining as much vegetation cover as possible, within and around the camp, to conserve both soil structure and nutrient content
- encouraging organic farming practices, including composting and crop rotation: the use of chemicals and/or pesticides should be avoided
- popularising methods of more environmentally friendly farming. Practical demonstration plots are a powerful means of showing what can be achieved with limited land and few resources
- preventing soil erosion by building terraces or contour bunds (rocks or ridges of compressed soil) that break up the flow of water and channel water away from certain parts of a camp or towards zones where water may usefully be collected
- correctly aligning roads and infrastructure so as to further prevent soil erosion
- offering technical services where larger scale agriculture is practiced.

## LIVELIHOODS

Many natural resources lend themselves to immediate personal use or potential gain through sale, becoming sometime an important source of livelihood for the camp population. Wild fruit, herbs, plants and wild animals may be caught and consumed or sold. Camp residents often collect fuelwood or transform it into charcoal to gain quick cash. To avoid such direct environmental exploitation and to ensure the security and welfare of the camp population, the Camp Management Agency should:

- clearly articulate which types of activities are allowed, or are strictly prohibited, and get written agreements from national authorities through the involvement of the Camp Administration as well as the host community
- ensure there is awareness of income-generating activities linked with natural resources. Small-scale craft making such as baskets, mats and screens from grasses, and small furniture items from bamboo or wood, may increase income. The scale of these initiatives needs to be balanced with environmental interests.

For more information on livelihood, see Chapter 18, Livelihood.

## LIVESTOCK

The presence of livestock can be a cause of environment exploitation and contamination. Keeping livestock may not be possible in every camp situation. When it does happen it is important to:

- have separate watering points distant from people's living shelters and not contaminating ground or surface water bodies
- ensure adequate sanitation around all animal pens and watering points
- prevent transmission of diseases and parasites by collaborating with veterinary services to encourage good animal husbandry practices and vaccination campaigns
- provide continuous sources of fodder. This may require adequate grazing land for free-ranging animals or a supply of cut food for penned livestock. Arrangements may be needed with local communities for grazing rights for larger herds.

# CHECKLIST FOR A CAMP MANAGEMENT AGENCY

### ROLES AND RESPONSIBILITIES

- ✔ An initial rapid environmental assessment (REA) is conducted prior to site selection. This should include an initial biomass survey.
- ✔ Environmental national authorities' guidelines, or any approved available guidelines, are taken into consideration for assessment, plans and implementation of activities and initiatives related to environmental protection.
- ✔ Further surveys or plans are established for a more thorough environmental assessment once the emergency phase has passed.
- ✔ The person or team of people to carry out the assessments are selected.
- ✔ Environmentally sensitive or protected areas around the camp are known and mapped.
- ✔ The main environmental management issues and priorities are identified in and around the camp.
- ✔ National authorities and lead Cluster/Sector agencies are consulted to verify that the camp site and environmental priorities are those endorsed by their department/agency.
- ✔ Environmental requirements and resources to be protected are verified with neighbouring or host communities.
- ✔ Information is communicated to all key stakeholders.
- ✔ Relocation plans are prepared for those who need to be moved in order to protect critical natural resources.
- ✔ Camp layout designers consider land contours to minimise erosion.
- ✔ The camp layout considers maintaining as much existing vegetation cover as possible to reduce risks of erosion.
- ✔ A CEAP covering the camp and surrounding communities is developed and implemented.
- ✔ Standards and indicators for environmental monitoring are discussed and established as part of the CEAP.
- ✔ All relevant programmes initiated in the camp contain an environmental awareness-raising component.
- ✔ The camp staff, host community, community leaders and committees are trained in, or otherwise informed of, matters related to environmental protection and the negative effects of poor environmental planning.
- ✔ Environmental committees are formed.

### SHELTER

- ✔ Shelter materials, especially timber, including those brought from other areas, are from sustainable sources.
- ✔ The collection of materials required for construction of shelter is managed to ensure sustainable use of local resources.
- ✔ The implications of mass production of shelter materials are considered, such as water requirements for manufacture of mud bricks/concrete.
- ✔ Natural materials are harvested at the right time of the year to ensure sustainability of future harvests.

### WATER AND SANITATION

- ✔ Existing water sources and ground water are protected from contamination from livestock, latrines, clothes washing, bathing areas, rubbish pits and burial grounds.
- ✔ Four guidelines (Reduce water consumption! Rainwater harvesting! Recycling water! Restore the natural water cycle!) are adopted.
- ✔ Groundwater sources are used appropriately/sustainably to prevent long-term damage such as salinisation or aquifer depletion.
- ✔ Latrines are appropriately sited and constructed to ensure that they do not pollute groundwater or the surrounding area.
- ✔ Mechanisms are in place to empty latrines and dispose waste appropriately, away from the site.
- ✔ Latrine and waste facilities are safely decommissioned once full.
- ✔ A solid waste management system and strategy are in place, which includes recycling and composting.
- ✔ Composting is promoted as a means to improve the fertility of garden/agricultural plots.
- ✔ Solid waste, including medical waste, is disposed of properly both on and off-site.
- ✔ Solid waste pits are appropriately sited and constructed to ensure that they do not pollute groundwater or the surrounding area.
- ✔ Clearly demarcated burial sites are sited to ensure that they do not pollute groundwater or the surrounding area.
- ✔ Appropriate drainage/bunds are constructed to reduce surface water runoff and erosion.
- ✔ Non-chemical physical methods of vector control are considered.

### LIVELIHOODS

- ✔ If livestock are present, there is sufficient grazing and fodder available to feed them locally.
- ✔ Surrounding areas are accessible and appropriate for grazing.
- ✔ Grazing rights are arranged with the host community.
- ✔ Separate watering points are established for livestock.
- ✔ Organic farming practices are encouraged for cultivation in and around the camp.
- ✔ Locally appropriate crop species are encouraged.
- ✔ Composting and crop rotation are encouraged to maintain soil fertility.

### ENERGY

- ✔ Periodic household assessments are conducted of the amount of fuelwood (or other energy sources) needed and being harvested.
- ✔ Alternative sources of domestic energy are identified and promoted.
- ✔ Fuel-efficient cooking methods are promoted.
- ✔ Protection concerns related to fuelwood collection are identified and dealt with.
- ✔ Alternative strategies are developed to ensure both protection of camp residents and natural resource conservation.
- ✔ Lighting systems, either at the household level or around priority facilities such as latrines or washing blocks, should be provided and maintained.
- ✔ Plans are established for programmes to reduce environmental impacts, such as nurseries for future provision of fuelwood.

### ENVIRONMENTAL REHABILITATION

- ✔ Projects are put in place to rehabilitate the camp once people return home.
- ✔ Implementing agencies and national authorities have funds available for the clearing/decommissioning of the camp.
- ✔ Plans are drawn up, and agreed in advance, regarding any intended future use of the camp site and existing infrastructure.
- ✔ Reputable organisations and institutions are identified to rehabilitate the site and remove potential contaminants and physical dangers.
- ✔ The host community is consulted about rehabilitation of the camp area and site.
- ✔ Tree planting schemes are appropriately funded for an adequate time period.
- ✔ There is emphasis on using native trees.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

- Best Practice Guidelines for the on-site Decommissioning of Emergency and Semi-Permanent Raised Level Latrines from Sri Lanka
- Camp Coordination and Camp Management (CCCM) Cluster, 2014. Camp Closure Guidance
- Inter-Agency Standing Committee (IASC), Task Force on Safe Access to Firewood and Alternative Energy in Humanitarian Settings (website)
- ProAct Network, 2012. Environmental Considerations in Camp Phase-Out
- ProAct Network, 2012. Environmental Management in Camp Settings
- ProAct Network, 2013. Community Environmental Action Planning
- RedR. Latrine Decommissioning Training Notes from South East Asia

## REFERENCES


- Benfield Hazard Research Centre (BHRC), University College London (UCL), CARE, 2005. Guidelines for Rapid Environmental Impact Assessment in Disasters
- Maarten K. van Aalst. The Impacts of Climate Change on the Risk of Natural Disasters
- Office for the Coordination of Humanitarian Affairs (OCHA), International Federation of Red Cross and Red Crescent Societies (IFRC) and CARE International. 2009. Timber as a Construction Material in Humanitarian Operations
- ProAct Network, Office for the Coordination for the Humanitarian Affairs (OCHA) and Cooperative Housing Foundation (CHF), 2008. Assessing the Effectiveness of Fuel-efficient Stove Programming - A Darfur Wide Review
- ProAct Network and United Nations Environment Programme (UNEP), 2012. Darfur Alternative Energy Project
- The Sphere Project, 2011. The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response
- United Nations Environment Program (UNEP), 2006. Environmental Considerations of Human Displacement in Liberia: A guide for decision-makers and practitioners
- UN Refugee Agency (UNHCR), 1998. Refugee Operations and Environmental Management: Key Principles for Decisionmaking
- UNHCR, 2002. Cooking Options in Refugee Situations. A Handbook of Experiences in Energy Conservation and Alternative Fuels. A revised version will be available in 2014.
- UNHCR, 2002. Refugee Operations and Environmental Management. Selected Lessons Learned
- UNHCR, 2005. Environmental Guidelines
- UNHCR, 2007. Handbook for Emergencies
- UNHCR, 2014. Global Access to Energy Strategy (Forthcoming)
- UNHCR and CARE International, 2005. Framework for Assessing, Monitoring and Evaluating the Environment in Refugee-related Operations (A guide to CEAP)
- UNHCR and the International Union for Conservation of Nature (IUCN), 2005. Forest Management in Refugee and Returnee Situations. A Handbook of Sound Practices
- Women's Commission for Refugee Women and Children, 2006. Beyond Firewood: Fuel Alternatives and Protection Strategies for Displaced Women and Girls
- World Food Programme (WFP), 2012. Handbook on Safe Access to Firewood and Alternative Energy

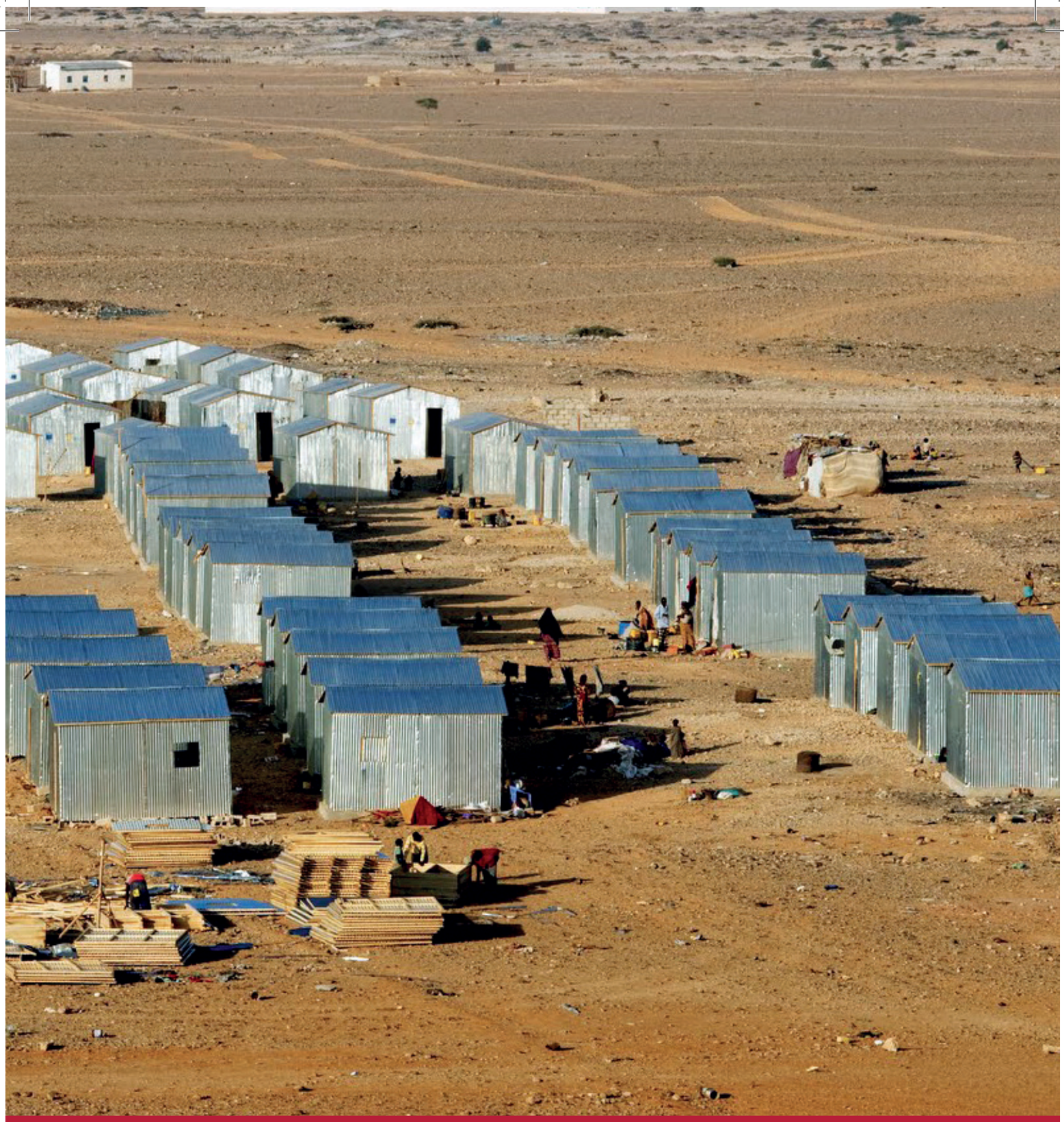


PHOTO: NRC

# CHAPTER 7
# CAMP SET-UP AND CLOSURE

## CORE MANAGEMENT TASKS

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Camps are a last resort and should be established only when other solutions are neither feasible nor preferable. In most circumstances they form spontaneously. In any case they are meant to be a temporary solution.
- The raison d'être for Camp Management is to provide assistance and protection to displaced communities. National authorities are responsible for fulfilling these objectives at every stage with support from humanitarian actors. In certain contexts the national authorities have the role of the Camp Management Agency.
- Setting up and closing camps require a great deal of input from camp planners, technical staff, national authorities, the camp population and the host community. The role of the Camp Management Agency includes ensuring that all stakeholders are involved and participating in the set up and closure of the camp.
- The camp's location, size, design and duration are context-specific. The location of a camp and how it is planned can significantly impact the residents' protection and access to assistance, while also affecting decisions about camp closure and phase out. Ideally, the Camp Management Agency is involved in selecting the camp's location, but in reality a large number of camps are self-settled and the Camp Management Agency's task is more related to improvement of the present site.
- Camp closure should be linked to durable solutions and be planned from the very beginning of a camp operation. The Camp Management Agency must also ensure the effective management of the camp's site as well as its environment, infrastructure and assets.
- Situations resulting from conflict and natural disaster are often unpredictable. People often remain encamped far longer than initially planned. Future eventualities and different scenarios need to be anticipated at the set-up stage. This includes allowing scope for population growth, repairs and upgrades, sustainability of resources and impacts on surrounding communities.
- Proper set-up or improvement of camp conditions is essential to prevent such occurrences as gender-based violence (GBV), floods and social tensions. Failure in setting up basic support structures has serious impacts on accountability and proper management of a camp.

## INTRODUCTION

The aim of this chapter is to provide the Camp Management Agency with insight into best practice in camp set-up/improvement and closure. It gives an overview of what is required to ensure camps are established with proper attention to site selection and site planning, that they are well maintained and that camp closure processes are developed early for the population's protection and the management of the site and its assets. This chapter acts as a reminder to help the Camp Management Agency ensure that the right questions are being asked and that their role and responsibilities are clear.

The location of a camp and how it is planned have a critical impact on the health, well-being and protection of the displaced population, as well as on the ability to manage daily activities, ensure participation and develop relations with the host community. Just as important as the physical location and layout of the camp is the process by which a camp is established, grows, changes, improves and ultimately closes down.

### CAMPS AS A LAST RESORT

In all cases, the first question to be asked is whether or not a camp is the most appropriate transitional settlement option for the displaced population. Camps are a last resort and should be established only when other solutions are neither feasible nor preferable. This can especially be the case if people are removed from their livelihoods and homes and their displacement is reinforced unnecessarily when they are no longer at risk from the hazard, whether natural disaster or conflict. If groups within displaced populations are staying with host families or are self-settled in rural or urban areas, there must be consideration given to the rationale for these decisions, and to what extent supporting such alternatives might be more appropriate than establishing a camp. For the purposes of this chapter, it is assumed that national authorities, involved agencies, and the displaced populations, will consider all options available. All actors must bear in mind:

- the need for efficiency in providing goods and services
- concerns about protection and health risks
- risks of environmental degradation
- the psychosocial impact of life in a camp
- impacts on the surrounding community.

While camps are often set up with the expectation that they will be short-term, planning should always aim for longer-term needs, expansion and unexpected eventualities. In addition, the needs of the host community should be considered in relation to the services, infrastructure and assets established

for the camp. Services and infrastructure, such as school buildings, community halls, roads, electricity cables or wells, may benefit local communities after the displaced population has returned. Conversely, buildings which have been degraded due to their temporary use as collective centres can have a negative impact on the local community. The eventual handover of such assets during camp closure should be defined and agreed with involved stakeholders from the outset. The planning of camp set-up/improvement and camp closure are interrelated from the beginning.

Although national authorities are ultimately responsible for camp set-up/improvement, and camp closure, the Camp Management Agency, with the support of the Cluster/Sector Lead Agency, must ensure all actions taken during the camp cycle are comprehensive, inclusive, well-coordinated and uphold the rights of the displaced population. It is important to note that in some contexts, especially during natural disaster related displacement, the camp management and camp coordination roles are more and more being carried out by national authorities.

## KEY ISSUES

### CAMP SET-UP/IMPROVEMENT

#### SELF-SETTLED CAMPS/SPONTANEOUS CAMPS

Often people have already fled and reside in self-settled/spontaneous camps when the first humanitarian assistance arrives. It is then a question of improving what already exists. Self-settled/spontaneous camps are often situated on poor and possibly hazardous sites, or situated too close to areas of insecurity. Permission to use the site chosen is usually informal and requires renegotiation. They are usually too dense and sometimes too large, requiring phased upgrading in order to meet international standards and local and international good practices, including introducing fire-breaks, surface water drainage and infrastructure such as schools, distribution centres, water supplies and recreational areas.

**WHEN A SCHOOL IS NOT A SCHOOL**

It is also common that buildings such as schools, warehouses, gymnasiums, factories, or local government facilities get used to temporarily house displaced populations. These are called collective centres and can either be self-settled or planned. Frequently there is pressure on internally displaced persons (IDPs) to vacate these temporary shelters before an adequate or alternative arrangement has been found. The Camp Management Agency should from the outset engage local government officials and other stakeholders on this issue.

Frequently schools are used to house IDPs after a disaster. There are many examples of this, such as the 2010 Thai floods, Cyclone Haiyan in the Philippines in 2013 and Tropical Cyclone Ian in Tonga in 2014. For the majority of a population, recovery starts the moment the storm passes. Some particularly vulnerable populations are unable to recover on their own and remain in collective centres.

As pressures mount to normalise the situation as soon as possible, it is common to find schools and other public buildings reopen for their normal purposes, leaving IDPs caught in the middle. The Camp Management Agency should ensure that:

- the issue is brought to the attention of the Cluster/Sector Lead Agency
- a unified position is developed and communicated to the host government and other stakeholders
- host communities and local government are engaged and kept informed about the situation and plans to restart normal activities in facilities occupied by displaced people.

Depending on the context, reorganising or relocating self-settled camps may not be as urgent as the immediate delivery of goods and services. If site planning is taking place after populations have settled at a site, some may be reluctant to relocate either to a new site or even within a site. It is important to try to understand their motivations. There may be reasons, perhaps related to ethnicity or places of origin, why groups have settled in certain locations that may not be immediately apparent or which may seem irrational. It is better to discuss their reasons with them rather than forcing people to move. High population density can be reduced by moving some shelters while leaving others where they are. People can still regroup according to underlying cultural arrangements.

Reorganising will make management easier, more efficient, more participatory and safer. Urgent consideration must be given to relocation or reorganisation if the population is in imminent danger due to where they are settled or when protection issues arise as a result of how the camp area has been constituted. It is also important to determine who has the right to the land on which the self-settled camp is located and to understand what land-use arrangements, if any, have

been put in place.

The reorganisation of an existing camp may also happen due to new arrivals, as a result of relocation from another camp or due to decreased population because of return. The Camp Management Agency will assume the same responsibilities when reorganising a self-settled camp and follow identical standards as used for planned camps. This is still done with the aim of improving living conditions, services and protection.

### PLANNED CAMPS

Generally, the camp set-up phase entails site selection and site planning. Ideally, sites are selected and planned before the arrival of the displaced population. In most cases, however, humanitarian actors arrive to find populations already settled and coping in whatever way they can. It is then more a question of improving existing conditions. In disaster-prone countries siting of the camp and several other preparedness activities can be planned and conducted in advance, in particular when displacement is seasonal, perhaps weather-related. These preparedness activities may include:

- building the capacity of national authorities
- establishing effective channels of communication with the local communities
- identifying land and buildings
- understanding issues around water, pastoral rights and access to arable land which may be used to host the displaced population
- pre-positioning of shelters (tents), food and non-food items.

### VOICE FROM THE FIELD - IT CAN'T ALWAYS BE AN EMERGENCY, MOVING FROM RESPONSE TO PREPAREDNESS

Namibia is a disaster prone country that suffers from seasonal flooding and resultant seasonal displacement. Floods in 2011 were a turning point for the country's response to this kind of displacement. The authorities recognised that camp planning and management is not just a question of emergency response, but requires seasonal planning and preparedness.

In 2011, approximately 17,000 individuals moved to camps after the floods. A government-led joint rapid assessment found that camp management was a critical gap. Recognising that this was a seasonal issue, it was decided that the focus had to be both on immediately providing adequate management and also strengthening the country's capacity to manage displacement. This needed an effective and efficient way to empower local actors to respond to similar challenges in the future. A Camp Coordination and Camp Mangement (CCCM) capacity building programme was implemented for national authorities and other key disaster risk management actors.

The strategy was based on a targeted CCCM assessment identifying specific gaps and challenges and contained:

- contextualised training package and tools
- national level advocacy campaign
- basic CCCM training for the immediate response
- subsequent training of trainers for building CCCM capacity in the long term.

Within six months the country had created its own cadre of CCCM trainers in key institutions at national, regional and local levels. In 2012, this cadre trained over 1,600 camp responders.

Namibia remains disaster-prone and still faces the risk of seasonal displacement. With the lessons learned from 2011 and the continuous efforts to strengthen CCCM as an integral part of disaster risk management, for the short and long-term, the country is now better prepared for future disasters displacement.

### SITE SELECTION FOR PLANNED CAMPS

The selection of a camp site is dependent on many factors, including the size and conditions of the site and the availability of resources; the safety, security and protection it offers and cultural and social considerations. In addition, choosing a site involves consideration of access, coexistence with surrounding communities, the geology and topography, trees and vegetation, the potential impact on the environment, environmental causes of disease and other public health issues. Sites are sometimes allocated on the basis of being land or structures of low value

and hence less suitable than elsewhere. The Camp Management Agency and the Cluster/Sector Lead should advocate for the best solution available, taking into consideration standards, resources and cultural and social issues.

**HAZARD MAPPING**

The first consideration in site selection is safety from hazards, for example floods, hurricane and earthquakes. Thus integrating hazard mapping is required. Sites are often made available for displaced communities simply because they are initially inappropriate for human habitation.

For more information on hazards, see Chapter 12, Safety and Security.

**SPECIFIC SITE SELECTION CONSIDERATIONS FOR COLLECTIVE CENTRES**

When setting up collective centres it is crucial, with expert help, to consider:

- Conditions of the building, such as water and sanitation solutions within or outside the building, the state of electrical wiring and fuses and cooking and heating facilities
- Characteristics of the building: existing or possible to create separation/privacy of living units and communal areas. Enclosed spaces must have proper dimensions for their intended use
- Use of the building: if currently used for education or healthcare the impacts on current use should be considered. If unused, such as inactive hotels, warehouses or factories, they may be structurally unsound
- Ownership of the building: privately owned structure, often with high risk of eviction and forced secondary displacement, state or social ownership in general is an appropriate option. If collectively owned, often the management structure may become an obstacle
- Size: for buildings with under a 100 residents access for humanitarian can be more problematic, but generally there is a higher social solidarity and lower security of gender based violence (GBV). For large collective centres with over 100 resident, humanitarian assistance can be provided to high number of residents , but there might be higher security and GBV risks and reduced solidarity
- Duration of use: in case of long term displacement, potential for increasing living space should be considered.

Adapted from Chapter 8, Collective Centre Set-Up, Collective Centre Guidelines, page 58.

## Location

***Security***

A camp's location could enhance or jeopardise the protection of displaced populations. Protective factors include host communities with strong ties to the displaced population, proximity to responsible security forces and ample resources. Negative factors include proximity to hostile communities, proximity to rebel bases and areas where there are already strained resources. Preferably a camp should be located at least 50 kilometres or one day's travel on foot from any front line, border, mined area or other hazards. In addition, when a camp is located near mined areas, intensive mine awareness should be conducted for the camp population by the Camp Management Agency or other specialised agencies.

For more information on security, see Chapter 12, Safety and Security.

***Access***

Sites must be easily accessible in all seasons in order to ensure the regular provision of relief supplies, mobility to pursue livelihoods and access to essential services such as health care. When the camp is near to services which existed prior to the camp being established, negotiations will be required with the national authorities and the community to ensure that the camp population has equal access.

***Environmental Impact***

Sites should not be identified near national parks, wildlife sanctuaries, conservation areas or potentially vulnerable ecosystems, such as lakes, forests or in watershed catchment zones. Ideally, each camp should be situated at least 15 kilometres or a day's walk from such a site. If no alternative option is available, then precautionary measures need to be planned, such as supporting rangers to prevent incursions. Distance from areas of particular importance for religious or traditional festivals, monuments, historic buildings, memorial sites and cemeteries should also be considered.

Some issues are not as easy to identify. In areas where space is scarce, it is likely that the site has been abandoned or never used for a good reason such as the presence of landmines, contamination, natural hazards like flooding and landslides, or contested ownership. Advice should be sought from local planning offices, demining agencies, rural development institutions and agricultural ministries.

Dealing with waste, solid or liquid, is another main concern, although many solid wastes are recycled within the camp. Attention needs to be given to ensuring that surface and underground water sources are not polluted and that the disposal of solid waste is carried out properly, either in designated pits within the camp, or off-site if necessary. Waste from hospital or small-scale industry might need special treatment such as incineration. For collective centres existing sanitation facilities should be assessed and strengthened if required since they were likely not designed to support the population subsequently utilising them.

For more information on waste disposal, see Chapter 14, Water, Sanitation and Hygiene.

Consideration needs to be given to grazing, water and space required for potentially large herds of livestock that may accompany displaced persons. Their herds can potentially be a source of conflict with local communities as large uncontrolled numbers of livestock can quickly lead to competition for scarce resources, soil compaction and erosion. Basic infrastructure to slaughter animals might need to be considered based on local norms, religious requirements and potential risks to public health.

Raising awareness regarding some of the most common recurring environmental issues of communal living can help alleviate tensions and contribute to overall environmental management during all phases of an operation. Local rules and regulations need to be respected by all those involved.

For more information on environment, see Chapter 6, Environment.

### Conditions

***Size***

According to the Sphere Project the minimum space required per capita is 45m$^2$, including roads and footpaths, communal cooking areas, educational facilities, recreational areas, sanitation, firebreaks, administration, water storage, distribution areas, markets, storage and limited kitchen gardens for individual households. Where the communal services are provided by already existing facilities outside the camp the minimum surface area is 30m$^2$ for each person. According to UNHCR Handbook in Emergencies the recommended minimum surface area per person is 30m$^2$ including public space, such as roads and paths, market areas, health care facilities, schools and administrative buildings. If conditions and culture allow for agricultural activities such as maintaining garden plots or raising small animals, 45m$^2$ is considered the minimum per capita.

In general, camp populations should not exceed 20,000 to ensure proper provision of services and social cohesion. However, large-scale displacement and/or a lack of suitable land may require that camps accommodate significantly more individuals, in which case new neighbourhoods should be developed. An absolute maximum population size should be determined and made clear to the national authorities early on and when a certain trigger point is reached, such as 75 per cent of the capacity, efforts should be stepped up to ensure a new location is identified and prepared for new populations.

Natural population growth should also be taken into account, which will typically be an increase of 3–4 per cent per year. It is important to keep in mind that populations in high density sites are exposed to many additional hazards, as well as risks of psychosocial distress.

**VOICE FROM THE FIELD - SIZES AND TYPES OF COLLECTIVE CENTRES IN LEBANON, 2013**

To respond to the influx of Syrian refugees in Lebanon several types of collective centres were established. Schools, public meeting rooms and unfinished private premises were upgraded according to standards and used to host the most vulnerable among the refugee community. The sizes of the collective centres varies a lot. The largest ones shelter approximately 170 families (850 individuals), others approximately 60 families (400 individuals) and 20 families in the smallest centres (100 individuals).

***Geology and Topography***

A gentle slope with a gradient of between two and six per cent will facilitate natural drainage and agricultural activities. Flat sites may have drainage problems and lead to the accumulation of standing water and thus become breeding grounds for disease-carrying vectors such as mosquitoes. Areas with a gradient greater than six per cent are also not acceptable due to the lack of suitable building surfaces, the risk of landslides and run-off problems.

For more information on vector-borne diseases and vector control, see Chapter 14, Water, Sanitation and Hygiene.

Soils which easily absorb surface water are preferred, in particular for the construction and proper functioning of latrines. If soils are too sandy, latrines and other structures could collapse. Excessively rocky ground will hinder shelter and latrine construction, and make gardening difficult. In general, the main structures of the camp should be at least three metres above the rainy season water table.

### Availability of Resources - Water, Fuelwood and Construction Materials

The availability of water is likely to be the most important criteria in determining a site's suitability. Short supply can cause outbreaks of disease and death, as well as conflict. Before a site is selected, it is important to calculate the estimated daily water needs of the camp.

Water in sufficient quantities must be available and accessible year round. Groundwater and surface water levels may be deceptively high in wet seasons, but extremely low in dry seasons. The use of water tankers or pumping water over long distances should be avoided if possible because it is costly and vulnerable in terms of breakdowns and security.

In general, water quality is less of an issue during site selection than water quantity since many effective treatment options are available to cope with sedimentation and purification. However, this is not the case with heavy metals contamination, which warrants specific testing.

For more information on standards and indicators for water supply, see Chapter 14, Water, Sanitation and Hygiene.

Fuel for cooking and/or heating is another important resource to be considered. A survey may be required to assess expected cooking and heating needs of the population, especially if wood is the main fuel source. It is important to understand the capacity of the local environment or economy to meet firewood needs. In most situations, fuel-saving stoves and energy-saving practices should be introduced and other wood-saving alternatives explored.

The wider environment extending 15 km/one day's walk – return journey – from the camp should be assessed for the availability of fuel wood.

**FUELWOOD USE**
Approximate fuelwood use per person day: 0.6-2.8 kilograms depending on climate, food sources and culture.

**FUEL WOOD AND SEXUAL VIOLENCE**
In insecure environments, fetching fuel wood is often a dangerous daily exercise for women and girls. The lack of sufficient firewood near the camp site is normally the reason for women to travel longer distances, often risking abuse, sexual violence or harassment. Alternatives, including introduction of fuel-saving stoves, which can help to minimise this problem, are outlined in Chapter 6, Environment.

The availability of construction materials should be assessed when selecting a site. It must be determined what materials are traditionally used, their availability at the new site or, if those materials are not available, what the alternatives are.

If assessments show that it will not be environmentally destructive, the Camp Management Agency should organise the procurement of building materials from the host community. This will likely be more efficient than if the displaced population gather materials themselves. Such a scheme can also cut costs and build a good relationship with the host community by offering them economic support. If, however, this is not possible, materials should be sourced elsewhere. Caution should be exercised to ensure that materials for construction have been obtained from a sustainable supply or supplier, and ideally, that wood is certified by a credible agency.

**Trees and Vegetation**
Trees, vegetation and topsoil at the site should be preserved to the extent possible in order to provide shade, reduce soil erosion, cut down on dust and speed the eventual rehabilitation of the site. Tree and vegetation planting should also be planned and encouraged.

For more information on environment, see Chapter 6, Environment.

**Environmental and Disease Risks**
Sites vulnerable to flooding, high winds, significant snowfall and other environmental risks should be avoided. In some cases, these risks may not be evident until a new season approaches. Consulting with national authorities can help prevent or at least predict environmental risks.

Some health risks such as malaria or river blindness may not be immediately evident. Health agencies involved in the Site Development Committee (SDC) should visit local clinics to identify possible health risks typical for the area.

For more information on health-related issues, see Chapter 16, Health Care and Nutrition.

**USE OF GEOGRAPHIC INFORMATION SYSTEM (GIS) TECHNOLOGIES IN CAMPS**
GIS technology is used in camp management to map the geography of the camp site in relation to information about key infrastructure and population data. For example, GIS enables a camp planner to map the relationship between a water point and the shelters within 500 metres. This then shows which sections of the camps are not meeting minimum standards for access to water.

GIS is a powerful tool with capacity to map detailed demographic information where groups or individuals live in the camp. When using population data, it is therefore essential to consider protection issues and ensure that data is sufficiently aggregated so that persons at risk remain anonymous.

For example, mapping survivors of GBV at the shelter level would show the precise location of the survivors' shelters even though their names would not be available. It is therefore crucial that the usefulness of the information mapped with GIS is weighed against programming needs, principles of data confidentiality and the privacy of the persons concerned.

In addition, GIS is very useful in determining risks and analysing the geomorphology of locations.

### Cultural and Social Issues

The cultural and social context of the displaced population is an important factor in site selection. They are often considered as second priority when national authorities are urgently identifying a suitable site.

Camp staff must understand the disorientation or stress a community may experience upon relocation to a new and unfamiliar area, as well as understand the stress a surrounding community may also face. Examples include:

- pastoral groups now forced to live in a communal environment
- formerly urban populations who now find themselves living in a semi-rural camp environment
- relatively well-off communities now sharing cramped accommodation in a collective centre
- ethnically, religiously, or geographically different groups now sharing space and resources.

It is important to ensure that the displaced community provide input on how the layout of the site can be made as culturally and socially appropriate as possible. This should allow for familiar norms, behaviours and rituals to continue in the camp. Where appropriate, there should be psychosocial support and training for camp staff.

There may be competition over resources between displaced and host communities but they often mutually benefit through business, labour exchange and trade. Particular caution should be taken where camps are created due to ethnically-fuelled conflicts. Overwhelmingly large camps should not be placed next to smaller host communities. An assessment of the host community's capacity to cope with the camp should be done as camp size, composition and requirements change.

Livelihood options for camp residents should be considered during site selection. Options could include vegetable gardens, small-scale farming, animal husbandry, handicraft making, shop-keeping, provision of services and, most importantly, trade or job opportunities in the local community. Many camps are not situated in rural areas and the reality of livelihoods in a collective centre is different than where there is access to land. Camp residents, frequently originating from rural areas, may be unable to adapt to the urban labour market or access apprenticeships and vocational training opportunities, wage employment or self-employment opportunities within the host community.

For more information on livelihoods, see Chapter 18, Livelihoods.

### Availability of Land or Buildings

Different stakeholders often have their own interests in identifying certain sites and avoiding others. Consequently, displaced populations can be settled in isolated, remote or otherwise inappropriate sites purportedly for reasons such as security or avoiding conflict over local resources.

Once a possible site is identified, it is important to clarify land-ownership and land rights. In some countries these rights may not be documented, or the land may be held under customary rights. In these instances it is important to involve local communities and leaders. Traditional land-use rights are highly sensitive. The validity of a formal agreement with national authorities to use a site may be contested by both displaced and host community leaders. Often, sites are provided on public land by the national authority. However, if the land is privately owned, the national authorities should also take the lead in negotiating compensation for the owners. Any use of private land must be based on formal legal arrangements made by the state and in accordance with national laws. Most refugee and IDP operations last longer than initially planned. Therefore it is important to secure the land for a long period of time, which might require including a renewal clause in the agreement, in order to avoid future relocation of the camp.

Site identification will usually be based on a compromise between the interests of all stakeholders. Some potential conflicts over land or buildings may be seasonal and not immediately apparent during assessment, including access needs for seasonal pastoral herd movement or the school calendar. Some key questions to be asked are:

1. If the site or the building is not already being used for settlement, why not?
2. If the site or the building is being used for some purpose (grazing fields, schools, health centres), what will happen if a camp is set up instead? In the case of a building, where will the previous activities continue and what will be the social, political, security and economic consequences if these activities cannot occur elsewhere?
3. In the case of a building, can the structure be modified and how authorisation to do so can be obtained?

**HAZARDOUS SITES/BUILDINGS**

When selecting a site for shelter purposes, the following sites/buildings must be avoided if they are:

- prone to disasters associated with natural hazards such as floods or landslides
- affected by environmental degradation, for example deforestation or decrease of water sources
- contaminated by industrial pollution such as soils polluted by chemicals or improper containment of wastes causing leakage into groundwater and waterways
- high health risks, for example school buildings located near open air defecation sites or mosquito-infested swamps
- close to risks of landmines and other explosives such as unexploded ordnances (UXOs) or explosive remnants of war (ERWs).

A Memorandum of Understanding (MoU) may be prepared wherever possible by the Cluster/Sector Lead Agency and the national authorities to outline all agreements, as well as the rights and responsibilities of all parties regarding the establishment of a camp. All issues pertaining to the establishment of a camp should be fully discussed with the host community so that there is a common understanding of what the camp community needs and their impact. The host community's

national and local protocols, including norms and values, should also be articulated.

If possible, the Camp Management Agency should participate in preparing the MoU and should always have a copy available. Additionally, the Camp Management Agency should make sure that its staff and the camp population understand what is outlined in the MoU. The document should be translated into the local language and shared with the concerned populations using different means to ensure that all groups in the displaced population have equal access to this information.

**RENT AND PURCHASE OF LAND**

Renting or buying land or buildings to host displaced populations may have a negative impact on vulnerable households who are not displaced and renting their accommodation. They may be evicted from their lodging by opportunist owners wanting to obtain higher rents from the humanitarian community. It may also have negative long-term consequences for the local land and housing market. Instead, land or buildings should be provided with the fully informed consent of national authorities and stakeholders.

## SITE PLANNING

The Cluster/Sector Lead Agency may likely form a committee, often called the Site Development Committee (SDC), involving all relevant stakeholders and technical experts. Even as different sites are being considered and the legal issues worked out, the SDC must start to plan the actual camp.

**ONE APPROACH - STARTING WITH THE PHYSICAL SITE**

The first stage with any site planning or re-planning is to identify and then calculate the available usable space, and hence population density. This is done by clearly defining the perimeter and removing any areas within the site that should not be used on account of flood risk, gradient or any other hazards or existing infrastructure. Often sites are too small for the intended populations and time is required to advocate for either additional space or secondary sites. If a site is too dense it will have significant impacts on the health, security, privacy and dignity of those living within it.

Once perimeters are established site planning should then focus on contours, drainage and access plans, establishing zones of use and a road system which will often double as a system of fire breaks.

In the case of a site that has already been settled, a decision needs to be taken as to whether it should be upgraded within the existing settlement – by negotiating enhanced access, drainage and services within the existing site – or whether a full re-planning exercise is required, sequentially moving all households within the site.

For new sites this is the time to think about plot sizes and community layout.

For collective centres, fire access, security features such as walls/barriers on higher floors and basic infrastructure cleaning and finishing may well have to be fitted or retro-fitted. Again, once the basic services are in place, individual family subdivisions may be provided.

### Another approach - Starting with the Family

The key to effective site planning is starting with the smallest building blocks of the camp – the individual and household. This will ensure that critical issues such as spacing and services will be adequately addressed.

Using the decentralised community approach, the SDC would first discuss with the community at the smallest unit, usually a family or a household, and then expand to those they normally relate to and live near, until a clear pattern evolves. For new sites UNHCR's handbook recommends a U-shaped or H-shaped cluster pattern. For collective centres, defining how to create privacy within larger rooms housing multiple families will be required. Family units may be surrounded by shared facilities such as latrines, wash/laundry areas or recreation and meeting spaces.

The table below shows an example of how family units can be clustered to become communities, blocks, and larger units, up to the camp level. This is for a maximum size of 20,000 people, but may have to be modified depending on the predicted size of the camp and other factors such as different groups occupying the same camp.

### COMMUNITY BUILDING BLOCKS (MODIFIED FROM UNHCR EMERGENCY HANDBOOK 2007)

| Smaller units | Larger units | Approximate no. of people per unit |
|---|---|---|
| 1 family or household | | = 4-6 people |
| 16 families or households | ➔ 1 community | = 80 people |
| 16 communities | ➔ 1 block | = 1,250 people |
| 4 blocks | ➔ 1 sector | = 5,000 people |
| 4 sectors | ➔ 1 camp | = 20,000 people |

**ADDRESS SYSTEMS**

As the general layout of the camp becomes clear, an address system should also be developed. This should allow identification of sectors and blocks, down to family shelters in order to facilitate planning. Eventually, this becomes critical to identifying persons with specific needs and community leaders. Using symbols, pictures or colours in conjunction with written names or numbers will make it easier for children and non-literate people to find their way around the camp. An example of an address system is as follows:

Sector – Latin numerals (1, 2, 3…)
Block – Capital letters (A, B, C…)
Family Shelter – Latin numerals (12, 13, 14…)

Communities are generally skipped in the address system so that addresses do not consist of too many divisions. Thus a family's individual shelter may be 3-C-54 (Sector 3, Block C, House 54).

While Roman numerals – I, II, III, IV – are sometimes used, it should be noted that they are not recognised as numbers when put into databases.

### Site Planning in Relation to Persons with Specific Needs and Groups at Risk

Every society has ways of coping with persons with specific needs, such as older persons, small children and babies, those with impaired mobility and others at heightened risk, such as women. The Camp Management Agency must identify those coping mechanisms and help support them. Likewise, the Camp Management Agency must work with protection agencies to identify and fill gaps in provision for those who may be especially vulnerable or whose specific needs are not being adequately cared for. In many situations, vulnerable individuals such as unaccompanied minors are cared for by host families who may require additional support.

In some situations, it is culturally more appropriate for groups at risk to be settled in special shelters, for example, female-headed households in one cluster. In general this is discouraged as it isolates these groups and leave them without the protection of the community at large.

### Demarcation of Larger Features

After family units and communities have been roughly planned for, and any urgent reorganisation of existing shelters has taken place, the family shelters and communal features are mapped against existing features such as rivers, rocky areas or existing roads.

Site assessments should identify potential future problems and prevent key services such as health, education, water and sanitation facilities being established in unsuitable locations. Assessments could identify the need for drainage, firebreaks and possible expansion areas and assess the sustainable use or possible overuse of local natural resources.

The following table can be referenced for general guidance with regards to communal camp-wide features. These are merely for reference, as other sector chapters carry more specific information that experts need when planning and constructing individual features. While national standards will be used in some cases, these are taken from Sphere, UNHCR, United Nations Educational, Scientific and Cultural Organisation (UNESCO) and the United States Agency for International Development Field Operations Guide (USAID FOG).

| | Type of facility | No./person | Comments |
|---|---|---|---|
| Camp Areas | Total Open Space | 30–45 $m^2$ per person | |
| Living Areas | Covered Space | 3.5 $m^2$ per person | |
| | Firebreaks | 50 metres of empty space every 300 metres of built-up area | |
| | Water Points | 1 per 80-500 people depending on type and flow rate | 100-500 metres from any one dwelling; gravity-fed systems on higher ground |
| | Latrines | 1 per household to 1 per 20-50 people | 6-50 metres away from house if too far away won't be used, 30 m from water sources |
| | Washing Facilities | 1 per 100-250 people | |
| | Lighting in<br>- sanitation areas<br>- on walking paths<br>- in child-friendly spaces | | To promote protection, ensure safety and permit use of the facilities at night |
| | Refuse Bins | 2 per community | 1 100-litre per 10 families where not buried, 100 metres from communal areas |
| Health Care Facilities | Referral Hospital | 1 per 10 camps (200,000 people) | |
| | Lighting | | To promote protection, ensure safety and permit use of the facilities at night |
| | Health Centre | 1 per camp (20,000 people) | |
| | Latrines | 1 per 10-20 beds and 1 per 20-50 out-patients | Centralised, but with adequate access for ambulances and other transport |
| | Medical Waste Facilities | | |
| Feeding Centres | Feeding Centre | 1 per camp (20,000 people) | |
| | Latrines | 1 per 20-50 adults and 1 per 10-20 children | |
| | Lighting | | To promote protection, ensure safety and permit use of the facilities at night |
| Schools | School Block | 1 per sector (5,000 people) | |
| | Classroom Size Guidelines: | In general the standard size for a class-room for 40 students should be: 6.20 x 5.75 metres to 6.20 x 6.50 metres | |
| | Pre-primary Classes | Up to 40 students=1$m^3$/student; up to 48 students=0.74$m^3$/student | |
| | Lighting | | To promote protection, ensure safety and permit use of the facilities at night |
| | Classes 1-3 | Up to 40 students= 1m3/student; up to 48 students= 0.83m3/student | |
| | Classes 4-6 | Up to 40 students=1m3/student | |
| | Tent Class-room Guideline: | 55 square meter tent can accommodate 40-45 children | |
| | Latrines | 1 per 30 girls and 1 per 60 boys | |
| Markets | Market | 1 per camp (20,000 people) | |
| | Latrines | 1 per 20-50 stalls | |
| Distribution Points | Distribution Point | 4 per camp (20,000 people) | On higher ground to facilitate walking with heavy items |
| Graveyards | Graveyard | | 30 metres from groundwater sources; de-termine if space is available within host community |
| Reception/ Transit Areas | Latrines | 1 per 50 people (3:1 female to male) | |
| | Lighting | | To promote protection, ensure safety and permit use of the facilities at night |
| Administration Areas | Including offices for government authorities/security, UN agencies, NGOs, meeting areas and warehouses tracing service | | |
| | Usually near entrance so trucks are not driving in the camp and for warehouse security | | |
| | Latrines | 1 per 20 staff | |
| | Lighting | | To promote protection, ensure safety and permit use of the facilities at night |

### LIGHTING IN CAMPS

Communal lighting is often needed and installed for a variety of purposes in camps. Lighting improves the usability of facilities at night, and promotes protection through a sense of physical security from people with bad intentions or wildlife. Wherever reasonable, lighting should be provided at key locations such as sanitation facilities, entrance/exit locations and main junctions/areas, roads and pathways, camp offices and medical centres. In all cases these instillations need to be developed according to a plan, with budgets for long-term maintenance.

At household level, personal handheld lighting is often provided. It should be noted that handheld lights have a variety of uses and should complement well planned interventions and referral systems aimed at reducing GBV.

Some higher cost solar lighting units also provide opportunities to charge mobile phones.

In addition to these features, the following should also be taken into consideration:

**Roads and Pathways**
Besides the main access roads, a camp needs to have internal roads, crossings and pathways, which connect the various sectors, blocks and communities. Paths and roadways are often the places where most of the population will communicate with each other and establish informal markets, but they also act as the entry and escape routes for persons committing crimes. A balance must be found between privacy and protection and quick access to emergency vehicles and good lines of sight for security patrols. All roads and pathways need to be cleared of surrounding bushes.

Camp communities situated near centralised facilities or larger infrastructure will have proportionally greater amounts of traffic from the camp population passing their shelters. Communities further away from central facilities may feel isolated. There may be a more rapid turnover of population or more abandoned shelters. In both cases, the different security risks need to be analysed and mitigated.

**Communal, Commercial and Recreational Areas**
Open spaces and recreation fields, general meeting areas and space for religious gatherings should be identified. Sufficient space should be considered for current and future market requirements. Children and adolescents need sufficient playgrounds or child-friendly spaces, which must be easily accessible for all, including children with disabilities. It is advisable to focus specifically on the needs of adolescents, such as football fields or social clubs. If possible, playing fields should be located at a lower height than shelters, because there will be an increased run-off of surface water as a result of necessary removal of vegetation. For security reasons, recreational areas should be relatively centrally located, cleared of surrounding thick bushes and at safe distance from roads used for heavy traffic.

**Agriculture and Livestock**
Additional land for livestock keeping or large-scale agriculture must be considered where a community has active agriculturalists or a strong tradition of animal husbandry. Livestock should be outside the camp to minimise health risks. Special efforts must be taken to provide separate water points, ensure hygiene at such sites, prevent animals from wandering uncontrolled through the camp and prevent transmission of disease to local herds.

An approach must be developed with the national authorities and the local community to engage camp residents to the extent possible. If camp residents focus on agriculture, some technical assistance might be required to enable farmers to diversify their crops or to help them adapt to environmental conditions with which they may not be entirely familiar. Informal arrangements between displaced people and host communities are also commonly observed.

### PUSH AND PULL FACTORS

The terms 'push' and 'pull' factors are often used in the humanitarian field. In the context of a camp:

- a 'push' factor would be a feature or event that pushes a person away from or encourages a person to leave the camp environment. Reasons for this may be community conflicts, unfavourable conditions, oppression, pressure to vacate a building or land, disregard of human rights or a lack of assistance and services.
- a 'pull' factor would be a feature or event that attracts a person to the camp. Reasons for this may be better living conditions and service provision, protection issues and family or community reunification.

## CAMP SET-UP/IMPROVEMENT RESPONSIBILITIES

The responsibilities of the Camp Management Agency involve both site selection and site planning activities as outlined above.

It is primarily the responsibility of national authorities to identify a site in which a camp should be located in order to ensure that the displaced populations enjoy exclusive rights to use selected sites. In most scenarios the national authorities will also take the lead in negotiating compensation for land that is privately owned. Some officials may, however, not be aware of or concerned about site selection criteria, which can determine structural suitability, safety considerations or technical requirements for water and sanitation services. The Camp Management Agency might also come across housing, land and property issues in connection with the site selection, water, pastoral and agricultural access for the camp population. Very often it can be difficult to determine who has the right to the land and also to establish the boundaries of the site.

The Cluster/Sector Lead Agency usually discusses with and supports national authorities in partnership with other key

stakeholders, including the Camp Management Agency. They should be able to advise and comment on technical assessments and advocate for the needs and rights of the camp population. When the SDC is established, it should ideally consist of the Camp Management Agency, the planning and surveying national authorities, service-delivery agencies, technical experts, UN agencies, security forces, host community leaders and representatives of the displaced population. This will create the highest feeling of ownership for all involved.

During the camp set-up/improvement the Camp Management Agency should:

- contribute to the SDC with its professional expertise on issues of planning and set-up
- assist the Cluster/Sector Lead Agency with analysis and decision-making based on the data presented. Once the camp is officially established, the SDC may either disband or refocus on planning the phased development of the camp
- ensure continuous monitoring of how the camp set-up/improvement is working for the residents, staff and host community, adapting and coordinating as necessary
- facilitate the contribution of displaced persons and their hosts to site selection, camp planning or improvement. Failure to include these groups can lead to poor relations, unrest, and even violence. As much as possible, women, minorities and groups at risk or with specific needs should be represented on the SDC
- support and coordinate the construction, repair and upgrading of shelters, infrastructure and facilities with due regard to security and cultural considerations and gender segregation
- plan for the effective distribution of goods and services. This will require an understanding of livelihoods, cooking and hygiene practices
- develop a shared understanding at the planning stage of how distribution centres, social buildings and infrastructure such as roads, culverts and drainage channels will be used, managed and maintained.

## CAMP CLOSURE

The closure of a camp is a context-specific process. It can take place for a variety of reasons, and in a diversity of ways or stages ranging from planned and orderly closure influenced by organised return movements or dwindling donor support, to abrupt and chaotic closure due to security threats or government coercion. It may sometimes be the case that while assistance and service provision phase out, the camp itself does not close, in terms of the removal of its infrastructure or its function as a community. It may itself become a viable permanent settlement, town or site of economic or social activity. It may also simply return to its previous function.

Whatever the circumstances around camp closure, careful planning and extensive coordination is crucial and should be carried out by the Camp Management Agency in collaboration with national authorities and other key stakeholders. Together they should ensure substantive participation of the camp and host populations in the process.

This part of the chapter will focus on actual camp closure, while cross-border activities or reintegration and rehabilitation assistance are only touched upon in connection to groups at risk.

### CHALLENGING PHASE

Camp closure can be a particularly challenging phase for a Camp Management Agency. It occurs at the end of what has often been a long and complex process. It is usually a time when people are tired, when camp residents and staff are anxious about the future and when other agencies and support are exiting or have already left. It can also be a time when budgets and resources are low. Once it is announced that a camp and/or a camp management operation will close and phase-out will begin, there may be an almost immediate downturn in energy and focus. At a time when renewed focus is needed to ensure that camp closure is carried out responsibly, the Camp Management Agency may find it particularly challenging to ensure for assistance and protection of the community and the management of the site in its final days.



### DURABLE SOLUTIONS

A principal task of a Camp Management Agency is to work with key stakeholders in the camp response, to ensure the identification of durable solutions for the camp population. The term durable solution is used to describe the process when displacement comes to an end. As mentioned in Chapter 1, there are three types of durable solutions:

- return to place of origin
- local integration into the community where the displaced population has taken refuge
- resettlement in another part of the country or into another country.

The Camp Management Agency, in coordination with the Cluster/Sector Lead Agency, plays a facilitating role in conducting training and/or disseminating information at the camp level concerning durable solutions, the right to voluntary return and the corresponding duties of the national authorities. States have the primary duty to establish conditions which allow displaced persons to benefit from durable solutions voluntarily, and in safety, security and dignity.

## VOLUNTARY RETURN

In order to be considered voluntary, a decision to return must be free and informed. It is essential that the displaced population have access to accurate, objective and updated information about the situation in their country or areas of origin, displacement and/or resettlement. Voluntary return is often spontaneous. Once the decision to leave the camp has been made, it can take place en masse very quickly or in smaller numbers over a longer period of time. Voluntary return may also be an organised effort planned by national authorities and humanitarian agencies when conditions for return are considered conducive.

Voluntary return or repatriation, ensuring compliance with the necessary preconditions of safety, security and dignity, involves a range of conditions that should be met. Safety and security conditions must be ensured both during and after return. These need to be measured against the following criteria:

- physical security, such as protection from armed attack or any physical threats
- material safety, such as access to land, property and access to a means of livelihood
- legal safety, such as equality before the law, not being discriminated against as a result of having been displaced and having full access to resources and restoration of previously held rights.

While there is no universally accepted concept of the term dignity, in practice it means that the needs, thoughts and wishes of displaced communities are respected. It means that displaced populations are free from harmful or degrading treatment and are treated in accordance with international standards and laws.

It is the role of the Camp Management Agency to coordinate closely with national authorities and the Cluster/Sector Lead Agency, to advocate for the conditions for an appropriate voluntary return process and to inform the camp community of the roles and responsibilities of those involved.

During voluntary return, freedom of movement must be guaranteed throughout. This implies that displaced people should be allowed to either return or to resettle voluntarily in another part of the country. Displaced people must be able to return unconditionally and travel at their own pace. Family unity must be considered at all times. When necessary, special considerations should be given to groups at risk. Displaced people should be permitted to bring their moveable possessions with them. Planning for voluntary return should also consider schooling, planting seasons, and the economic viability at the place of origin.

### VOICE FROM THE FIELD - PROTRACTED DISPLACEMENT AFTER NATURAL DISASTERS IN THE PHILIPPINES, 2014

Quite often after a natural disaster, the vast majority of a displaced population returns to their place or origin within days or even within hours in order to begin the recovery process. Those who do not return shortly after an event may have an impediment to self-recovery which needs to be identified and resolved. Post natural disaster experience in the Philippines shows that:

- individuals or families may be extremely vulnerable and require more substantial assistance than simply the receipt of humanitarian assistance such as a shelter kit
- families may have been informal settlers and agricultural workers previously living on farms or plantations that have been destroyed, thus removing livelihood opportunities
- families may not have been home owners but rented land and are not given permission to rebuild in previous places of residence
- groups of families, perhaps comprising the entire population of a collective centre, lived in a location now deemed a no-rebuild zone, thus making if far more difficult for them to receive recovery support at that location.

Each one of these issues must be understood and durable solutions need to be identified. Solutions for these particular caseloads need to be prioritised by the Cluster Lead Agency and national authorities. It is the responsibility of the Camp Management Agency to first understand impediments to return and communicate them to the appropriate authorities.

Although the Camp Management Agency must always liaise with community leaders on return and repatriation issues, consulting leaders alone is not sufficient. Their views may not represent the aspirations of all and there is a risk that collective decision-making in terms of security or livelihoods may overrule individual needs. This can be particularly true with groups at risk who fear being left behind.

## SPONTANEOUS RETURN

Spontaneous return may be triggered by changes in the home areas or in the areas of displacement. Vulnerable populations seeking to return should be prioritised, while ensuring that protection and assistance continues for those who do not return.

Displaced people may decide to return or depart for other areas even when conditions en route or at the selected destination are insecure. The Camp Management Agency should aim to identify motivations for return or departure. This may highlight other issues, such as political or military motivations or increased tensions. It may also indicate that certain groups feel discriminated against or made insecure by the presence of

other groups within the camp. Overall conditions of continued hardship, such as lack of sufficient food and water or other services, may also force people to leave.

Issues around hardship, security and increasing tensions must be addressed by the Camp Management Agency in coordination with key stakeholders. Whether or not to advise against return is context-dependent and should be decided in consultation with the Cluster/Sector Lead Agency, service providers and the national authorities.

The term spontaneous return may also be used to describe people choosing to return on their own rather than as part of agency-organised return programmes.

**VOICE FROM THE FIELD - MOVEMENT AND VOLUNTARY RETURN IN NORTHERN UGANDA: A REPORT BY HUMAN RIGHTS FOCUS**

After being displaced by the Lord's Liberation Army, displaced Acholi want to go home, and are doing so despite a lack of water, roads, building materials, tools and information. Voluntary return is a right enshrined in Uganda's National IDP Policy which affirms state commitment to promote the right of IDPs to return voluntarily, in safety and dignity, to their homes or places of habitual residence. It is the responsibility of government and intergovernmental organisations (IGOs), and non-governmental organisations (NGOs) to provide an enabling environment for return without trying to control the process. In order to support voluntary return:

- the government needs to unambiguously state that forced displacement is over for good
- the government needs to guarantee the right to voluntary return and provide clear and consistent messages to this effect
- the government and IGOs/NGOs must avoid doing anything, intentionally or unintentionally, that might hinder people from or bias people against returning home
- a regular professional police presence should be established in all the districts inhabited by Acholi people to deal with crime and other threats
- focus should be on restoration of service provision and rehabilitation of infrastructure, in particular water and roads, rather than emergency aid to displaced populations
- IDPs need to be provided with accurate information about security, infrastructure, service provision and food aid distribution in order to effectively plan their return
- the accountability of aid providers to aid recipients should be ensured. Open discussions among IDPs/IGOs/NGOs and national authorities in public meetings should be the basis for the engagement of humanitarian actors with the community.

## FORCED RETURN OR RELOCATION

When pressure by authorities is exerted to have people return or relocate to unsafe areas, the Camp Management Agency has to advocate in close coordination with the Cluster/Sector Lead Agency and other actors. Forced return or relocation calls for strong international responses and interventions. Relocation of displaced people may be necessary in certain circumstances. Any relocation process of displaced people must, at all times, take place under similar conditions of voluntariness, safety, security and dignity.

**VOICE FROM THE FIELD - A CASE OF UNSUSTAINABLE RETURN, SECONDARY DISPLACEMENT, AND A DURABLE SOLUTION.**

Local authorities in Labutta, Myanmar, had requested that Cyclone Nargis survivors leave the Mile 4 and Mile 5 camps and return to their place of origin. IDPs did so, only to discover that the situation in their native villages was dire. Home had been flattened, livelihoods destroyed and food was scarce. The survivors made a decision to leave their village a second time and returned to areas surrounding Labutta town, eventually settling into other camps. They did not want to return to their destroyed villages and were very vocal that they did not want to become displaced again. By November, 2008, there were 375 families in this situation. Many were stressed, angry, and distrustful of all actors.

For these camp residents, their durable solution was to be located close to Labutta town in order to best access livelihood options. After extensive negotiations involving local government, camp residents and international organisations, a plan was developed to have the residents absorbed within multiple villages on the periphery of the town. Go-And-See visits, as well as livelihood and shelter programmes, were initiated. By September 2009 all but four of the 375 families had been voluntarily resettled in adjacent villages.

## PHASE-OUT AND EXIT OF THE CAMP MANAGEMENT AGENCY

In some situations the Camp Management Agency and other service providers may withdraw and the camp may continue to exist.

The decision for a Camp Management Agency to phase out, and the timing of an exit, must be based on a comprehensive assessment. When all indicators point toward an exit, the welfare of the camp population must still be safeguarded. The Camp Management Agency should ensure all stakeholders are involved and working to support the decision. Careful planning and coordination between national authorities and other stakeholders in the exit phase is crucial, especially in meeting the protection and assistance needs of the residual population.

Examples of conditions for Camp Management Agency's exit strategy could include:

- identification of durable solutions which can be implemented
- camp residents no longer needing the coordinated support and protection by the Camp Management Agency
- the camp residents refusing the offer of durable solutions and the Camp Management Agency being unable to continue to run the camp, for financial and/or ethical reasons
- drying up of donor support to run the camp, whether justified in the eyes of the Camp Management Agency or not
- safety and security factors, such as threats against the life and property of humanitarian workers working in the camp
- the presence of aid workers or particular categories of aid workers putting the population at more risk of harm than proportionate risk warrants
- another transitional settlement solution is required.

The Camp Management Agency needs to liaise with the national authorities and other stakeholders for the promotion of protection and future provision for the remaining camp population.

### VOICE FROM THE FIELD - HANDOVER OF CAMP MANAGEMENT TO NATIONAL AUTHORITIES, 2011

After seven years of operating a camp in Burundi, and a year-long evaluation, the Camp Management Agency decided that emergency operations were effectively over and it was time to transfer camp management operations, including service provision, to other actors. They then:

- defined the exact activities and responsibilities to be handed over
- established a clear handover plan signed by all stakeholders. This included clear goals and measurable criteria, specific timelines and consultations with the camp population. This document served as the blueprint for the handover process, covering issues related to human resources, transfer of materials and infrastructure, observation missions and documentation
- drafted handover documents for each partner/activity. These highlighted key challenges and lessons learnt and provided references to all relevant tools and documentation
- provided training and capacity building. National authorities were trained in camp management through formal and informal sessions
- provided technical support during an overlap period. Senior camp management staff remained available for consultation by partners after the completion of the handovers.

Challenges encountered included reduced monitoring capacity and limited funding to retain experienced staff, but in general the handover process was well received by the camp population, partners and national authorities. Handover was deemed highly successful, both at the end of the transition period and after an assessment mission conducted two years later. Contributing factors included:

- support through appointment of an exit coordinator: A staff member with dedicated responsibility to design, implement and monitor the process over the course of one year
- sufficient timing: Exit and handover was identified over two years before the event, allowing sufficient time to transfer knowledge, build capacity and ensure a smooth transition
- dedication, motivation and ownership of national authorities: National authorities were very open and willing to learn and supported a transparent recruitment process for new staff
- retention of original camp management staff: Around half of the original camp management staff was rehired by national authorities, providing experience and institutional memory to ensure continuity.

## CAMP CLOSURE RESPONSIBILITIES

The responsibilities of a Camp Management Agency during phase-out and closure of the camp it is operating in include:

- planning for exit and closure from the beginning
- assessing the voluntariness of return or resettlement
- coordinating and ensuring the participation of all stakeholders
- implementing information campaigns
- promoting protection of persons with specific needs and groups at risk
- administrating and terminating contracts and agreements
- managing documentation and data deregistering
- considering environmental issues
- distributing or decommissioning camps assets
- promoting protection of any people staying behind.

### Planning for Exit and Closure from the Beginning

Planning for exit and closure of the camp is as an integral part of the set-up process. Handover plans and agreements with national authorities or other service providers should be in place from the beginning, as should agreements with the host community and camp residents about camp infrastructure and assets.

The Camp Management Agency must ensure from the beginning that the camp population is aware that the camp is a temporary measure and is focused on identifying durable solutions. The active development of participation, skills and self-management strategies within the displaced community can help to decrease their dependence and reduce vulnerability, and thereby empowering the camp population to retain and develop independence and self-reliance.

### Assessing the Voluntariness of Return or Resettlement

Return must be voluntary, informed, dignified, and sustainable. The Camp Management Agency must facilitate voluntary return promptly while having a strong understanding of the impediments to return in order to ensure that vulnerable populations are not forgotten during a return process.

Voluntary choice implies the absence of any pressure, as in physical force or threats against safety. Material pressure may involve ambiguous promises of land upon return or financial compensation. Psychological pressure may involve repeated warnings or threats, or disseminating hate messages.

The Camp Management Agency must collaborate with the national authorities, the Cluster/Sector Lead Agencies and other humanitarian stakeholders to verify that people return voluntarily. The Camp Management Agency's community mobilisers should make house visits and interview individuals and households to identify the camp residents' interests and key motivations for return. Various forums, such as youth, women's and older persons' committees should be promoted to discuss motivations for return. Social media may be an appropriate tool and focus group meetings could identify motivations and possible push and pull factors.

### VOICE FROM THE FIELD - INFORMED RETURN IN PAKISTAN

In Pakistan during 2009, large scale military operations occurred in Malakand Division in the northwestern Khyber Pakhtunkhwa province. After the operations the government identified certain areas as fit for return. A significant portion of the population began to return but others could or would not and became protracted. A Returns Task Force, made up of representatives from the international community, local organisations and the government sought to define and confirm that returns were organised and that those who returned did so sustainably, voluntarily, in dignity, while being kept informed.

It was critical to let everyone know the schedules of free transport to areas deemed safe to return. Bus schedules were printed in local press and radio ads were run. Local leaders were notified in advance. Thus those lacking literacy were still aware of plans and services.

### Coordinating and Ensuring the Participation of all Stakeholders

Ensuring participation and coordination among all stakeholders in the camp during its closure is the Camp Management Agency's responsibility. This includes monitoring, information sharing, negotiating and facilitating the movement of displaced people from the camp site. The Camp Management Agency should initiate the formulation of an exit strategy as soon as possible after establishment of a camp, with a focus on identifying durable solutions.

A working group should be established. Roles should be clear and, where necessary, formalised. Coordination meetings should function as a forum for continued sharing of information on the voluntary nature of the return.

Dialogue with the national authorities on return issues should be initiated as soon as possible. The national authorities should at all times be part of coordination mechanisms in camps, such as the working group on return. The Camp Management Agency may initiate or conduct trainings and workshops for the camp population and, as appropriate, for others including national civil servants interested in protection concerns specifically related to voluntary return. Workshops may cover gender-specific issues, the concept of voluntary return, the IDP Guiding Principles related to return, resettlement and reintegration and the Inter-Agency Standing Committee (IASC) Framework on Durable Solutions for Internally Displaced Persons.

The Camp Management Agency has a responsibility to work closely with the Cluster/Sector Lead Agency and advocate with service providers and their donors to provide appropriate reintegration, rehabilitation and reconstruction assistance. Where possible, cross-border programmes at the place of origin of the displaced should be initiated by the Cluster/Sector Lead Agencies and supported by the Camp Management Agency. They may provide information on community

needs, and facilitate linkages between relief, early recovery and longer-term development.

### Implementing Information Campaigns

One of the main tasks of the Camp Management Agency is to provide as much accurate, objective and up-to-date information as possible to camp residents. This can include information ranging from the situation at the place of origin to what shelter materials, documentation and other assets they should take when they leave. The content, frequency, and format of information disseminated should be developed in partnership with the affected population.

People must have access to unbiased information on the security and safety situation, including concerns such as landmines, access to shelter, land, livelihoods, health care and schooling. Reconnaissance missions, sometimes called Go and See visits, may be undertaken by the authorities and/or the displaced. Often, information will most likely come from individuals who travel back and forth to assess the overall situation before returning with their families.

Many displaced people will base their decisions to return on a variety of push and pull factors. These can be based on security or political motivations, material needs or a combination of these.

#### VOICE FROM THE FIELD - GO-AND-SEE VISITS

Planning Go-and-See visits is an activity through which camp residents exercise their right to participate in and be informed about the return process. Such confidence-building activities should be well-planned. Feeding back information about Go-and-See visits provides a chance for established camp committees to play a key role in chairing meetings and disseminating information to the community as a whole. Those participating in Go-and-See visits can also join inter-agency meetings and report back first-hand on what they saw. Post-visit dissemination of the information is as important as the visit itself.

Facilitating camp-wide information campaigns on return is a Camp Management Agency's responsibility, in close collaboration with the national authorities. The Camp Management Agency must ensure that information campaigns are organised through outreach initiatives to reach all households. Channels of communication could involve radio, theatre, phones, videos, schools and educational facilities and religious institutions. In reaching out to different groups, existing in-camp committees and women's groups should be approached individually. Schools and teacher-parent associations are ways to reach children, providing the opportunity to raise questions and express their aspirations and insecurities about return.

Information on return procedures and transportation arrangements needs to be disseminated and responsibilities should be defined and put in writing. Information on the return process must be disseminated in ways that allow for all to access the information and ask questions where needed. Information must, at a minimum, cover:

- registration procedures for those willing to return
- procedures and arrangements for persons with specific needs, such as pregnant women, those with impaired mobility, non-accompanied children, older persons and those with disabilities
- procedures and options for those who do not wish to return
- information on roles and responsibilities of agencies involved in return
- schedules, means of transportation and departure procedures
- procedures on transporting property
- procedures upon arrival in home areas
- details of any return or compensation package on offer
- deregistration from the regular registration database.

If camp residents are to return to mined areas, mine risk education must be organised for all. A number of information strategies can be used, including training workshops, posters, leaflets and children's theatre.

For more information on mine risk and mine risk education, see the International Mine Action Best Practice Guidebook in the References section.

### Promoting Protection of Persons with Specific Needs and Groups at Risk

Special referral systems for vulnerable individuals or groups should be available throughout the return process. Individual tailored solutions may be required for people with special needs. Persons with special needs should be encouraged to return in groups of extended family members, women or groups of families accustomed to living together.

The Camp Management Agency must ensure that departure zones have a separate area designated for groups at risk and their family members. Security during departure is a responsibility of the national authorities and local law enforcement agencies. The Camp Management Agency should coordinate with health agencies on return arrangements for persons in need of special medical arrangements.

Appropriate arrangements for unaccompanied children must be established. The mandated national authorities and/or the lead agency on child protection are equally responsible for ensuring care of unaccompanied children upon arrival. The different roles between the Cluster/Sector Lead Agency, protection agencies and the Camp Management Agency should be formalised and clear to all.

### RETURN OF UNACCOMPANIED CHILDREN

The Camp Management Agency must ensure that all unaccompanied children are properly informed about the return process and that they are registered for return in their own name. An effective system must be established to ensure that return packages or other return benefits are provided to all unaccompanied children.

Carers should be appointed to assist unaccompanied children throughout the journey. Carers should be instructed on their responsibilities and selected with caution. Copies of all relevant documentation of the child, such as tracing documentation and health and education certificates, should travel with the child and, where required, be kept with the caretaker.

The lead agency on child protection should identify whether the foster family is willing and capable to continue to care for the child during and upon return. Likewise, the child should indicate whether s/he would like to stay with the foster family. Family support in return for fostering may cease to continue. This may cause a family to separate from the child upon or after return.

In addition, the foster family and the child may originate from different areas. The child must always be consulted whether s/he wants to return to the foster families' area of origin.

## Administrating and Terminating Contracts and Agreements

At a minimum, contracts and agreements that are developed need to be in accordance with the rules of the Camp Management Agency, national law and policies and International Labor Organization's standards. They need to be written so that they are clearly understood by all parties. A good contract or agreement should:

- be fair to all sides. Following this simple rule will result in both parties wanting to achieve their commitments and resolve issues
- be clear. Don't get lost in complexity, but agree on what should be achieved
- clearly communicate risks
- include a documented process for addressing grievances
- include planning for various camp closure scenarios and exit strategies
- ensure that lease agreements for housing, land and property assets are terminated in accordance with the law
- follow the above rules when terminating contracts and agreements to ensure that the termination process is understood from the beginning. The Camp Management Agency should make sure that the termination process is in line with local laws to prevent prolonged debate and possible litigation.

## Managing Documentation and Data

***Population Data***

The national authorities, the Cluster/Sector Lead Agency and the Camp Management Agency normally maintain databases of the camp population. It is important that the data are correct, as they have direct implications for the planning of the logistics of movement, for security, food distribution and more. As the camp closes, these records must be handled with care as they contain personal information about the camp residents.

***Other Confidential Records***

In some cases, displaced people experience grave threats and imminent danger. These threats may also affect their immediate family members who are left behind in their place/country of origin. In these cases, it is vital to maintain an international presence in the camp all the time. The identity of the displaced should be kept confidential. During movements, itineraries and movement plans should be kept secret and limited to as few people as possible.

***Personal Records***

These documents have to be carefully and efficiently managed, secured and transferred in the phase-out process in the best interests of the concerned individuals. Confidentiality must be kept at all times. Correct data have to be provided to such ministries as immigration, education and health in order to ensure that the returning displaced population is able to obtain proper identification documents, access to education, health care and basic social services. School records from the camp must be correct so that testing for skills and the competence level of students is properly and efficiently administered as part of their reintegration. Hospital and medical records, most importantly those of vaccinations and immunisations, have to be carefully managed and transferred to ensure proper follow-up. Medical records should remain with the displaced during transfer.

***Administrative Documents***

Norms of sound accounting practice require operational reports, MoUs (including all annexes), books of accounts and other financial records to be kept for at least five years. A lessons-learned document should also be produced, relating the camp's history, how successes were achieved and challenges addressed.

For more information on how to manage information, see Chapter 5, Information Management.

## Deregistering

Deregistration of people leaving in an organised and phased way can be straightforward. Deregistration can be linked to the transportation manifests which record all returning individuals and which confirm each individual has given her/his consent. Deregistration becomes more difficult when people decide to return spontaneously on their own. People may decide to keep ration cards in order to allow return to the camp when deemed necessary, or leave their cards with others.

### Considering Environmental Issues

Camp closure will produce large amounts of waste of different kinds, such as shelter materials, left-behind belongings and damaged items of various kinds. Also, chemicals, batteries, expired drugs and other health waste will most likely have to be dealt with. Preparing for camp closure includes the clean-up and proper disposal of all kinds of waste, whether removal, on-site burial or incineration. The risk of contaminating soils and water sources should especially be taken into consideration. The camp site should be left in a safe state so that there will not be any future consequences such as from leaving pit latrines or waste pits open, or not removing hazardous waste.

Recycling of materials should be encouraged as far as possible, as some waste materials may be useful to local inhabitants. Many existing structures such as school buildings and clinics might also prove useful for the host community. Ahead of camp closure there should be an assessment of the extent and condition of infrastructure and existing services, such as water pumping and treatment facilities. This should involve community members and local authorities. Some degree of infrastructure repair might need to be envisioned ahead of closure.

The existence of a camp may have caused many environmental changes. Some negative environmental impacts are probably inevitable, such as a degree of deforestation or land clearance, and a programme of environmental rehabilitation may be required. This should be carried out in close collaboration with host communities and national authorities. Livelihood security options should be encouraged as part of any rehabilitation programme. All rehabilitation initiatives require funding. This need not necessarily be expensive. Planning and estimating costs, as well as fundraising, should be carried out in advance of any camp closure.

Some changes which may have taken place however, may actually benefit and be regarded positively by the local communities. They may wish to see the site remain as it currently is rather than revert to its previous state. This is especially true where unproductive lands have been converted to productive arable or grazing lands, or where productive fruit or hardwood trees have been planted.

Burial grounds used by the camp population during the time of displacement should be clearly marked and remain as such upon eventual return/resettlement of the camp population. This may be difficult if people have buried their dead at scattered locations rather than in one common place.

☛ For more information on environment issues, see Chapter 6, Environment.

### Distributing or Decommissioning Camp Assets

The Camp Management Agency is responsible for ensuring that all material assets in the camp are distributed through inclusive and transparent processes that are both context dependent and coordinated with all stakeholders. Shelters are often dismantled by families who take with them such valuable materials as non-food items given in distributions, cooking pots or blankets. Water tanks may be collected by service providers. Electrical wiring may need to be safely removed by the authorities. Wires and fittings may be the property of a municipal council. The camp buildings, such as schools, community halls, playgrounds or sports fields may be handed over to the host community and/or national authorities. Similarly, any communal furniture, such as desks, benches or filing cabinets, must be distributed equitably. The Camp Management Agency is responsible for the termination of any service contracts set up, such as with water delivery contractors, and must hand over the future maintenance of infrastructure, such as fences, paths, roads or drainage channels, to the appropriate authorities.

Most importantly, sanitation facilities need to be decommissioned or made safe. Latrines and defecation pits should be safely filled in, latrine basins removed and concrete bases around washing facilities and under shelters broken up and removed. In some circumstances, this infrastructure may be left safe, but in place, for future emergencies.

### Promoting Protection of any People Staying Behind

Those remaining temporarily behind in a camp which is largely empty may experience major negative effects on their psychosocial and physical well-being. Continuing care and assistance within the camp cannot always be guaranteed as agencies scale down or phase out. National authorities may decide to dismantle the camp after mass return operations have been completed.

The Camp Management Agency is responsible for advocating that any remaining residents in the camp, sometimes called the residual population, are protected and provided for. They may need to be relocated within the site for reasons of safety or psychosocial health. Any contracts needed for their assistance should be modified and extended accordingly. If there are multiple camp sites now only partially utilised a consolidation process may occur, recognising that the Camp Management Agency does not want to encourage secondary displacement. Community workers should identify the needs and aspirations of those households and provide support for return when required.

### Dealing with Uncertainty

Return in conflict or post-conflict settings, or following a natural disaster, can be a very sensitive exercise, which may involve high levels of anxiety and uncertainty. Not knowing what lies ahead can be extremely stressful, particularly with doubts about safety and security and leaving behind shelter, food, livelihoods, health services and education. To some, it may not seem like leaving the camp would be the best option, because in the camp aid has been forthcoming and most households will have found some ways of coping, at least to some extent. An empathetic and understanding attitude from all camp staff, and the employment of community workers to offer assurance, advice and practical support as appropriate, is therefore important.

One-to-one counselling may be necessary. It may therefore be recommended to have ongoing counselling days on return issues for those individuals and families who have questions or who seek additional information.

# CHECKLIST FOR A CAMP MANAGEMENT AGENCY

## SET-UP/IMPROVEMENT

- ✔ The Camp Management Agency works with the Cluster/Sector Lead Agency in establishing a Site Development Committee (SDC).
- ✔ Representatives on the Site Development Committee include, in addition to the Camp Management Agency, the national authorities, the Cluster/Sector Lead Agency, the camp population, service providers, surveyors, GIS experts, hydrologists, public health engineers, land tenure experts (lawyer or an expert in customary land tenure rights) and other relevant technical experts.
- ✔ Information related to safety, protection, security, social and cultural considerations, location and conditions of the land (including size, access, distance from borders and available resources) is analysed.
- ✔ Housing, land and property rights related to the site selection and camp improvement, particularly around issues of water, pastoral and agricultural access, are identified.
- ✔ Future changes and uncertainties, such as new arrivals and camp expansion, are planned for.
- ✔ The camp is planned and set up, eventually improved, in line with international standards and indicators and in accordance with the cultural and social needs of camp residents.
- ✔ Ways forward are decided upon to best use positive aspects and mitigate the effects of unfavourable ones of the site.
- ✔ Pros and cons of selected sites, plans to improve the site, together with reasoning behind final decisions, are documented.
- ✔ The environmental impact of the camp is considered and plans are made to limit environmental damage.
- ✔ Site planning pays special attention to members of groups at risk and those with specific needs.
- ✔ Protection concerns are assessed.
- ✔ Guidelines, standards and the expertise of individuals and agencies are used to make for an efficient and safe camp in line with international laws and standards.
- ✔ In situations of self-settled/spontaneous camps, decisions are made about the need to reorganise or resettle the community or parts of the community as appropriate.
- ✔ The SDC continues to function after camp set-up to address issues in the care and maintenance phase of the camp, as appropriate.
- ✔ As part of a larger monitoring and evaluation system, key actors are brought together to get feedback on how residents, staff and the host community regard the camp location and layout.
- ✔ If evidence emerges of a growing disparity exists between the living conditions of the camp residents and the host population, the Cluster/Sector Lead Agency, the national authorities, the Camp Management Agency, UN agencies and NGOs consult on the possibility of implementing projects or sharing goods or services.
- ✔ An address system for the camp is planned, taking into account the needs of non-literate camp residents.
- ✔ Plans for phase-out, exit and camp closure are considered from the start, including land agreements, service contracts, documentation storage and confidentiality, asset management and identification of possible durable solutions.

## CLOSURE

- ✔ Phase-out, exit and camp closure are considered and planned for from the beginning.
- ✔ Assessments to ascertain whether return is voluntary are made.
- ✔ Participation and coordination among all stakeholders is ensured.
- ✔ Information campaigns are developed and implemented to ensure residents have accurate, objective and up-to-date information on closure procedures.
- ✔ Groups most at risk and vulnerable individuals are supported and protected throughout the process. Special information or awareness-raising programmes and links with longer-term development projects are developed, which will help camp residents re-integrate on return.
- ✔ Administrative procedures ensure that all documents are either with their owners before they leave or, by their consent, with lead agencies (Cluster/Sector/Protection), held by NGOs or have been destroyed.
- ✔ The deregistration process is facilitated.
- ✔ The monitoring of the return process ensures safety, security and dignity.
- ✔ All camp residents staying behind have been provided with adequate assistance and protection.
- ✔ The camp assets and infrastructure are distributed fairly and transparently with due regard for the host community.
- ✔ The future maintenance/care of infrastructure is handed over to the national authorities or other appropriate people.
- ✔ Latrines, rubbish pits, and washing facilities are safely decommissioned.
- ✔ Service contracts and agreements are modified or terminated appropriately, including any lease agreement for housing, land and property.
- ✔ A list of environmental concerns is made and plans developed on how they are to be addressed.
- ✔ Information and support is provided to help camp residents deal with uncertainty. Their questions are answered and they are given advice about the future.
- ✔ Site returned to previous condition unless alternative plans have been developed and agreed to by national authorities and surrounding communities.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

- Camp Coordination and Camp Management (CCCM) South Africa, 2008. Guidelines for Phase Out and Closure of Centres of Safe Shelter
- CCCM Cluster, UNHCR/IOM, 2010. Collective Centre Guidelines
- CCCM Cluster, 2013. Mainstreaming Mine Action in Other Humanitarian Sectors: Shelter and Camps
- CCCM Cluster, 2013. Temporary Site Planning Checklist
- Jim Kennedy, 2005. Challenging Camp Design Guidelines
- Land and Equity Movement in Uganda, 2007. Return or Transformation? Land and the Resettlement of IDPs in Northern Uganda
- Norwegian Refugee Council (NRC), 2006. Quick Guidelines for Transitional Settlements (or Camp) Site Selection
- NRC, 2012. A Guide for Monitoring System at Camp Level
- ProVention Consortium, 2007. Construction Design, Building Standards and Site Selection, Guidance Note 12
- RedR, 2006. Latrine Decommissioning Training Notes
- UN-Habitat, 2011. Settlement Planning, Un-Habitat in Disaster and Conflict Context
- United Nations Refugee Agency (UNHCR). Environmental Considerations for Camp Phase-Out and Closure: A UNHCR Plan of Action
- UNHCR, NRC, 2013. Internal Camp Regulations, Liberia

## REFERENCES


- Brookings Institution - University of Bern - Project on Internal Displacement, 2003. When Does Internal displacement End?
- Brookings Institution - University of Bern - Project on Internal Displacement, 2010. IASC Framework on Durable Solutions for Internally Displaced Persons
- Brookings Institution and International Organization for Migration (IOM), 2014. Supporting Durable Solutions to Urban, Post-Disaster Displacement: Challenges and Opportunities in Haiti
- Centre on Housing Rights and Evictions, 2007. Handbook Housing and Property Restitution for Refugee and Displaced Persons, Implementing the Pinheiro Principles
- Collaborative for Development Action, Do No Harm Project, 2004. The Do No Harm Handbook
- Tom Corsellis and Antonella Vitale, 2005. Transitional Settlement, Displaced Populations
- Jan Davis and Robert Lambert, 2002. Engineering in Emergencies
- Global CCCM Cluster, 2014. Camp Closure Guidelines
- Human Rights Focus, 2007. Fostering the Transition in Acholiland: From War to Peace, From Camps to Home
- Internal Displacement Monitoring Centre (IDMC), 2006. In Need of Durable Solutions: The Revolving Door of Internal Displacement in Africa
- International Labor Organization (ILO), 2008. Guide to International Labor Standards
- International Labor Organization, 2009. Rules of the Game - A Brief Introduction to International Labor Standards
- International Mine Action Best Practice Guidebook, 2005
- Shelter Centre, 2012. Transitional Shelter Guidelines
- The Sphere Project, 2011. The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response
- UNHCR, 2004. Handbook for Repatriation and Reintegration Activities
- UNHCR, 2007. Handbook for Emergencies
- UNHCR, 2011. Resettlement Handbook

PHOTO: NRC

# CHAPTER 8
# PROTECTION

## A SAFE ENVIRONMENT

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Governments are responsible for protecting the rights of refugees, stateless and internally displaced persons (IDPs). Humanitarian agencies are mandated to assist states to fulfil their protection obligations with due consideration for the core principle of humanity. Non-discrimination and impartiality must guide all protection work.
- The Camp Management Agencies are responsible and accountable for working at camp level, together with the relevant authorities and protection actors, to ensure the protection of all people living in camps.
- Protection by the Camp Management Agency and its partners entails a rights-based approach and activities that ensure the physical, legal and material security of the camp population. It is mainstreamed in the delivery of services and assistance.
- The role of a Camp Management Agency involves coordinating with Cluster/Sector Leads, national authorities and protection agencies to support advocacy to uphold, at all levels, the rights of the displaced. This includes advocating for the development of a functioning and effective law enforcement mechanism in the camp.
- Protection in camps involves making informed decisions concerning prevention against, together with appropriate monitoring, referral and reporting of, human rights violations, with due regard for confidentiality, security, accountability and response capacity.
- The responsibility to protect implies a consistent presence of staff, participation of the camp population, timely information dissemination, monitoring of service provision, capacity building and dignified treatment by all camp actors.
- The Camp Management Agency needs to be both aware of the rights to which the camp population is entitled and barriers to fully enjoying them.
- Protection risks in camps are related to lack of safety and security, lack of access to assistance and protection and related to risks inherent in being in distress.
- Refugees and internally displaced persons are protected by a number of international, regional and national legal instruments, directly or by analogy. These include those relating to international human rights and humanitarian law, the Convention relating to the Status of Refugees (the 1951 Refugee Convention) and the Guiding Principles on Internal Displacement.

## INTRODUCTION

**WHAT IS PROTECTION?**
Protection is defined by the International Committee of the Red Cross (ICRC), and adopted by the Inter-Agency Standing Committee (IASC), as: "All activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law (international human rights, humanitarian law and refugee law)."

States have an obligation to respect, protect and fulfil the rights of everyone who is within their jurisdiction, including non-citizens, in accordance with applicable national and international law. Therefore, refugees and IDPs must be treated in accordance with standards in international human rights and refugee laws as well as international humanitarian law. To ensure protection, the Camp Management Agency should be aware of all the rights of the camp population. They should be particularly cognisant of the rights of those at risk due to the displacement, the circumstances of displacement and the way assistance programmes are implemented.

Protection aims to ensure the full and equal respect for the rights of all individuals regardless of age, gender ethnic, social, religious or other background. Despite the causes of displacement, the mere fact that people are forced to abandon their home, and to leave everything behind, is a traumatic experience in itself. It results in a loss of bearings and an increased vulnerability. Protection activities in a camp should ensure that refugees and IDPs enjoy, without discrimination:

- **physical security:** protection against physical harm
- **legal security:** including access to justice, a legal status and respect of the right to self-defence
- **material security:** equal access to basic goods and services.

Protection activities that promote the dignity of each individual in the camp include, but are not confined to, establishing security and safety arrangements, a functional referral, report and follow-up system in collaboration with the police and the judicial system, and food, water and health services.

### PEOPLE ARE KEY ACTORS OF THEIR OWN PROTECTION

"Protection is fundamentally about people. It is a mistake to think of states, authorities and agencies as the sole actors in the protection of populations at risk. People are always key actors in their own protection."

"Experience from many armed conflicts and disasters throughout history shows than human rights and humanitarian norms are most readily respected, protected and fulfilled when people are powerful enough to assert and claim their rights. The principle of supporting and empowering members of communities at risk who are actively working for their own protection, both practically and politically, needs to be maintained as a core strategy in protection work. Protection that is achieved by people, rather than delivered to them, is likely to be more durable." (Protection - An ALNAP Guide for Humanitarian Agencies, 1997).

## RIGHTS

While human rights are universal and inalienable, indivisible, interdependent and interrelated, the following rights may be particularly relevant within a camp. Some apply to everybody, whereas others relate to members of such specific groups as children or refugees.

| Rights that apply to all individuals | Rights which are specific to children or refugees |
|---|---|
| • The right to life<br>• The right to non discrimination<br>• Freedom from torture or other cruel, inhuman or degrading treatment or punishment<br>• Freedom from arbitrary arrest and detention<br>• Freedom from enforced disappearance<br>• The right to seek and enjoy asylum<br>• The right to the equal recognition of and protection before the law<br>• The right to an effective remedy<br>• Freedom of movement<br>• The right to family life and principle of family unity<br>• The right to be registered at birth<br>• The right to an adequate standard of living, including adequate food, clothing and housing<br>• The right to work<br>• The right to the enjoyment of highest attainable standard of health<br>• The right to education<br>• The right to participation | • The right to special protection for a child deprived of his or her family environment<br>• Freedom of child abduction and trafficking<br>• Freedom from underage recruitment<br>• The prohibition of child labour<br>• The prohibition of 'refoulement' (forced return of a refugee to country of origin)<br>• The right of refugees to an identity document |

## PROTECTION RISKS

Camps should be considered as a temporary measure of last resort in providing protection from risks associated with displacement such as conflict, violence, abuse, and damage caused from natural disasters. Key protection issues are, for example, individuals facing or fearing the deprivation of their basic needs and rights, losing their homes and property, as well as families and social networks that have been separated or broken.

It is important to acknowledge that in the aftermath of crises and natural disasters people often face multiple human rights challenges. Within a camp, there may be protection risks that are similar to those that caused people to flee, as well as risks related to people being traumatised and in distress, and the breakdown of protective environments previously ensured by families and social networks. Typical protection risks arising in camps include:

- **lack of safety and security:** breakdown of social and familial structures, rampant crime, secondary impacts of natural disasters such as road blockages, armed elements, restrictions on freedom of movement, presence of landmines around the camp, theft, violence
- **problems in accessing assistance and services:** limited participation in camp management by certain groups of the population, discriminatory access to basic provisions and services, limited capacity and delivery from service providers or lack of effective feedback and complaint mechanisms
- **difficulties in assessing protection:** lack of birth certificates, ID or other documents or difficulty in obtaining them, destruction of personal property, inadequate law enforcement or restricted access to fair and efficient justice systems
- **gender-based violence:** marital violence, rape, abuse, neglect and exploitation, trafficking
- **child abuse:** abuse, neglect, exploitation, family separation or trafficking
- **psycho-social problems related to protracted or prolonged situations in a camp:** unemployment or unequal access to employment possibilities, alcohol abuse
- **relocation or camp closure problems:** forced relocation, unsafe or involuntary return, lack of property restitution or lack of access to land
- build small collective centres, whenever possible, which are suitable for less than 100 people. Smaller sites are preferable since self-regulation within the group and solidarity from the host-community is usually more feasible
- seek to apply minimum living standards, especially when displacement occurs over an extended period
- allocate sufficient space for the collective centre population to prevent overcrowding
- seal off and or illuminate public areas when not in use so there are fewer locations where abuse can occur.

### SPECIFIC PROTECTION RISKS IN COLLECTIVE CENTRES

Protection risks in collective centres are aggravated by the fact that the displaced population is accommodated within structures that are often unsuitable or over-crowded. Domestic violence, drug abuse and sexual violence may occur and some groups may dominate others. The following precautions must be taken to decrease the protection risks.

## KEY ISSUES

### PROTECTION BY INVOLVEMENT

A right and community-based participatory approach is essential to create meaningful involvement by camp residents in protection and assistance activities. This will not only empower the community as actors in their own protection, but also assist the Camp Management Agency and other protection actors to ensure that the rights of all camp residents are identified and upheld. The community's leadership, but also other representatives of men, women and youth, should be included in the design of programming and assistance activities.

## PROTECTION FOR WHOM?

While all human rights apply to all persons regardless of their legal status, be they IDPs, refugees, stateless person or any other person living in a camp, some rights apply differently to nationals and non-nationals. Refugees and stateless persons do not necessarily enjoy certain rights to the same extent as nationals. Therefore the Camp Management Agency must:

- know the legal status of the displaced population
- be familiar with national and international laws applicable to the camp population in order to better promote their rights
- be familiar with customary laws and practices of relevance in dispute resolution.

### REFUGEES

A refugee is any person outside his or her country of nationality or, if stateless, outside his or her country of habitual residence, and unable to return there owing to:

- a well-founded fear of persecution for reasons of race, religion, nationality, membership in a particular social group or political opinion
- serious and indiscriminate threats to life, physical integrity or freedom resulting from generalised violence or events seriously disturbing public order.

### LEGAL INSTRUMENTS FOR REFUGEES' STATUS AND RIGHTS

The main international legal instrument related to the status and rights of refugees is the 1951 Convention relating to the Status of Refugees and its 1967 Protocol (1951 Convention). Regional instruments relevant to refugees include the Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa (1969) and the Cartagena Declaration on Refugees (1984).

### PRINCIPLE OF NON-REFOULEMENT

The cornerstone of refugee law is the principle of non-refoulement, which states that a refugee should not be returned in any manner to the country where his/her life or freedom would be threatened on account of her/his race, religion, nationality, membership of a particular social group or political opinion. This principle is also part of customary international law and thus legally binding on all states.

### INTERNALLY DISPLACED PERSONS

IDPs are people who have been forced to flee their homes as a result of armed conflict, situations of generalised violence, violations of human rights or natural or man-made disasters, and who have not crossed an internationally recognised border. Most often they are citizens of that country, although they may also be non-national habitual residents.

Under national legislation applicable to the country in question there may or may not be a specific legal status for IDPs. They are, however, entitled to the same protection by the national authorities as any other citizen or habitual resident.

### IDPs' RIGHTS

There are no specific international conventions related to IDPs. However, the Guiding Principles on Internal Displacement, issued in 1998, provide a framework for the identification of the rights, guarantees, and standards relevant to the protection of individuals in situations of internal displacement. They reflect and are consistent with international human rights and humanitarian law, and refugee law by analogy.

There are two regional initiatives that bind government to provide legal protection to IDPs: the African Union Convention for the Protection and Assistance of IDP's in Africa, also known as the Kampala Convention, that came into force in 2012, and the Protocol on the Protection and Assistance to IDP's included in the Pact on Security, Stability and Development in the Great Lakes Region that entered into force in 2008.

What distinguishes a refugee from an IDP?

| Refugee | IDP |
|---|---|
| • has crossed a border<br>• cause of flight does not include natural disaster<br>• has lost the protection of his/her own country<br>• his/her status entitles him/her to certain rights | • is displaced within his/her own country<br>• cause of flight include natural disasters<br>• home country still in charge of her/his protection<br>• does not have special status under international law but should enjoy same rights as other citizens |

**PINHEIRO PRINCIPLES ON HOUSING AND PROPERTY RESTITUTION**

Adopted in 2005, the UN Principles on Housing and Property Restitution for Refugees and Displaced Persons – otherwise known as the Pinheiro Principles – are the international standard outlining the rights of refugees and displaced persons to return not only to their countries, but also to their original homes and lands, and when this is not possible, to receive just and satisfactory compensation adequate to replace their housing, land and property (HLP) losses. A handbook released in 2007 provides practical guidance for the implementation of the Pinheiro Principles.

## STATELESS PERSONS

Stateless people are those who are not considered nationals of any state. Most lack any legal status in their country of residence and are thus without effective national protection.

**STATELESS PERSONS' RIGHTS**

The 1954 Convention Relating to the Status of Stateless Persons declares that "everyone has the right to a nationality". It is complemented by the 1961 Convention on the Reduction of Statelessness. Only 83 states have both signed and ratified the 1954 Convention.

In situations of displacement, stateless persons may be the most vulnerable, often facing discrimination when seeking to access rights generally available to nationals, such as registration of their children at birth or issuance of other forms of documentation.

Stateless persons may also be among the refugee population. If they meet the definition of refugee, they are entitled to refugee status and rights.

## CHILDREN

As a result of conflict or disasters, girls and boys are killed or injured, become orphaned, are separated from their families, are recruited into armed forces or groups, trafficked or simultaneously experience several of these traumas. They may have no access to school and food, thus hampering their proper psychological and physical development.

Despite the fact that refugee and IDP children are protected by the same international and national laws as adults, children need additional safeguards and care due to their physical and mental immaturity. The Convention on the Rights of the Child and the Minimum Standards for Child Protection in Humanitarian Action were developed to ensure child protection.

**CONVENTION ON THE RIGHTS OF THE CHILD**

The Convention on the Rights of the Child was adopted and opened for signature, ratification and accession by the General Assembly of 20 November 1989, and entered into force 2 September 1990. It has been ratified by all UN Member States except the United States, Somalia and Sudan.

The Minimum Standards for Child Protection in Humanitarian Action were developed by the Global Child Protection Working Group in 2012. They are intended for use by those working on child protection or related areas of humanitarian action.

The main purpose of the minimum standards is to ensure quality and accountability in child protection work. Child protection in emergencies includes specific activities by child protection actors, whether national or community-based, and/or by humanitarian staff supporting local capacities. The Camp Management Agency must seek to ensure application of the minimum standards. Below are some that apply to camp management:

- **Standard 1** – Coordination: The agency must ensure child protection responses are prioritised, efficient, predictable and effective.
- **Standard 13** – Unaccompanied and Separated Children: Family separation must be prevented, acknowledged and responded to. Unaccompanied and separated children are cared for and protected according to their specific needs and in accordance with their best interests.
- **Standard 15** – Case Management: Girls and boys with urgent child protection needs should receive age- and culturally appropriate information as well as an effective, multisectorial and child-friendly response from relevant providers working in a coordinated and accountable manner.
- **Standard 20** – Education and Child Protection: Child protection concerns need to be reflected in the assessment, design, monitoring and evaluation of education programmes. Boys and girls of all ages can access safe, high-quality, child-friendly, flexible, relevant and protective learning opportunities in a protective environment.

For more information on minimum standards for child protection, see the document on Minimum Standards for Child Protection in Humanitarian Action in the References section.

## PROTECTION BY WHOM?

National authorities are responsible for protecting and promoting the rights of all persons being on their territory. States are sometimes unable to fulfil these obligations if they lack capacity, resources or political will. National authorities are also sometimes unwilling to respect, protect and fulfil the rights of certain groups of persons.

Therefore, the international community has mandated a number of organisations to support governments to fulfil their obligations. These agencies have a specific expertise in protection. The main protection agencies are:

### UN REFUGEE AGENCY (UNHCR)

UNHCR is mandated by the UN to lead and coordinate international action for the worldwide protection of refugees and the resolution of refugee problems. UNHCR has also received a global mandate to work in cooperation with other relevant partners for the identification, prevention, and reduction of statelessness and to further the protection of stateless persons. As a result of humanitarian reforms over the last decade UNHCR has been designated as the global Cluster Lead Agency for protection of IDPs.

**MANDATED PROTECTION AGENCIES**

At a country level, UNHCR is the Protection Cluster Lead in situations of complex emergencies.

Within the protection cluster, the following five areas of responsibility have been identified and assigned to a specific agency:

- rule of law: the UN Development Programme (UNDP) and The Office of the United Nations High Commissioner for Human Rights (OHCHR)
- gender-based violence: the United Nations Population Fund (UNFPA)
- child protection: the United Nations Children's Fund (UNICEF)
- mine action: the United Nations Mine Action Service (UNMAS)
- housing, land and property: (UN-HABITAT).

In case of natural disasters, UNICEF, UNHCR and OHCHR consult and determine the most appropriate leadership structure.

### UNICEF

UNICEF is mandated by the UN General Assembly to advocate for the protection of children's rights, to help meet their basic needs and to expand their opportunities to reach their full potential.

### OHCHR

The mission of the OHCHR is to work for the protection of all human rights for all people, to help empower people to realise their rights and to assist those responsible for upholding such rights to ensure they are implemented.

### THE INTERNATIONAL COMMITTEE OF THE RED CROSS (ICRC)

ICRC is an independent, neutral organisation ensuring humanitarian protection and assistance for victims of armed conflict and other situations of violence. It takes action in response to emergencies and at the same time promotes respect for international humanitarian law and its implementation in national law.

**TRACING FAMILIES**

Where armed violence or natural disasters lead to the displacement of populations and the separation of families, the ICRC can organise tracing services in collaboration with the relevant national Red Cross or Red Crescent Society. They may be encouraged to come regularly to the camp or to establish a permanent presence there. ICRC assists the camp population in tracing family members and remains in contact with their relatives living in areas cut off by the conflict. They work closely with UNICEF to provide tracing and reunification services for children and adolescents.

For more information on mandated agencies, see Protection Agency Mandate and Area of Expertise in the References section.

### NON-MANDATED PROTECTION AGENCIES

Non-mandated protection agencies are national or international non-governmental organisations (NGO). Most participate in the work of the Global Protection Cluster Working Group. They play an invaluable role in strengthening international protection through monitoring, reporting and advocating on violations of human rights. Non-mandated agencies may focus on such specific rights as freedom of expression, the right to education or the right to health, or may specialise in providing assistance and capacity-building to selected groups, including children, persons with disabilities, older persons, refugees and/or IDPs.

## ROLES AND RESPONSIBILITIES

Through its coordination responsibility at camp level, the Camp Management Agency has a role in supporting competent authorities to fulfil their protection obligations. Their support is also fundamental for protection agencies and other NGOs and service providers. Relevant protection matters in the camp must be brought to the attention of the national authorities or the competent organisation(s), which may include a protection lead agency or mandated agencies, in a timely manner.

A Camp Management Agency needs to have a good understanding of protection, its legal framework including national law, as well as the main specialised actors in humanitarian protection. The Camp Management Agency also needs to understand that members of the camp community are exposed to different protection risks, and that risks, as well as needs, often depend on age, gender, ethnicity, religion and disabilities.

The Camp Management Agency must additionally:
- have the right attitude and be in touch with people and life in the camp
- be approachable by the camp population
- be open-minded and strive to be active listeners and to be positive and proactive
- understand that their attitude influences people's feeling of being protected
- respect the confidentiality of personal information so as to avoid further protection risks for individuals and keep the confidence of the camp population over time
- always engage in constructive dialogue with people at risk and avoid discriminatory and harmful effects in their protection role.

The Camp Management Agency's responsibilities in relation to protection include:

Creating a safe environment by reducing the likelihood of protection risks. This entails:
- integration of a protection perspective in the coordination with all stakeholders
- proper registration of all people living in the camp including persons with specific needs
- supporting people's own coping mechanisms.

Conducting situational analysis of the protection risks and gaps faced by the camp population by:
- profiling of the camp population
- participatory assessment exercises
- mapping of protection actors relating to specific protection issues.

Involving the camp population in activities and decision-making in the camp through:
- a participative approach in all activities
- setting up a camp governance system
- ensuring the transparent election of camp population representatives to participate in decision-making forums.

Monitoring compliance with relevant law, and ensuring acknowledgement of shortfalls and violations in close coordination with the Protection Lead Agency. This is done by:
- collection of alleged violations of human rights
- analysis of trends and patterns to enhance the quality of advocacy around rights violations with the authorities.

Supporting response mechanisms to address protection incidents by:
- implementation of a protection referral and response system known to all
- following up of individual and collective cases in close collaboration with communities in the camp.

**INCIDENT REPORTING FORM**

An incident reporting form should be easy to use and manage by the Camp Management Agency for the registering of an incident and for referral to specialised actors in or outside the camp. Information such as name, gender, age and type of incident is important as well as identification of the specialised agency to which the person is referred.

Sensitive information about the incident is confidential. It does not need to be registered on the form, as this is only of importance for such specialised actors as health agencies and the police.

The form also needs to have space that permits the Camp Management Agency to follow up whether the case is closed or needs further support.

All this information should be fed into a database which the Camp Management Agency can use to monitor trends and statistics on the type of incidents, age or gender for report writing and advocacy purposes.

See Protection Incident Form under Tools section.



Implementing preventive measures through planned provision of assistance and services.
- This may involve food distributions as well as all other services. They must be constantly monitored and evaluated to ensure equal and safe access for the camp population.

Disseminating knowledge of relevant laws.
- This entails providing training for rights holders, such as the camp and the host populations, and duty bearers, including the national authorities, security forces (police, peace-keepers and the military), and other humanitarian actors. This must be done in close coordination with the Protection Lead Agency.

### PROTECTION IN PRACTICE: BIRTH, MARRIAGE AND DEATH REGISTRATION

Civil documentation is essential to ensure that all individuals can access their rights. Key civil documentations include birth certificates, national identity cards, passports, marriage certificates, death certificates, property deeds and land titles.

A birth certificate is a key document in most countries to prove your age and who you are. Birth certificates are one of a range of documents that can give you your legal identity.

Some countries register marriage formally and some recognise 'common-law' marriage, which means that where a couple live together and have a sexual relationship they are considered legally married, even if they do not have a piece of paper to prove it. In some countries, religious leaders or elders issue marriage documents and in others, it is the state.

Procedures for death registration are often very strict, requiring a post-mortem and/or an inquiry and registration at the place of death. When there is civil war or natural disasters this can be very problematic, especially if people are missing and their death is not confirmed. It's important to remember also that in some cultures a death certificate is not just a piece of paper – it can be an important step in the grieving process and a pre-requisite for re-marriage.

Marriage and death certificates are important documents in relation to housing, land and property rights, especially to facilitate inheritance by widows and orphaned children.

Land and other kinds of property documents are sometimes required as a pre-requisite for accessing relief aid, even though they may have been lost, destroyed or may never have been issued, or issued only in the name of the male head of the household. Due to the circumstances of flight, refugees and internally displaced persons frequently do not possess documentary evidence of their rights to their original homes. This should in no circumstances be allowed to limit their right to restitution or compensation.

When collecting data about civil documentation, Camp Management Agencies need to ask some key questions:

- Have people lost their documents or were they never registered in the first place? It is important to know because the procedures for reissuance are likely to be quite different than for new registrations.
- Where did the birth, marriage or death take place? Camp Management Agencies tend to focus on births, deaths and marriages after arrival at the camp. It is often the case that people have been moving for many days, weeks, months and even years before they arrive. Babies may have been born and people may have died or married en route without any chance to register. These people should also be assisted.
- If people have lost their documents, knowing where they registered will be important, especially in countries where records are not centralised. Document numbers (if people can remember) and key data such as full names and dates are always very useful and sometimes critical.

### HOUSING LAND AND PROPERTY DOCUMENTATION

Camp Management Agencies will need to identify such different circumstances as when:

- displaced persons may never have had property
- displaced persons may not be able to access what property they have
- ownership is unclear as families have expanded or split and division of the land becomes an issue
- death of an owner may have left dependents without clear claim to the land
- people may have settled on the land knowing it is not theirs but have nowhere else to go
- there are competing claims, including by the state or local or foreign enterprises.

It is crucial for a Camp Management Agency to advocate for the development of appropriate systems to register land titles not contained in official cadastres, such as the land of indigenous peoples and rights of possession of collectively held land.

Damage or destruction of housing belonging to refugees or displaced persons, particularly when this occurs in connection with crimes such as ethnic cleansing, is often carried out in conjunction with the confiscation or destruction of cadastral and other official records giving proof of ownership and residence rights. In many conflict situations, housing and property records are consciously destroyed or confiscated by one of the warring parties with the aim of extinguishing the rights of members of another group.

### INTEGRATE A PROTECTION PERSPECTIVE IN ALL ACTIVITIES IN CAMP

A Camp Management Agency should seek to ensure protection mainstreaming by integrating a protection perspective across all sectors and activities in the camp. Mainstreaming protection means applying a protection lens in the assessment, planning, implementation, monitoring and evaluation of activities. For example:

- Planning distribution would need to incorporate a focus on groups unable to come to the distribution centre.
- Monitoring a water, sanitation and hygiene programme might entail a focus on safety and security when using latrines at night.
- An education project might evaluate the impact of education for girls who in some places may not have been enrolled in school.

## PROTECTION IN ACTION

### VOICE FROM THE FIELD - PROTECTION BY PRESENCE

"In a refugee camp in Burundi, I soon realised that only men, both young and old, came to the office with their problems, wishes or concerns. Thinking that women should have no problem approaching me (a female camp manager), I wondered why this was happening. As I daily made at least two walking tours of the camp, I understood that one of the explanatory factors was that the women were busy – too busy to come and see us, forever cooking, washing and looking after smaller children around their hut. Our daily trips became a tool to reach busy women. Walking around enables camp management staff to 'feel' the atmosphere, to listen and learn, to make oneself available and reachable for those who don't dare or don't have time to come to your office. There is also the visibility factor the refugees feel that we are interested, we get to know people, where they live, that babies grow… This is protection by presence!"

It can be challenging for the Camp Management Agency and protection actors to identify risks and needs and orientate their actions and approaches. To facilitate this work, there are at least three tools that can be used to:

- analyse protection risks in the camp
- map present protection actors
- identify spheres of action where protection activities can be set in to meet the identified risks and needs.

### RISK ANALYSIS TOOL

What are the risks faced by the camp population? The risk analysis tool relates threats to potential victims' vulnerabilities and capacities and illustrates which threat can be reduced by strengthening capacities. Adapted to a camp context, the components of a risk analysis are to ask:

- What are the threats? The threat is the part of the problem related directly to the behaviour of the perpetrator or the nature of the danger, motivations for hurting individuals, a cost-benefit analysis of what the perpetrator gets out of it, and attitudes that help promote or dissuade a violation.
- What are the vulnerabilities? These are closely linked to the identity and actions of the victim(s). Strategies that reduce vulnerabilities often remove potential victims from sources of risk or seek to change their behaviour to reduce provocation.
- What are the coping strategies that individuals may already have to reduce their threats and vulnerabilities, and that might be enhanced?

A well-known example involves harassment of women by unidentified perpetrators when they move out of the camp to collect firewood. Drawing a list of all realistic measures to reduce the threat level, reduce the vulnerability and increase the capacities of the women might help the Camp Management Agency and protection actors to analyse the problem and focus responses. The exercise can be run also directly with the groups at risk. Findings can be used for advocacy with national authorities Cluster/Sector Lead Agency in cases where the behaviour of the perpetrator must be addressed at a higher level, or if there is need for more protection actors in the camps to respond to identified needs and risks.

### ACTOR MAPPING TOOL

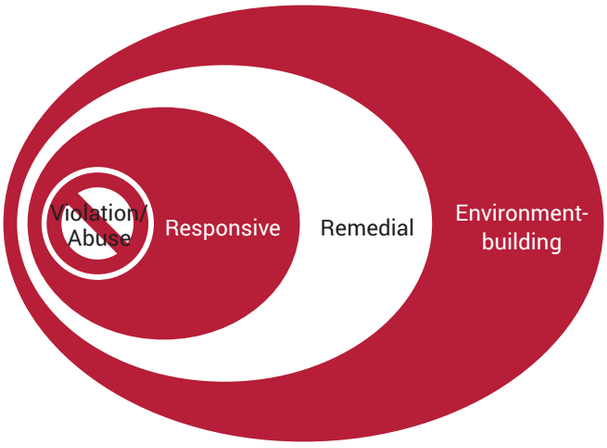
When risks, as well as threats, vulnerabilities, capacities and related protection needs and activities are partly identified, the actor mapping tool can be used to identify the nature of key actors around a specific protection issue.

The process has six steps:

- **Step 1:** Identify a specific protection problem. Here the Camp Management Agency may choose to work on an already identified protection problem, for example threats to women fetching fire-wood.
- **Step 2:** Identify the central key actors/stakeholders who relate to this particular protection problem.
- **Step 3:** Analyse central actors: Are they victims or perpetrators? What is their goal? What do they need?
- **Step 4:** Analyse relationships: What are the power relationships between these actors? Who needs who? For what reason? Who supports who? Why? Where are points of inervention?
- **Step 5:** Expand the map: add more actors and relationships, namely people who can influence, or are influenced by a given problem. Why are they important? Do they have power? Can they influence the problem or other actors? What are their most relevant relationships?
  Note: Try to be as specific as possible when analysing relationships. For example: instead of identifying a broad entity such as the state, focus on a particular ministry or agency.
- **Step 6:** Add yourself to the picture: think of the impact you could have on each actor and relationship.

### EGG MODEL - SPHERES OF PROTECTION ACTIVITIES, PREVENTION AND RESPONSES

The egg model is a tool that can be used to identify different responses to violations and abuses as well as different protection activities.




The model acknowledges and values short, medium and longer-term approaches to protection. It illustrates that different kinds of programming are not sequential, but often occur simultaneously. If the model is read from left to right:

- **Responsive:** immediate response actions to stop, prevent or alleviate the effects of the violation and over time prevent new violations
- **Remedial:** actions to restore normality and assist and support survivors
- **Environment-building:** actions to strengthen protection by working on laws, politics and attitudes in order to promote full respect for the right of the individual.

The actions are dynamic, each action has preventive impacts in all three spheres. As such, risks and threats would be reduced. In a camp, related activities to these three spheres could be:

- **Responsive:** health treatment for injuries, psychosocial support, incident referral and response system, including law enforcement
- **Remedial:** health-checks and therapy, support to follow up cases with the judicial system, support in relation to livelihoods and employment and participation in camp activities and committees
- **Environment-building:** monitoring and evaluation of the referral/response system and of safety and security in and around the camp; ensuring justice systems are functioning; capacity building of security forces, staff, camp leadership and committee-members; setting up of a camp governance system; community mobilisation and participation in camp activities and decision-making; education for children and adolescents; sensitisation of the camp population; information dissemination; service provision; building relations with the host community; working for durable solutions and encouragement of cultural activities.

A comprehensive use of the risk analysis tool, the actor mapping and the egg model depends on context, time and resources. Inclusion of the camp population is essential, together with engagement of the Camp Management Agency and protection actors. Remember that a constant presence and availability of staff in camps are essential to ensure the protection of the camp population.

## CHECKLIST FOR A CAMP MANAGEMENT AGENCY

- ✔ The Camp Management Agency works in close coordination with relevant authorities, the Cluster/Sector Lead, mandated protection actors and the camp community on protection planning at camp level.
- ✔ A protection approach is mainstreamed through regular coordination with all stakeholders, and is integrated across technical sectors and camp activities in assessment, planning, implementation, monitoring and evaluation.
- ✔ The Camp Management Agency supports the Protection Lead and mandated agencies in advocating for the rights of the displaced to be respected, including access to justice and law enforcement mechanisms in the camp.
- ✔ Regular meetings are held with protection agencies to address and follow up protection issues directly.
- ✔ Monitoring tools and reporting systems are agreed upon with the Protection Lead and put in place to enable the Camp Management Agency to monitor and report cases of abuse and violation of human rights in the camp.
- ✔ Reports and documentation, especially documents relating to sensitive protection issues, are stored securely and shared only with the consent of the person(s) involved and with awareness of the specific context.
- ✔ Camp staff know what protection entails and the legal status of the displaced population. They are trained in, and thus have an awareness of, key national and international legal instruments as well as customary law.
- ✔ Camp staff are aware of the mandates of protection actors working in the camp.
- ✔ Camp Management Agency staff have all understood and signed an agency code of conduct.
- ✔ The Camp Management Agency has analysed what protection risks the different groups of the camp population might face.
- ✔ The Camp Management Agency is aware of protection risks that may result from freedom of movement restrictions. This is monitored and advocated for in coordination with the Cluster/Sector Lead, protection actors and national authorities.
- ✔ The Camp Management Agency has analysed what actors are present both in the camp and at regional and national level to respond to identified protection risks and problems and what activities should be implemented in the camp to respond to and prevent protection incidents.
- ✔ The Camp Management Agency actively advocates, when relevant, for finding solutions to protection problems to Cluster/Sector Lead.
- ✔ The protection and monitoring of groups and individuals most at risk is integrated in daily camp activities.
- ✔ Participatory assessment techniques are used to find out about the community's protection concerns, including the different needs and concerns of women and men, boys and girls of all ages.

- ✔ Community participation is promoted in ways that increase protection and promote the ability of the camp population to be actors in their own protection.
- ✔ A comprehensive registration or profiling system is in place which is updated as appropriate.
- ✔ Monitoring tools and systems are agreed upon and in place to enable the Camp Management Agency to monitor and record the provision of assistance, services and security in the camp.
- ✔ Protection referral- and response procedures are clear and disseminated and understood by both camp population and service providers.
- ✔ Reports and documentation, especially documents relating to sensitive protection issues are stored securely and shared only with the consent of the person(s) involved and with an awareness of the specific context.
- ✔ Camp Management Agency works in ways that promote accountability, including the provision of timely protection information updates and feedback on response capacity, to the camp population.
- ✔ Training and awareness rising in protection is organised for a variety of state and non-government actors in close coordination with the Cluster/Sector Lead and mandated agencies.
- ✔ Camp Management Agency identifies different situations linked to house, land and property and advocates for the development of appropriate systems to register rights over lands.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

- Actor Mapping
- Analysis Tools for Protection: Frameworks for Analysis and Risk Factors Analysis Tool
- Event and Issue Form for Social Worker
- Guiding Principles Data Reporting Form
- Protection Incident Form
- Protection Mainstreaming Checklist for Camp Coordination and Camp Management
- Reproductive Health Response in Conflict Consortium, 2004. Checklist for Action, Prevention and Response to Gender Based Violence in Displaced Settings
- Table of Legal Provisions on which Guiding Principles are Based

## REFERENCES


- Brookings-Bern Project on Internal Displacement, 2006. Guide to International Human Rights Mechanisms for IDPs and their Advocates
- Brookings-SAIS Project on Internal Displacement, 2004. Protect or Neglect -Toward a More Effective United Nations Approach to the Protection of Internally Displaced Persons
- Global Protection Cluster, 2012. Minimum Standards for Child Protection in Humanitarian Action
- Inter-Agency Standing Committee, (IASC), 2002. Growing the Sheltering Tree-Protection Rights to Humanitarian Action
- IASC, 2005. Guidelines for Gender Based Violence Interventions in Humanitarian Settings
- IASC, 2006. Protecting Persons Affected by Natural Disasters. IASC Operational Guidelines on Human Rights and Natural Disasters
- IASC, Protection Cluster and Early recovery Cluster, 2008. Protection of Conflict-induced IDPs: Assessment for Action
- IASC, 2011. Operational Guidelines on the Protection of Persons in Situations of Natural Disasters
- International Committee of the Red Cross (ICRC), 2004. What is the Humanitarian Law?
- ICRC, 2007. Internally Displaced People
- ICRC, 2013. Professional Standards for Protection Work, Carried Out by Humanitarian and Human Rights Actor in Armed Conflict and other Situations of Violence
- International Displacement Monitoring Centre (IDMC), 2012. Internal Displacement and the Kampala Convention: an Opportunity for Development Actors
- Liam Mahony, Centre for Humanitarian Dialogue, 2006. Proactive Presence, Field Strategies for Civilian Protection
- Office for the Coordination of Humanitarian Affairs (OCHA), 2004. Guiding Principles on Internal Displacement
- Office of the United Nations High Commissioner for Human Rights (OHCHR), 2001. Training Manual on Human Rights Monitoring
- Organization of African Unity (OAU), 1969. Convention Governing the Specific Aspects of Refugee Problems in Africa.
- OAU Convention for the Protection and Assistance of IDP's in Africa, 2012. The Kampala Convention.
- Pinheiro Principles on Housing and Property Restitution, 2005. Handbook 2007.
- Protection Agencies Mandate and Areas of Expertise with displaced persons, 2013.
- Protection – An ALNAP Guide for Humanitarian Agencies, 1997.
- Protocol on the Protection and Assistance to IDP's, in the Pact on Security, Stability and Development in the Great Lakes Region, 2008
- Slim Hugo and Bonwick Andrew, 2005. Protection, An Active Learning Network for Accountibility and Performance Guide for Humanitarian Agencies
- United Nations (UN) Convention on Statelessness, 1954
- UN Convention on the Rights of the Child, 1989
- United Nations Development Programme (UNDP), 2005 Programming for Justice: Access for All. A Practitioner's Guide to a Human Rights Based Approach to Justice
- United Nations Refugee Agency (UNHCR), 1951 and 1967

Convention and Protocol relating to the Status of Refugees
– UNHCR, 1984. Cartagena Declaration on Refugees
– UNHCR, 2006. The Administration of Justice in Refugee Camps: A study of Practice
– UNHCR, 2006. Operational Protection in Camps and Settlements: A Reference Guide to Good Practices in the Protection of Refugees and other Persons of Concern
– UNHCR, 2007. Handbook for Emergencies
– UNHCR, 2009. UNHCR Policy on Refugee Protection and Solutions in Urban Areas
– UNHCR, 2010. Handbook for the Protection of Internally Displaced Persons, Guidance Note 12, Coordination and Management of Camp and Other Collectives Settings
– World Food Programme (WFP), 2013. Protection in Practice: Food Assistance in Safety and Dignity

PHOTO: UNHCR

# CHAPTER 9
# REGISTRATION AND PROFILING

## A SAFE ENVIRONMENT

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Registration and profiling are processes for the systematic collection of data about people living in a camp. Both processes help to identify individuals and understand their characteristics so that their needs can be met and their rights protected.
- In all camp situations, registration and profiling are fundamental management tools needed for effective camp management and coordination. They provide the basis for planning programmes, providing assistance and monitoring protection in the camp.
- For refugees and asylum seekers, registration is, first and foremost, a key protection activity. Registration identifies a person to be a potential refugee or asylum seeker and therefore potentially in need of international protection and of concern to the international community.
- Registration always involves a face-to-face interview between a representative of the registering authority and the individuals concerned. Registration data should be kept up-to-date.
- For asylum seekers and refugees, individual registration is the norm and is the standard to be achieved. For other displaced populations, due to management and protection concerns, registration may be done at the household level.
- The role of the Camp Management Agency is to coordinate with and support key registration and profiling partners. Knowledge of the relevant obligations, mandates and roles is important.
- All parties concerned should be involved in planning registration or profiling, including the displaced population. Coordination and contribution by various actors on the ground is key to a successful registration or profiling exercise.
- Both profiling and registration data management processes should respect the principles of data protection. Only the data needed for programme design, delivery and monitoring should be collected, recorded and processed.

## INTRODUCTION

In a camp, registration and profiling are fundamental tools for effective camp management. They provide the basis for planning programme, providing assistance and ensuring protection in the camp. When humanitarian activities are conducted in camps it is necessary to both identify individuals eligible for assistance and to determine the size and characteristics of the population living in the site.

### REGISTRATION

Registration is the systematic collection, recording and updating of data about individuals and their households to ensure that the person can be identified in the future for the purposes jointly agreed by stakeholders.

Registered population will often be perceived as the group of individuals considered the target for the provision of protection and facilitation of solutions, as well as the delivery of humanitarian or long-term recovery assistance. It is therefore important to define registration objectives in the larger context of humanitarian action. Thus, information is collected for specific purposes such as confirmation of identity, to provide protection, to ensure assistance delivery or for individual case management.

The purpose of registration and how the collected information is to be used, determine the data to be collected. Data may include information about individuals or families, such as names, dates of birth or gender, as well as other characteristics such as needs, locations, capacities and protection issues.

**EFFECTIVE REGISTRATION AND PROFILING INVOLVES DEFINING:**

- objectives: why?
- methodology: which?
- responsibilities: who does what?
- standard operating procedures: how?

Registration also assists in identifying groups at risk and their specific needs. Specific protection programmes such as tracing, legal representation and family reunification can only be adequately implemented if reliable and up-to-date data are available.

Registration needs to be a continuous process that records and updates essential information that changes over time, such as births, deaths, marriage, divorce, new arrivals and departures. It is also a resource-intensive and expensive exercise. Mechanisms for keeping registration records updated and regular scheduling of full registration exercises should

be part of initial planning considerations. Registration data can be aggregated to understand the overall characteristics of the registered population.

While the basic definition of registration is the same, different spheres of law regulate these obligations with respect to refugees and asylum seekers on the one hand and internally displaced persons (IDPs) on the other.

### REGISTRATION IN A REFUGEE CONTEXT

Recognition as an asylum seeker or refugee accords an individual the rights and responsibilities described in international and humanitarian law instruments such as the 1951 Refugee Convention and subsequently enacted regional refugee instruments. Registration is usually the first step in the process of recognising refugee status, either under group or individual procedures. The role of registration is to capture the entire population consisting of refugees or asylum seekers, even though they may not be in need of material assistance, as it relates to their legal status. Registration helps to ensure:

- the principle of non-refoulement: the protection of refugees from being returned or expelled to places where their lives or freedoms could be threatened
- protection from arbitrary arrest and forcible recruitment
- access to basic rights, assistance and services, including family reunification
- assistance in the identification and delivery of durable solutions
- identification of communities, helping them stay together and contributing to community cohesion and organisation
- identification of opportunities for capacity building among the displaced population
- communication with displaced populations and ensuring their participation in operational planning, response and monitoring.

The registration of refugees is the responsibility of the host government concerned. In some situations, the UN Refugee Agency (UNHCR) offers operational support under its mandate to provide international protection and to seek durable solutions.

In most cases, documentation will be issued to refugees and asylum seekers as a result of registration. These are documentation that confirms:

- the status of the refugee, such as an identity card or attestation letter
- entitlements for items such as a ration card or health card.

These should be separated documents serving different purposes.

### REGISTRATION IN AN IDP CONTEXT

IDPs are nationals or habitual residents in the country of displacement, and have rights in the same manner as other nationals who are not displaced. Therefore, registration policies and practices for refugees are not universally applicable in IDP situations. The government is responsible for determining whether or not to register IDPs and for what purpose. In some IDP situations, the government may determine criteria for giving IDPs a distinct status and may pass laws regulating who is an IDP and what rights and services they can expect. The international community has a role in working with the government to make sure that the Guiding Principles on Internal Displacement are respected. IDP registration can serve multiple purposes. It may be used to:

- identify IDPs falling within the scope of the humanitarian operation, based on specific objectives or needs
- identify persons in need of and/or receiving assistance
- contribute to camp planning and layout
- identify communities, helping them stay together and contributing to community cohesion and self organisation
- identify opportunities for capacity building among the displaced population
- support communication with displaced populations and ensure their participation in operational planning, response and monitoring.

Registration and profiling in a camp setting can also be used to identify capacities and skills among the displaced population. This information can be especially useful to the Camp Management Agency in the planning of community participation, including identifying those who could be involved in camp governance, technical projects, camp committees, working groups and training.

Many different actors will have a need for the information collected during registration. Therefore, it is essential for the Camp Management Agency to coordinate registration activities and to ensure that IDPs are not subjected to multiple registrations by different agencies. Coherence regarding the numbers of persons and their needs also remains important. In general, while overall IDP registration is the responsibility of the state concerned, various agencies will register or obtain data for a subset of the population for their specific mandate and/or needs.

## PROFILING

Profiling is a method of collecting the characteristics of the population in an aggregated manner which can be generalised to the entire population. The objective of profiling is primarily to obtain baseline information and subsequent overview of the population for a specific purpose, such as better targeting of assistance or understanding of dynamics among the communities. As indicated above, registration data can be a basis for obtaining a profile of a population. However, if the objective is to obtain the general characteristics of the population only, methods less costly than registration can be used such as estimation or surveys, key informant interviews or participatory assessments.

Key clusters and agencies have endorsed Guidance on Profiling Internally Displaced Persons, which defines profiling as "the collaborative process of identifying internally displaced groups or individuals through data collection, including counting and analysis, in order to take action to advocate on their behalf, to protect and assist them and, eventually, to help bring about a solution to their displacement". The methods for profiling range from desk review, estimation, surveys, registration and focus group discussions to key informant interviews.

### REFUGEE PROFILING

Registration does not exclude other profiling methods to be used in the camp by the Camp Management Agency, as well as those providing protection, assistance and other services to better understand the population. Profiling is often based on registration data when such data exists. However, other profiling methods are also used, depending on the situation or in order to obtain a more in-depth analysis of the dynamics within the refugee population. Age, gender and diversity-sensitive participatory assessment may be one of the ways to gather additional and in-depth information on a particular subset of the population.

### IDP PROFILING

An IDP profile is an overview of an IDP population that shows, at a minimum:

- the number of displaced persons, disaggregated by age and gender, even if they are only estimates
- location(s), place of origin and place of displacement.

This is understood to be core data. Wherever possible, additional information might include, but not be limited to:

- humanitarian needs
- protection concerns
- cause(s) and patterns of displacement.

National authorities are the first responsible for providing protection and assistance to IDPs within their jurisdiction, and should lead a profiling exercise, whenever possible. Humanitarian stakeholders should play a supporting role, if necessary.

## KEY ISSUES

### ROLES AND RESPONSIBILITIES

Registration and documentation of displaced persons is the responsibility of the national authorities. However, UN agencies, NGOs and Camp Management Agencies may play an operational role in the planning, gathering and use of data, depending on national capacity, mandates and roles.

Depending on the context, the Camp Management Agency is often involved in procedures related to the continuous update of the camp's registration data and its ongoing relevance.

### REFUGEE SITUATION

Refugee registration activities are led by the government and/or UNHCR. These activities can be supported by the Camp Management Agency and various other actors on the ground who are providing humanitarian assistance. UNHCR has established that identity documents are best when issued by the government, often with UNHCR's support. Entitlement documents are usually issued by various service providers. Camp Management Agencies can play a role in harmonising the various requirements of entitlement documents among service providers so as to reduce costs and to ensure more efficient monitoring of overall needs and assistance responses.

Registration data should be continuously updated to reflect the changes in the refugees' lives, including births, deaths, departures or changes in refugee status. The Camp Management Agency has a role in ensuring that information related to changes is channeled appropriately and data are kept updated.

Additional data gathering exercises should be coordinated carefully and in advance with the government and/or UNHCR, as well as all partners involved in the camp so as to reduce overlaps and maximise the exercise's result for service providers.

### IDP REGISTRATION

National authorities are primarily responsible for ensuring that IDP registration takes place. When there is a national framework for managing and identifying IDPs, procedures for camp registration should be foreseen within the framework. In its absence, at a minimum level of registration, such as at the household level, registration is required for accountability purposes to plan and monitor assistance delivery and interventions. In such cases, the Cluster/Sector Lead Agency is responsible for ensuring that registration takes place in the camp, in cooperation with national authorities. However, in some situations, the Camp Management Agency may need to undertake registration activities or drive the process forward.

Documentation issued to IDPs as a result of registration is usually related to access to entitlements such as a ration and/or health cards. The entitlement documents are often issued by the Cluster/Sector Lead Agency together with the World Food Programme (WFP) and other service providers, irrespective of who has conducted the registration. As with refugee registration, it is preferable to continuously update the data to ensure they accurately reflect changes in IDPs' lives.

**COORDINATION FOR A COMMON ENTITLEMENT CARD**

In the interests of effective coordination and information management, Camp Coordination and Camp Management (CCCM) cluster partners generally advocate for inter-agency registration and profiling of IDPs in camps. It is important to coordinate among agencies and to aim for a common entitlement card, rather than different agencies issuing different cards.

**VOICE FROM THE FIELD - CHALLENGES WITH REGISTRATION**

"One of the challenges we've had in the camps is ensuring accurate lists. The camps are in close proximity to the town, which makes it an extremely fluid population. Newly displaced persons register in the camp but actually live with host families. Others originating from the town come to the camp saying their identity card got lost during flight. This has all resulted in the registered camp population being considerably higher than the population actually residing in the camp. In the absence of a functioning strategy to address this issue, there has been a decreasing level of trust in the numbers and there has been tension with several activities we have undertaken.

Several operational partners have also carried out their own registrations, and issued separate ration cards as the basis for their assistance. This, again, has resulted in inequality, which has exacerbated the tensions. Below are some lessons learned:

- Registration is the base of all camp activities: it needs to be prioritised.
- Registration needs to be carried out by well-trained personnel using tested and approved methodologies.
- Reasons for inevitable inaccuracies in numbers need to be clearly communicated to all operational partners and the camp population.
- The Camp Management Agency should advocate strongly for all actors to use the same registration data.

### IDP PROFILING

At the country level, IDP profiling should be led by the national authorities wherever possible. Where the national authorities need support to assume this responsibility, it is the role of the Humanitarian Country Team, in consultation with the concerned clusters, to initiate a profiling exercise. At the camp level, initiative can be taken by Camp Management Agencies, in consultation with the Cluster/Sector Lead Agency and/or the national authorities, to obtain better information on new or evolving IDP populations. Profiling modalities should be agreed by the various involved actors, although this does not exclude separate needs assessments by different service providers for their particular purposes.

## REGISTRATION METHODOLOGIES AND PRINCIPLES

Whether it is in a refugee or IDP camp, once a decision has been taken to register the camp population, the basic methodology for registration is largely the same. Registration is composed of four phases including different activities as followed:

### PHASE 1: PREPARATION

- agree registration activity objectives
- review and consolidate existing data related to the population to be registered
- set up coordination mechanisms and standard operating procedures
- define roles and responsibilities
- prepare logistical and administrative support arrangements
- undertake information campaigns with the population concerned.

### PHASE 2: POPULATION FIXING

- determine approximate population size
- establish means for avoiding inclusion and exclusion errors
- confirm fraud mitigation measures and complaint procedures.

### PHASE 3: REGISTRATION

- undertake registration interviews
- validate collected data
- issue documentation.

### PHASE 4: DATA ENTRY AND ANALYSIS

- conduct data management, data entry and sharing
- ensure continuous registration
- de-register persons when appropriate.

Other important elements for each phase are presented below.

**VOICE FROM THE FIELD - INFORMATION AND PLANNING IN SUDAN**

In an IDP camp in Sudan composed of 93,000 displaced people, close cooperation with IDPs and all the agencies involved in the camp was sought for planning and implementing a major head count and registration. Before starting the exercise, two months were spent on a continuous public information campaign, as well as training of functionaries and setting up of infrastructure.

### PREPARATION PHASE

**Collaboration**

Registration can be costly, both in terms of material and human resources, and requires concerted logistical preparation. Overall managerial responsibility should at all times be shared by national authorities and Cluster/Sector Lead Agencies, UNHCR – in its capacity as Camp Coordination Agency for refugee matters as well as IDPs in complex emergencies – and the International Organization for Migration (IOM) – as the Camp Coordination Agency for IDPs in natural disaster settings. They should oversee master lists and storage and safe-keeping of data. Service providers present in the camp should be encouraged to participate directly in the registration process and/or facilitate it by making available personnel and necessary facilities such as latrines, water points and registration venues.

### Participation

The national authorities and the Cluster/Sector Lead Agency should ensure that the objective for the exercise is clear and obtain input from other agencies working in the camp. Different stakeholders have particular interests in registration and collection of data. Issues related to data ownership and data sharing should be clarified from the beginning. Multiple registrations should be avoided for registration exercises interrupt ongoing activities while unnecessary data reconciliation efforts are time consuming and distracting. Displaced populations should take part in designing the registration process, disseminating public information to fellow camp residents and monitoring access to registration. It is especially important that women take part in decision-making regarding responses to security risks for women and girls during any registration process. Planning should take into consideration special arrangements for people with specific needs such as reduced mobility, persons in detention or those in institutional care.

**WOMEN AND GIRLS**

Women can face difficulties gaining access to registration. It is thus extremely important to involve them in the design of the registration exercise. Gender-specific roles may discourage women from taking part in the registration process, or men may even prevent women from participating. Unregistered women and girls may be deprived of assistance and protection and consequently become more vulnerable to exploitation and abuse.

### Information to Collect

Information collection and management is costly. The more information captured, the more time is required to collect and manage it. Only the information needed to monitor, plan and deliver protection services and assistance should be collected. For the initial registration during emergencies, it is therefore often recommended to plan for a rapid household registration to ensure that food and essential service provision can start as soon as possible.

**MINIMUM INFORMATION REQUIREMENTS AT THE HOUSEHOLD LEVEL IN AN EMERGENCY**

- date of registration
- names of male and female heads of households
- gender of the heads of household
- date of birth or age of the heads of households
- household or family size
- location and camp address
- each family member recorded by gender and age group
- area/village of origin
- specific needs within the household
- consent of family to share data.

### Use of Existing Data

Registration exercises cannot be planned without minimum information on the approximate size of the population and the dynamics within the camp and surroundings. It is essential to consolidate existing baseline information prior to the exercise in order to better plan. Existing data can be used as a basis for registration activities, either as starting point for further data collection, or to properly plan resources and logistics for the registration activity.

Initial data collection may have been carried out by the Camp Management Agency, camp leaders, or organisations that conducted immediate distributions, such as food or shelter. Community leaders may have lists of arrivals. Community and committee leaders could assist in the identification of persons with specific needs prior to a registration. Community leaders, it must be remembered, do not necessarily always act in accordance with the common interests of their own community. Lists submitted by committee or community leaders do not eliminate the need for face-to-face verification of identity. Local authorities, who may maintain lists, are often approached by newly arriving IDPs or asylum seekers for registration, and need to be aware of registration procedures.

When pre-existing distribution lists from community leaders are not available, it is necessary to make an estimation of the number of displaced people to be registered so as to plan for number of staff, vehicles, material purchases and other logistical issues. An estimate can be achieved through extrapolation, or in some cases, by aerial photography. Extrapolation can be done through calculating the total area of the camp based on the population or shelter density. Variations in population and shelter occupation rates must be taken into account when using this method. Aerial photography of a camp can also be used to count shelters. A minor ground survey should determine the average family size per shelter and the average percentage of empty shelters.

### Time, Staffing and Logistics

Timing is important. Avoid giving notice too late, as people may have to plan in advance to attend registration. Avoid, however, making the announcement too far in advance as people may forget important details. Be aware of any cultural or religious days or events on which registration would be inadvisable. Likewise, the Camp Management Agency needs to ensure that registration does not clash with other interventions such as food distributions or vaccination campaigns. The registration venue should be central, but at a distance from crowded places such as market areas.

Care should be taken when employing staff for registration. It should include the camp population as well as people from the local community in order to share job opportunities. The staff should always include a sufficient number of females. A registration exercise employs many new staff and different agencies are required to work together. It is essential that roles and responsibilities between the various functions are clear and that staff are trained to conduct this specific exercise.

Registrations are complex activities, usually involving large numbers of staff and displaced persons and complex infrastructure. Excellent planning, with sufficient contingency for supplies and delays, is essential. Sufficient time and energy in

the preparation stages, and a strong commitment to detailed planning, are needed for a successful registration.

### Information Campaigns

Leading up to and during a registration, the clear and systematic dissemination of information is critical and an essential element for success. In order to reach all camp residents, proactive information campaigns are an absolute necessity. All displaced people have a right to know what is being done on their behalf. Communication of transparent and timely information to the community is key to ensuring a registration's success. Accurate information will reduce anxiety, avoid misunderstandings and contribute to smooth cooperation.

Properly trained staff, hired from among the displaced, should travel to all corners of the camp to spread the message, using different methods and channels which resonate with the community. These communicators are essential in order to inform, answer questions and encourage participation, particularly that of females. In addition, communicators are required to downplay unrealistic expectations and to address any misleading rumours.

Information can be disseminated through radio, meetings and leaflets/posters at mass gatherings, through religious institutions, at water points, schools, market places and other frequently visited public areas. In addition to the proactive campaign, all information concerning the forthcoming registration should be posted where visible, such as outside the Camp Management Agency's office.

**INFORMATION TO THE COMMUNITY SHOULD ALWAYS MAKE CLEAR:**

- why the registration is being conducted and based on what criteria
- with whom the collected information will be shared
- who will be registered (individuals/households)
- that people have a right not to register, and that they understand the consequences of not registering
- that registration is free of charge
- that, unless clearly stated, registration is not confirmation for assistance entitlement
- that registration is open to all groups, regardless of gender, ethnicity, age, religion and all other characteristics, as long as they match the criteria
- how complaint procedures work
- the time, venue and process, including methods and materials.

### Security Considerations

Security of staff and the displaced community must be considered at every step of the process. It is important to plan for efficient crowd control and to provide clear instructions to all participants in the registration exercise on how to deal with, for example, aggressive crowds or agitated persons. Proper information sharing prior to any exercise is crucial to avoid confusion and potentially disruptive crowds. Equally important is the availability of sufficient sanitary services, drinking water, shade and shelter from the elements. Insufficient breaks, food or refreshments for staff can disrupt a registration exercise or even jeopardise the safety of both staff and displaced persons.

## POPULATION FIXING PHASE

### What is 'Fixing'?

The term 'fixing' is used to describe a process which aims to temporarily 'freeze' or 'fix' the camp population size for the purpose of registration. There are various ways of conducting 'fixing'. Existing registration information or lists are often used as a starting point for registration activities. Distribution agencies and community leaders often have lists of displaced persons. When pre-existing lists or registration data are used as a starting point, it is necessary to decide how to extend registration to individuals who are not on the list but who may, nevertheless, be entitled to registration. This is very important, as not all displaced persons may have received rations or been registered by community leaders.

Fixing can be conducted by handing out tokens or by using tamper-proof wristbands, which are removed when being registered. The fixing token is normally given to the representative of the household after a visual confirmation of the number of persons in the household during the fixing phase. The wristbands are used for every individual. In the registration phase, all individuals would need to be present.

Fixing can be organised either centrally or by house-to-house visits. The camp population can be requested to come to a designated point within the camp. While passing through the point, each member of the household will be marked individually with indelible/invisible ink and receive one token or be wrist-banded. This method is valid in locations with a proper camp layout and functioning public address system. However, it requires a large number of staff to conduct the household visits with sufficient speed.

The fixing process should ideally be completed within a couple of hours, and certainly on the same day so as to avoid unnecessary waiting and to limit the possibility of fraud and double-fixing. Each fixing point should have a supervisor to oversee the process and control the fixing tokens and/or wristbands. Mistakes made at this stage are difficult to correct during the registration. Although attention needs to be paid to their objectivity, community leaders can sometimes help to verify eligibility of displaced persons from their own home areas.

Individuals from neighbouring camps or villages may try to present themselves at the time of fixing. For this reason, it is sometimes necessary to conduct fixing simultaneously in several camps that are close to each other so as to reduce the likelihood of people registering in more than one location.

Fixing products normally need to be ordered from abroad. Sufficient time thus needs to be allocated for them to arrive in camp.

**PERSONS WITH REDUCED MOBILITY**
Persons with reduced mobility require special attention. Bed-ridden persons or persons with disabilities should be fixed by mobile teams to ensure inclusion in the registration. Mobile teams must roam clinics and individual shelters to fix those persons. It is necessary to liaise closely with health agencies and community leaders in advance for the fixing exercise.

**ORGANISING FACILITIES**
Depending on the climate, it is important to ensure some protection against rain, heat or cold. Shade needs to be provided in a warm climate and heating in cold climes. Access to water and latrines needs to be in place at every fixing point.

## REGISTRATION PHASE

### How to Organise Registration

Waiting time should be minimised, through careful scheduling of registration interviews. Households with persons with specific needs should be given priority and facilities designed to accommodate their needs. For example, special attention is needed for households with older persons, disabled persons or with pregnant women.

Registration usually requires registration offices or registration points, which can be as simple as a registration clerk behind a desk in the open air. The list of people who cannot come to the registration point should be provided either by the health centre or through the leadership in advance of the exercise. Mobile registration teams will move around to register individuals unable to show up due to disability, sickness or old age.

At each registration point, a staff member should be available to answer questions, explain procedures and organise the waiting area. Staff should be identifiable at all times, wearing for example, T-shirts, caps or vests and displaying their ID cards.

**VOICE FROM THE FIELD - ENSURING ACCESS TO REGISTRATION**
"During registration in 2005 in Banda Aceh, Indonesia, it was made known to the Camp Management Agency that the authorities would not register a single female-headed household as a 'household'. If the single female had a son, then they would be registered as a household in the son's name. This meant that in government registrations there was no record of single female-headed households, which had implications and led to discrepancies between government information and data from other sources."

### Registration of the Family or Individual

Registration can be conducted either at the family/household or individual level. Normally there is a phased approach, with family/household-level registration taking place initially, followed by individual registration, if necessary. In some situations, due to the requirement of the operation or the objective of the exercise, individual registration may take place directly without a family/household registration taking place.

If family/household registration is to take place first, it needs to be ensured that those with specific needs are registered individually from the beginning so the proper follow-up can be conducted, for example, for separated or unaccompanied minors within a family. Specialised training may be needed for registration staff to be able to identify the groups at risk. It is essential that cooperation is sought from agencies with a specialised focus and already-trained staff.

For more information on persons with specific needs, see Chapter 11, Protection of Persons with Specific Needs.

**UNACCOMPANIED AND SEPARATED CHILDREN**
Unaccompanied and separated children (UASC) are among the most vulnerable. The Camp Management Agency may receive UASC information through their day-to-day work with displaced persons or during registration. Identification of UASC cases must be approached carefully to ensure that all genuine cases are found, while not attracting false cases. Registration of UASC must be carried out as soon as identified and cases should be immediately reported to the relevant child protection agencies operating in the area. The forms used to register UASC, namely the Inter-Agency Registration Form (2014) and the Extended Registration Form (2014), can be found in the tools section of this chapter, along with the Guidance Notes document. These notes should be read together with staff.

### Documentation

On completion of the registration, documentation may be issued to the head(s) of the household, or in some cases, each individual. Depending on the situation and circumstances, the documentation may be an entitlement card, such as ration and/or registration card.

Whenever possible, it is recommend that entitlement cards, especially ration cards, are issued to a female head of household. Women and their children may face difficult times if the husband leaves, taking the family ration card or if the husband does not have the interests of the family in mind. In cases where it is not culturally acceptable to issue entitlement cards to female heads of household, it should indicate the names of both a female and male head of household. This information needs to be captured during registration.

**REGISTRATION CARDS**

Camp registration cards may be issued to camp residents to confirm their residence in addition to entitlement/ration cards. This may be useful, for example, when not all residents of a camp are entitled to food assistance, but rather to other assistance such as education or health. The need for a camp registration card must be assessed on a case-by-case basis. This requires an analysis in any given situation of both the positive and negative implications that the issuance of such a card would have. The camp registration cards should not be confused with ID cards or status documentation which confirms the status of a person, such as protection letters or attestation letters, issued by government/UNHCR to refugees/asylum seekers as proof of their refugee/asylum seeker status, or by the government confirming that the person is a national of their country.

The actual information to appear on any documentation or card needs to be assessed for each situation. However, the card should not contain any information which unnecessarily provides confidential information, such as health information. Neither should it put the displaced person in a vulnerable situation by, for example, including information on ethnicity. In respecting the privacy of the individual/family, it should also not contain more information than is necessary for the purpose. In some instances, for protection purposes, the registration number should be printed on the card instead of a person's name or other personal information, which then would be used together with the database.

**IN SOME SITUATIONS, CARDS MAY CONTAIN THE FOLLOWING INFORMATION:**

- names of the heads of family, in some cases, all family members
- camp location and/or camp address
- family size and number of children under five
- date of issue
- issued by (agency/name of staff)
- expiry date (preferably a cycle of six months to one year)
- programming information, such as health and nutrition status or age group.

### Registration Fraud

As registration normally provides access to entitlements, it may be prone to attempts of fraud. For example, fake camp registration cards or entitlement cards might be produced and start to circulate. People might borrow family members from the host community or neighbours to inflate their household size. The Camp Management Agency should develop consistent routines for updating records and replacing lost or damaged camp registration cards and entitlement cards. People may try to register under false names, making cross-checking with other lists futile. On-going information campaigns and welcome centres for new arrivals help to limit fraud or illegal transfer of cards.

**VOICE FROM THE FIELD - EMPTY SHELTER?**

"According to the site leader, about 25 families are keeping additional family cards, despite their relatives having left the site. This enables them to have continued access to empty shelters and still claim assistance during distributions. The IDP leader said he tried at one point to count the empty shelters, but had been stopped by other site members. They told him that the shelters weren't empty, that their relatives had only left the site for work and would be back again in the evening. Now we see materials from the empty shelters are being looted as well."

The plan for the registration activity should incorporate ways to prevent fraud involving staff. For example, frequent rotation of staff and clear division of responsibilities may help reduce fraud. It would also avoid putting refugees or the local population hired temporarily for the registration exercise in a position of authority, such as being able to issue entitlement cards or collect registration data. Strong supervision and a clear complaint mechanism are some important components.

**FRAUD**
Regrettably, instances of fraud involving staff have been reported in many past registration exercises. This can involve the inclusion of ineligible persons, the inflation of family size or the wrongful issuance of entitlement cards in exchange for favours or bribes. Staff needs to be informed that there is no justification for misconduct and of the consequences of inappropriate behaviour. All staff, including those hired for this purpose only, must sign a code of conduct. Misconduct issues should be clearly addressed during the registration training.

### Complaint Mechanism

A complaint mechanism with a follow-up procedure preserves the dignity of displaced persons by allowing them to actively voice their complaints. By establishing a complaint mechanism, agencies are accountable for mistakes that can happen and signal their preparedness to rectify them. In camp situations and immediately after displacement the population is often most vulnerable and the likelihood of the displaced being intimidated by a registration process the highest. The complaint mechanism constitutes one way to ensure humanitarian agencies' accountability towards displaced persons.

Efforts should be made to establish procedures for people to file complaints, report persons who have allegedly missed out or to report misconduct of registration staff. Also, people should be encouraged to make suggestions for improvements. Complaint procedures must incorporate appropriate procedures for effective follow-up.

**COMPLAINTS PROCEDURES SHOULD:**

- include a standard complaints form (all complaints received, however, should be reviewed, regardless of the submission format)
- give persons submitting a complaint an opportunity to identify themselves to the management, at a minimum, while respecting their anonymity should they fear retaliation
- include provisions to submit complaints through a staff member other than the one about whom the complaint is made
- ensure that complaints are submitted directly to the registration manager, or other staff member with oversight responsibilities for registration and related activities
- encourage anyone to report misconduct in registration-related activities. Such an opportunity must exist to do this anonymously, which will allow for the agencies' attention to be drawn to the occurrence of certain problems otherwise not revealed.

For more information on complaint mechanism, see Chapter 3, Community Participation.

## DATA ENTRY AND ANALYSIS PHASE

### Electronic Entry of Data and Creation of Lists

In coordination with key stakeholders, data collected during the registration may be computerised and entered into a database. The database can be a simple Excel sheet, an Access database (which has licensing implications) or other types of customised databases. In many situations, field capacity to maintain the database needs to be assessed closely before deciding on the design. Excel sheets are easy to maintain and in many countries their use is well-known.

The database will help sort and analyse demographic information and can provide tally sheets for the purpose of distribution. A database gives an accessible overview of the camp population, can generate aggregated data used for planning and programming purposes and can be updated to maintain accuracy. UNHCR's global registration application (proGres) is used to register refugees, asylum seekers, as well as IDPs and stateless populations. IOM registration modules for IDPs are adapted to country requirements.

Only authorised persons should have access to the data, as noted below in the section on data confidentiality and data sharing. Strict routines for creating back-ups need to be established. Once a database is operational it can provide the Camp Management Agency and stakeholders with various lists according to needs: for distribution, for identifying children of school age and for approaching elders, to mention a few. Confidentiality is of the utmost importance.

**GEOGRAPHIC INFORMATION SYSTEM (GIS) MAPPING AND PERSONS WITH SPECIFIC NEEDS**
Be aware that GIS mapping of individuals with specific needs may put people at increased risk. Information that is mapped needs to be carefully vetted. This does not, however, exclude the collection of GIS data for key camp points or mapping at the block/community level for this does not pinpoint the whereabouts of more vulnerable individuals in the camp.

### Data Confidentiality and Sharing

As the registration involves recording data on households and individuals, all processing of registration information should strictly adhere to data protection principles and the individual's right to privacy. Registration data must be properly handled and stored to avoid access by unauthorised persons.

The number of staff handling registration information should be limited. The agency in charge has overall responsibility for the safekeeping of collected information. Both confidentiality and protection concerns need to be kept in mind when sharing information with other agencies and authorities. This needs to be discussed and agreed in advance with various agencies taking part in the camp registration exercise in order to avoid

misunderstandings later. In addition, the actual registration should provide as much privacy as is realistically possible. For example, there should be sufficient distance between those being registered and the queue of people waiting, so that personal issues raised are not overheard.

Specific information on any population or group of people, in particular in conflict environments, can be gravely misused and must not end up in the wrong hands. Persons who have fled from persecution and/or situations of violence and conflict will have especially legitimate concerns for their identity and whereabouts to be protected. Hence, in any registration planning, the protection of information on individuals must receive the highest consideration.

Whenever information is processed ask:

- for what reason?
- in what format?
- for how long it will be kept?

IOM and UNHCR have developed extensive guidance and frameworks on data protection issues relevant to humanitarian contexts. Based on rigorous data protection principles, these policy documents, and associated guidance, should be respected.

For more information on information management and confidentiality, see Chapter 5, Information Management.

### Continuous Registration in the Camp

Planning should also include provision for continuous registration which aims to keep all registration information obtained updated on a continuing basis. Personal and/or family circumstances change over time with newborns, marriages, deaths and returns. Continuous registration can also be implemented as part of verification and a regular and frequent part of monitoring. Food distribution can be used for spot checks of those coming to receive food. If changes in the population are too significant to keep pace with, a verification exercise may need to be planned to reconfirm the camp residents against the master list/database. Once a displaced person or a household/family are confirmed as no longer living in the camp, entitlement cards should be cancelled and records closed.

This can be a challenge, but if implemented correctly, it will make optimal use of existing resources to achieve the highest possible accuracy and timeliness of registration information.

**VERIFICATION ACTIVITIES**
Finding out why people do not show up for food distribution should be part of verification activities and is, in itself, an important protection activity.

### New Arrivals

New arrivals should be registered in accordance with existing registration practices. To the extent possible, new arrivals should be cross-checked for records at other camps or at any other distribution point by the Camp Management Agency. It is also important to agree procedures for managing new arrivals with all partners, including those distributing commodities. Procedures should also be known to the camp residents, so that when their friends and relatives arrive, they can inform them of the proper procedures to get registered.

**SCREENING PROCESS**
In a mass influx situation where proper registration of new arrivals is not feasible, reception centres should be established to 'fix' (define) new arrivals and avoid subsequent labour-intensive head counts. This can be part of a screening process in cooperation with healthcare providers. Already existing leadership structures could be helpful at this stage.

### Deregistration

Persons who permanently leave the camp or are deceased no longer have entitlements to assistance and should be deregistered. In practice, families rarely report departure or death as they either hope to continue to receive assistance with the card of the departed or deceased person or to sell the entitlement card.

To enable better reporting of deceased persons, the distribution of burial cloths or provision of other forms of burial assistance to the household in question could assist. The Camp Management Agency may undertake this responsibility.

In relation to people leaving a camp, some prefer to hold on to their documentation as an insurance to be able to return and not lose access to assistance and services. In the process of deciding to return, families may send some members ahead in order to assess security conditions and availability of housing and livelihood before returning with the entire family. It is important to be sensitive to these motivations and make a proper assessment before deregistering persons who have left.

In organised return movements or population transfers, deregistration can also be done in conjunction with distribution of return kits or packages, or payment of return cash stipends.

## PROFILING METHODOLOGIES AND PRINCIPLES

Profiling methodologies and principles include the following:

- desk review
- quantitative methods
- qualitative methods
- mixed methods.

The profiling methodologies listed below are a summary from the Guidance on Profiling Internally Displaced Persons. While the methodologies have been compiled specifically for IDP profiling at a country/regional level rather than camps, the methodologies listed can be applied to camp situations and refugee profiling as well.

### DESK REVIEW

Desk review is a useful first step. It aims to obtain a view on what information is available, sufficient, outdated or simply non-existent. It also shows where the main information gaps lie and where to prioritise more data gathering. It should review both locally and internationally available information to the extent possible.

### QUANTITATIVE METHODS

In most cases, these methods either collect data on the whole population or part of the population in a way that the results can be extrapolated to generalise about the whole population.

#### Rapid Population Estimations

These are suitable for estimating the numbers and basic characteristics of the population in a short period of time, for example, when the situation is still unstable and there are movements. Some methods can be used where ground access is not possible. However, in principle, ground access is needed to obtain more accurate population estimation. Best used in a well-defined geographic area, additional information needed to capture the characteristics of the population can be obtained during the estimation exercise.

- Area Survey Using Aerial/Satellite Imaging
  Used for a broad picture of an ongoing movement to estimate numbers or see what it is that people are fleeing from and where they are moving to. Particularly useful when speed is of the essence and access is difficult or non-existent.

- Flow Monitoring
  People are counted while passing a given point, such as a cross-road, bridge, ford or mountain pass, either throughout the movement (comprehensive) or with enumerators returning to the same spot at certain times of the day or week (spot). This method is useful for estimating numbers during a mass movement of people, such as during an exodus from a given area or a return movement.

- Dwelling or Head Count
  Counts the entire number of huts in a given area to obtain an estimated overall number of the people in that area. Can be combined with a survey to obtain additional information on the residents. Counts the entire number of people living in a given area. More labour-intensive in comparison to dwelling count. Using sampling methods, counts a subset of the population or dwellings and extrapolates the results to estimate the overall population figure.

#### Household Survey

Involves selecting a sample of part of the general population and generalising the results. Suitable for data collection at the household and individual level. The method is applicable when the population and ground conditions are stable and allows for a wider collection of additional information. In camps or settlements, a household survey can be used to ascertain and/or collect additional data.

#### Registration

Profiles can be extracted from existing registration data. Once registration data is entered electronically, analysis can be conducted.

#### Population Census

Usually conducted by national authorities once a decade. It covers the entire population of a country. In addition to individual data, a set of relevant socio-economic information is gathered for every household. For IDP situations, the profile of the population may be available in the national census information.

### QUALITATIVE METHODS

Qualitative methods differ from quantitative methods in that their final outcome may not necessarily be expressed only in numbers and their way of data-gathering does not need to adhere to statistical concepts. They complement quantitative methods and are useful for the triangulation and interpretation of results.

#### Interviews

- Focus Group Discussions
  These group discussions aim to better understand the population. It is necessary to discuss the same sets of questions with different segments within the population, for example, with male and female groups and with adolescents, adults, older people and people with disabilities. In this way it is possible to ensure that different views existing within the population are captured as accurately as possible.

- Key Informant Interviews
  Key informant interviews are conducted for a very small number of pre-selected people who may hold relevant information. As with the focus group discussions, diversity is essential to obtain a representative overview.

### MIXED METHODS

#### Location/Site and Group Level Assessments

Location assessment consists of assessing and monitoring the lowest geographical observation unit to establish the baseline information for entire affected areas, including identification of displacement points to target for site and group level assessments. Site and group level assessment will collect more detailed information – including profile of the site/group, population demographics and multi-sectoral information aggregated at the site/group level. Both assessment types are done through the methods of direct observation, including quick counting and measuring, collecting available information from key informants and focus group discussions.

## CHECKLIST FOR A CAMP MANAGEMENT AGENCY

- ✔ The obligations, mandates and roles of the various actors involved in registration and/or profiling are agreed and understood, depending on the specifics of the displacement situation.
- ✔ There is inclusive participation in the registration/profiling process, including identifying the objectives of the exercise and the methodologies that will be employed.
- ✔ The camp population participates in and is involved in the planning, implementation, monitoring and evaluation of the registration/profiling process.
- ✔ A complaints and follow-up mechanism is in place, which helps ensure accountability to the displaced population.
- ✔ National authorities are, if necessary, supported by the humanitarian community, to register, profile and document displaced citizens in their territory.
- ✔ Registration/profiling information is used by the Camp Management Agency to inform the planning of effective programming, which provides assistance and protection to the camp community.
- ✔ Plans and resources are in place to update registration data on a regular basis, to ensure that it is accurate and relevant.
- ✔ National authorities and/or the Cluster/Sector Lead Agency are collaborating to ensure registration in the camp follows minimum standards.
- ✔ Cases of unaccompanied and separated children are reported immediately by the Camp Management Agency to relevant child protection agencies.
- ✔ Service-providing agencies in the camp are encouraged to participate directly in the registration/profiling process and/or make personnel and necessary facilities available, such as water points, registration venues and latrines.
- ✔ Attention has been paid to the access of women and girls to the registration process, ensuring their safety, perception of safety and identifying possible solutions to their safety challenges.
- ✔ Rapid household registration is carried out in the early stages of the emergency to ensure provision of food and essential services as quickly as possible.
- ✔ Temporary staff from the camp and host community, including females, are trained and sign a code of conduct prior to employment.
- ✔ The registration has been timed to ensure that it does not clash with other significant activities.
- ✔ Existing baseline information has been collected and consolidated from local authorities, humanitarian agencies and camp and community leaders, and, where necessary, estimates have been made.
- ✔ Clear and systematic public information campaigns are run prior to registration/profiling exercises.
- ✔ A methodology for conducting the registration has been chosen, including plans for fixing the camp population prior to actual registration.
- ✔ Appropriate documentation has been selected, such as an entitlement card and/or registration card.
- ✔ Information in documentation to be disseminated has been assessed in the light of confidentiality issues.
- ✔ Ways of preventing and responding to fraud have been considered, including fraud by camp staff.
- ✔ Data is stored safely and securely with due regard for confidentiality and with clear agreements on the sharing of data.
- ✔ Managing the registration of new arrivals has been planned for.
- ✔ Ways to manage and encourage deregistration when people leave the camp or die have been planned and implemented.
- ✔ When profiling a displaced population, both quantitative and qualitative methodologies have been considered and employed as appropriate.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.


– International Organization for Migration (IOM), 2006. IDP Registration Training Presentation
– IOM, 2010. Haiti IDP Registration Form Phase 2
– IOM, 2012. Mali Data Access Form
– IOM, 2012. Mali Partners Confidentiality Agreement
– IOM, 2014. Democratic Republic of Congo IDP Registration Form
– IOM, 2014. South Sudan IDP Registration Form
– IOM, 2014. South Sudan IDP Registration Process
– IOM, 2014. South Sudan IDP Tracknig Form
– International Rescue Committee (IRC). Birth Notification Sample
– UN Refugee Agency (UNHCR). Appointment Slip
– UNHCR, Attendance and Payment
– UNHCR, Birth Notification Sample
– UNHCR, Budget Template
– UNHCR, Code Sheet Sample
– UNHCR, Confidentiality Guidelines
– UNHCR, Control Mechanism
– UNHCR, Consent Form
– UNHCR, Emergency Control Sheet
– UNHCR, Emergency Registration Interview
– UNHCR, Guidance on the Use of Standardized Specific Needs Codes
– UNHCR, Information Campaign
– UNHCR, Ordering Procedures for Standard Registration Material
– UNHCR, Referral Slip
– UNHCR, Refugee Attestation
– UNHCR, Registration Checklist in Refugee Emergencies
– UNHCR, 2014. Registration Form
– UNHCR, Registration Site Layout
– UNHCR, Registration Strategy in Emergency
– UNHCR, Relocation: Summary Pre-manifest Data
– UNHCR, Request for Release of Registration Material
– UNHCR, Special Needs Codes, Individual Registration
– UNHCR, Specific Needs Codes

– UNHCR, Template for Printing Multi-purpose Token
– UNHCR, Template for Printing Simple Number Tokens
– UNHCR, Undertaking of Confidentiality and Impartiality
– UNHCR, User Guide for Excel Control Sheet
– UNHCR, Wristband Issuance Control

## REFERENCES

– International Organization for Migration (IOM), 2004. IDP Registration Methodology
– IOM, 2010. IDP Registration Methodology
– IOM, 2012. IDP Registration Guiidelines
– UN Refugee Agency (UNHCR), 2003. UNHCR Handbook for Registration

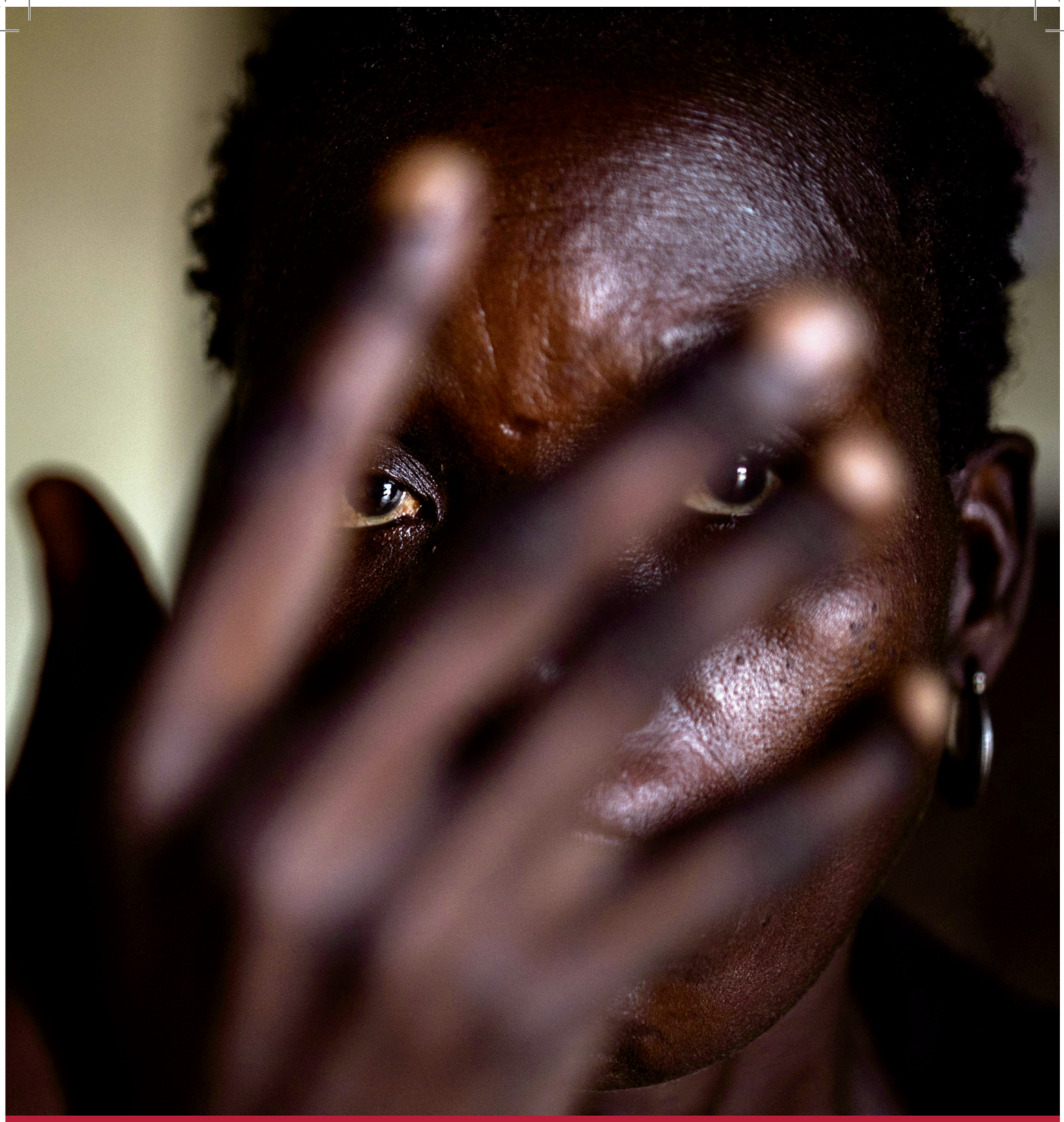


PHOTO: UNHCR

# CHAPTER 10
# GENDER-BASED VIOLENCE

## A SAFE ENVIRONMENT

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- The Camp Management Agency shares a responsibility to ensure that conditions in the camp minimise risks of gender-based violence (GBV) for all vulnerable population groups in the camp.
- A comprehensive understanding of the risk factors faced by vulnerable groups in camp settings, and the causes of these risks, is essential for effective GBV prevention and response interventions. Although the vast majority of those who experience GBV are women and girls, men and boys also experience violence based on gender, including sexual violence.
- Direct and meaningful participation of, and consultation with, women in decision-making in the camp is critical to ensuring that management, assistance and service delivery reduce the risks of GBV and respond to GBV in a timely and culturally appropriate manner, so as to provide protection for the groups most at risk.
- Camp management staff should make regular, preferably multiple times during the day, monitoring visits, or safety audits, at distribution points, security check points, water and sanitation facilities, service institutions and in any other areas where vulnerable groups might be at higher risk. Their observations should be shared with the relevant protection partners and humanitarian organisations.
- To effectively prevent and respond to GBV, a multi-sectoral and inter-agency approach is needed. The Camp Management Agency should monitor and advocate for the availability of appropriate health and psychosocial services and ensure that relevant information is provided in terms of prevention and response.
- The Camp Management Agency's staff should be trained and well prepared to understand GBV issues and therefore mainstream them in their daily work and activities in the camp.

## INTRODUCTION

### WHAT IS GENDER-BASED VIOLENCE?

**WHAT IS GENDER-BASED VIOLENCE?**
"GBV is an umbrella term for any harmful act that is perpetrated against a person's will, and that is based on socially ascribed gender differences between males and females. Acts of GBV violate a number of universal human rights protected by international instruments and conventions. Many, but not all, forms of GBV are illegal and criminal acts in national laws and policies.

Around the world, GBV has a greater impact on women and girls than on men and boys. The term gender-based violence is often used interchangeably with the term violence against women.

The term gender-based violence highlights the gender dimension of these types of acts; in other words, the relationship between females' subordinate status in society and their increased vulnerability to violence. It is important to note, however, that men and boys may also be victims of gender-based violence, especially sexual violence."

Inter-Agency Standing Committee, 2005. Guidelines for GBV Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies, page 7.

Note that sexual and gender-based violence (SGBV) is also used by some agencies to refer to gender-based violence (GBV).

GBV exists across the world and in a range of contexts. Situations of displacement often increase the risks of GBV as community protective mechanisms may be weakened or destroyed. Displacement sites, instead of providing a safe environment for their residents, can sometimes increase exposure to violence.

Worldwide, GBV occurs both within the family and community, and is perpetrated by persons in positions of power. This may include spouse/partners, parents, members of extended family, police, guards, armed forces/groups, peacekeepers and humanitarian aid workers.

Sexual violence is the most obvious and widely recognised type of GBV. However, all forms of GBV can increase in humanitarian contexts, including domestic violence, trafficking for the purpose of sexual exploitation, early and forced mar-

riage, harmful traditional practices such as female genital mutilation, sexual exploitation, forced prostitution, honour killings and denial of the right to widow inheritance. For example, living under stress in overcrowded spaces can lead to increased domestic violence, and early or forced marriage may be used as a protection mechanism or a measure to address economic hardship.

In camp settings vulnerable groups are particularly exposed to GBV risks. It is important to note that although the vast majority of those who experience GBV are women and girls, men and boys may also experience violence, including of a sexual nature, based on their gender. In all cases, survivors of violence should receive timely referrals to confidential and appropriate care and support.

### GENDER-BASED VIOLENCE AGAINST MEN AND BOYS

While women and girls remain the most at risk of GBV, it is important to acknowledge that men and boys may also experience GBV and are provided with the support they need. As in the case of providing services for women and girls, assisting male survivors of violence requires specialised expertise.

GBV against men and boys may include both sexual violence and other forms of violence in which men are targeted based on the socially ascribed roles of men. Men and boys may be exposed to several forms of GBV. This includes physical, sexual and psychological violence against men perceived to be transgressing ascribed gender roles; for example, transgender individuals, men who have sex with men, or men and boys who do not conform to the expected norms of masculinity in the culture.

The Camp Management Agency plays a pivotal role in decreasing the risks of these multiple forms of violence by ensuring that the needs of all persons are understood, addressed and monitored across sectors intervening in the camp. Assisting GBV survivors in a way that meets their specialised needs requires careful consideration and collaboration between multiple sectors and national stakeholders. It is the responsibility of the Camp Management Agency to work within a protection framework and understand the protection risks that women, girls, men and boys face.

## FACTORS CONTRIBUTING TO GBV

Gender discrimination is an underlying cause of GBV. The risks of GBV are often heightened during conflict or while in flight, and can continue during displacement. The environment of the camp must ensure that everyone living there is safe and protected. The following are examples of how camp responses may exacerbate the risk to GBV:

- registration: Women not individually registered may not be able to access services, food and non food items, and as a result may be at higher risk of sexual exploitation and abuse.
- camp layout: Female-headed households who arrive and register once much of the camp is already established may be pushed toward the camp outskirts. This isolation can expose them to opportunistic rape and/or attack from hostile surrounding communities, bandits or armed actors. Camp layout should take into consideration, among others, the location of military posts and markets.
- site infrastructure: Where service delivery is poor or inadequate, women and girls are most often tasked with leaving the camp and traveling long distances in search of food, fuel and water. This exposes them to risk of attack.
- psychosocial stress: The danger and uncertainty of emergencies and displacement place great strain on individuals, families and communities, often contributing to the likelihood of violence within the home or family.
- livelihoods: The absence of livelihoods in the camp might lead individuals to engage in maladaptive practices, such as child marriage or sex work.
- distributions: How, where and when food and non-food items are targeted and distributed can either increase or reduce the risks to women and girls. Distribution points should be safely accessible to women and girls, and distribution monitoring should look at safety issues that arise both during and after the distribution.
- others factors, like overcrowding in camps, poor or no lighting in common areas, unlit and unlockable latrines, poor access to education and vocational activities, absence of women or child friendly spaces can increase the risk of GBV during the staying in a camp.

Certain groups may also be at heightened risk of GBV, such as female heads of households, persons with physical or mental disabilities, or associated with armed forces or groups. Adolescent boys and girls, particularly those who are unaccompanied, are in foster families, or are child mothers, are also a group subject to high levels of GBV. Notably, adolescent girls may lack social power due to the combination of their age and gender, and often missed in traditional child protection interventions in emergencies, such as child-friendly spaces, but also cannot be reached with the same programming used to reach women.

For more information on GBV, see the Inter-Agency Standing Committee's Guidelines for Gender-based Violence Interventions in Humanitarian Settings in the References section.

The consequences of GBV can be physical, psychological and social in nature. The below table, although not exhaustive, lists a few examples of possible consequences.

| Physical health consequences | Psychological health consequences | Social health consequences |
|---|---|---|
| - Physical injury<br>- HIV/AIDS<br>- Sexual transmitted infections<br>- Unwanted pregnancy<br>- Fistula<br>- Death | - Depression<br>- Fear<br>- Self-blame<br>- Anxiety<br>- Mental illness<br>- Suicidal thoughts or attempts<br>- Post Traumatic Stress Disorders (PTSD) | - Victim-blaming<br>- Stigmatisation<br>- Rejection<br>- Isolation<br>- Honour crimes |

For more information on the health effects of GBV, see World Health Organization (WHO), 1997. Violence Against Women: Health Consequences in the References section.

A woman who has experienced sexual assault has just 72 hours to access care to prevent the potential transmission of HIV or infections, 120 hours to prevent unwanted pregnancy, and sometimes just a few hours to ensure that life-threatening injuries do not become fatal. Although medical services are essential, they are not the only lifesaving aspect of emergency GBV interventions. The Camp Management Agency should advocate for case management, including both basic psychological first aid and safety planning, which is also critical and necessitates the establishment of specialised GBV programming. Wherever possible, these services should build on and work in collaboration with existing support structures, such as local civil society organisations and governmental social service institutions. Finally, efforts to reduce risks to women and girls must be mainstreamed across all sectors in humanitarian response. The Camp Management Agency plays an essential role in reducing risks, preventing GBV and ensuring that all actors recognise and take responsibility in this area.

# KEY ISSUES

## ROLES AND RESPONSIBILITIES

To prevent and respond to GBV in the earliest stages of an emergency, a minimum set of coordinated activities need to be undertaken quickly and in collaboration with all partners; community groups including women, non-governmental organisations (NGOs), national authorities, UN agencies and the displaced and host community. Key areas of intervention include:

- ensure that the needs of all vulnerable groups are considered in the assessments
- establishment of safe and appropriate structures and mechanisms for reporting and accessing lifesaving services, especially of referral pathways. Any of these responses should first seek to strengthen and support existing services and structures where they exist
- provision of health care, psychological and social support, and security services in the first responses. Medium term measures should also include the provision of legal aid and redress
- raising awareness in the community on how to support survivors to access services, and how to play a role in mitigating risks.

Lead United Nations GBV coordination actors, United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), United Nations Refugee Agency (UNHCR), or other relevant authorities, should set up GBV coordination and work with specialised NGOs and the community to establish multi-sectoral and inter-agency responses. The Camp Management Agency needs to collaborate with these agencies, which have substantial field practice in dealing with GBV.

For more information on GBV coordination mechanism, see the Handbook for Coordinating Gender-based Violence Interventions in Humanitarian Settings in the References section.

Within the camp setting, the Camp Management Agency has roles and responsibilities in both the prevention and mitigation of GBV. Key activities for the Camp Management Agency related to both of these are explained on the following pages.

### VOICE FROM THE FIELD – NATIONAL AUTHORITIES AND GBV PREVENTION AND RESPONSES

In 1978, the Government of the Philippines established the National Disaster Coordination Committee. This defined the overarching law on disaster management and subsequently gradually developed a coordinated disaster mechanism. The first activation of the CCCM Cluster in the Philippines was in 2006 following Typhoon Durain (locally designated as Reming) which affected over one and a half million people. Following several other severe natural disasters, the government formally adopted the cluster approach in 2007. In response to Typhoon Haiyan, the Department for Social Welfare and Development (DSWD) led the CCCM Cluster.

The recurring natural disasters that impact the Philippines have led to a dramatic rise in GBV and child trafficking. GBV was an alarming concern in the Philippines, even before the disaster, with physical and sexual violence affecting many women and girls. Sexual assault poses a significant threat to public health in disaster-affected settings, placing survivors at risk of unintended pregnancy, unsafe abortions, sexually-transmitted infections (STIs), HIV, psychological trauma and stigma. The National Demographic Health Survey in 2008 estimated that one in five Filipino women between the ages of 15 and 49 were subject to physical violence. It is clear that violence is further exacerbated by the onset of natural disasters. During and after emergencies social services and community support systems may break down, leaving women and girls more vulnerable, thus increasing the risk of GBV.

Disasters such as Typhoon Haiyan (locally designated as Yolanda) in 2013 affect men and women, the young and old, very differently. The gender dimension constitutes a significant aspect of vulnerability as women tend to be affected considerably more than men. Among the women and children who survive and find themselves in evacuation centres, the risk of exposure to the perpetrators of GBV is increased. Gathering specific data on these vulnerabilities allows for a greater awareness which can inform targeted assistance.

To do this, a referral pathway for gender based violence survivors is discussed and agreed with the Protection Cluster members and the government which is co-chaired by the DSWD. Information on the referral pathway is then circulated through posters and banners inside the evacuation centers and bunkhouses. Public orientations through group discussions with the community leaders and the IDPs may then occur. Content is always agreed with the DSWD at the local levels of governance because most of the caseload is managed by DSWD-paid social workers. A deputised local NGO or accredited service provider is the referral agency for survivors only in locations where the DSWD is not present.

### VOICE FROM THE FIELD - GBV IN AN URBAN DISPLACEMENT CONTEXT AFTER A NATURAL DISASTER, HAITI 2011

Haiti had already suffered its share of political crises and natural disasters before the 2010 earthquake that took the lives of women, men, boys and girls indiscriminately, leaving many more injured. Understanding the gendered impacts of the tragedy was not easy.

In the capital Port-au-Prince, Camp Management Agencies faced challenges of access and coordinating interventions of numerous humanitarian actors in order to provide protection in some 1,550 sites. Building showers and digging latrines in crowded areas with mazes of paths winding through camps was problematic. The community-based approach used for participation in camp management was frail. Camp Management Agencies did not always grasp the individualistic nature of urban residents. They also had to deal with the underlying criminality, particularly GBV, that prevailed in disadvantaged communities before the earthquake.

Additional protection problems arose from the precocious sexual activity of children and youth at IDP sites, the number of unwanted pregnancies, the scale of rejection of young girls by their families and single-headed households obliged to leave their children alone in the camp in order to seek daily employment.

Through the establishment of a reporting mechanism for different kinds of violence, as well as the training of women and youth committees on Haitian legislation around GBV responses to victims were assisted and referred. The creation of youth clubs at the sites, in which questions of consensual, planned and protected sexuality are addressed, has helped to improve the situation.

## REDUCING RISKS OF GBV

### ASSESSMENTS AND MONITORING RISKS

GBV assessments, carried out by specialised GBV experts, seek to identify and improve understanding of violence against women and girls, protective and risk factors for violence, and available services. When not carefully planned and carried out in line with international guidelines, however, GBV assessments can also put women, girls, communities and humanitarian staff at great risk.

The Camp Management Agency should not seek to carry out specific GBV information gathering unless working in collaboration with a specialised GBV partner, including through the GBV Working Group and with well-trained staff. However, the Camp Management Agency can and should play a lead role in identifying and monitoring risks to women and girls in the camp environment. This can be done through regular and frequent observation of service delivery points, camp perimeters, communal latrines and showers, collective centres, security checkpoints, and other areas. The Camp Management Agency

should also monitor and report on the existence or lack of medical, psychosocial or legal services available to survivors, their accessibility and quality.

### GBV RISKS MONITORING CONSIDERATIONS

Considerations for the Camp Management Agency to take into account while monitoring risks related to GVB should at minimum include:

- Lighting: Is lighting functioning and is it powered every night? Are latrines, water points, health posts and other services well lit?
- Shelter: Do shelters have doors with internal locks? Are walkways well lit? Do households have privacy? Are there partitions between families in collective centres?
- Latrines/Showers: Are latrines/showers in a secure location? Are they separated by sex? Are individuals including those with different gender identities able to access them without fear of harm/stigmatisation? Do they have functioning interior locks? Are there armed actors visible in the vicinity of latrines?
- Schools: Is there a safe access route to schools? Are there armed actors visible in the vicinity of schools?

These examples are part of the IRC's Camp Management Safety Audit Tool, a simple tool to guide the Camp Management Agency in observing, monitoring and improving the camp environment.

The Camp Management Agency plays other key roles related to assessments and GBV, these include:

- advocate for all assessments undertaken in the camp to be participatory and include women, girls, boys and men of different age and background
- ensure that assessments are well informed and are undertaken in a safe and ethical way
- incorporate safety audit results and analysis into camp-specific security strategies such as provision of appropriate lighting, patrols of fuel wood and water collection routes and monitoring of school routes
- be on the look-out for information relating to community practices that might contribute to secondary (psychological) or tertiary (loss of opportunities such as income) trauma for GBV survivors, or which might dissuade them from seeking health and psychosocial support
- share information with the GBV and protection coordination leads in a systematic manner, such as through weekly coordination meetings while always respecting the confidentiality and survivor-centered approach
- work with teams carrying out community awareness and prevention activities to ensure they understand, and can provide information on where survivors of GBV can go for help
- monitor the availability of Information Communication and Education (ICE) culture-gender-and-age appropriate material throughout the camp and request packages if not available
- ensure existence of confidential reporting procedures where camp residents who experience GBV before arrival in the camp receive appropriate support, care and treatment.

### SAFETY AND ETHICAL RECOMMENDATIONS

"The eight safety and ethical recommendations for researching, documenting and monitoring sexual violence in emergency are:

1. The benefits to respondents or communities of documenting sexual violence must be greater than the risks to respondents and communities.
2. Information gathering and documentation must be done in a manner that presents the least risk to respondents, is methodologically sound, and builds on current experience and good practice.
3. Basic care and support for survivors/victims must be available locally before commencing any activity that may involve individuals disclosing information about their experiences of sexual violence.
4. The safety and security of all those involved in information gathering about sexual violence is of paramount concern and in emergency settings in particular should be continuously monitored.
5. The confidentiality of individuals who provide information about sexual violence must be protected at all times.
6. Anyone providing information about sexual violence must give informed consent before participating in the data gathering activity.
7. All members of the data collection team must be carefully selected and receive relevant and sufficient specialised training and ongoing support.
8. Additional safeguards must be put into place if children, those under 18 years, are to be the subject of information gathering."

World Health Organization's Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies, WHO, 2007.

**GBV INFORMATION SHARING**

Information sharing on GBV needs to be survivor-centred ensuring the safety of the survivor, confidentiality, and respect for the survivor and her/his right to informed choice. One way to ensure this is through ethical information sharing and reporting. At the onset of emergencies and subsequent months, members of media, UN staff, donors and some NGOs may fixate on one question: How many girls and women have been raped or were otherwise subjected to sexual violence? The Camp Management Agency should not seek to speculate or provide estimates in response to this question. If GBV agencies have made reports on trends available for public information, for instance, there has been a 20% increase in reported cases, these can be cited. Other options are to refer the question directly to specialised GBV and health actors, or to redirect the question and speak to what is known regarding the kinds of risks women and girls face in the current environment. Answers, particularly to the media in a conflict setting, should never identify one particular group as either victim or perpetrator, as this could trigger retaliation by armed groups who perceived women and girls to be blaming or identifying them.

## COMMUNITY PARTICIPATION

To fully address the safety and security concerns of women and girls, they themselves must participate in planning camp activities. Programmes that are not planned in consultation with women and girls, nor implemented with their participation, often increase the risks they face. The Camp Management Agency should ensure that camp committees and other decision-making bodies have equal participation from both women and men, and that women have a safe space for meaningful participation. Engagement with men and boys as part of any prevention intervention is critical. Other internal measures that improve protection include:

- employ and train female camp management staff
- promote the employment of female staff by other agencies
- ensure all staff working in the camp are clearly identified by a uniform or name tag. Job functions can be provided in writing to the community so that followup can be facilitated in the case of complaints
- ensure all camp staff have received training on gender and GBV.

**TRAINING IS ESSENTIAL**

Before sending any staff into a camp setting as monitors, as trainers, coaches, field staff or supervisors, the Camp Management Agency should work with a GBV specialist to provide them with training on the GBV guiding principles and referral pathways.

## PROTECTION SYSTEMS

Survivors of GBV have multiple needs and coordination amongst service providers is crucial to meeting those needs. The Camp Management Agency cooperates with responsible GBV and protection organisations, including national authorities where relevant, in the establishment of a coordinated, confidential and appropriate referral and reporting mechanism for survivors of GBV in the camp.

Agencies responsible for providing health, case management, psychosocial, legal, safety and other services for survivors should be involved in the mapping of services and establishment of the referral system. All agencies within the referral system must agree upon guidelines to maintain confidentiality and informed consent for survivors, and to agree upon mechanisms for referrals, documentation information-sharing and regular coordination. The GBV coordinating agency is responsible for ensuring the referral system functions. This means establishing and supporting links between service providers, scheduling regular meetings to discuss any problems with the system, and developing and updating referral forms and a directory of locally available service providers.

The Camp Management Agency needs to know what is the referral system for survivors of GBV, and improve it in line with international guidelines, where it is inadequate. Where national systems are not functioning, it may be possible to have women's groups, after appropriate capacity-building, serve as focal points for the referral system. The Camp Management Agency can play a role in considering what option best fits the specific community and context, and ensuring that appropriate measures are taken for each particular displacement setting.



## GBV-SENSITIVE SHELTER AND SITE PLANNING

Provision of appropriate and safe shelter is one means of strengthening protection. Many cases of GBV can be prevented if there is safe planning of sites where displaced populations live, and if shelters are safe and meet internationally agreed-upon standards.

The Camp Management Agency should ensure that there is strong coordination among organisations and active involvement of communities, especially women, in decision-making to ensure security-focused, gender-sensitive and culturally appropriate shelter arrangements. Camp layout should also strive to promote a sense of community and reinforce community-based protection measures, while preserving privacy, safety and security of individuals and the family unit. Other key roles the Camp Management Agency plays related to shelter and site planning include:

- Ensure that the physical layout of the camp, including the placement of latrines and other communal facilities, is done with the involvement of the community including women and girls specifically, thus mimising the risk of GBV.
- Ensure that in cases where collective centres are the only options appropriate divisions between gender and families are established. Ensure sufficient space and privacy, including, when possible, door locks. Take specific protection measures for female headed households.
- Ensure areas used by children are safe and can be monitored by the community.
- Check that the shelter solution provided is the right one in the cultural context, considering that, for example, in

certain contexts it will not be culturally acceptable to place single or widowed women together on their own.

- Make arrangements for appropriate alternative sources, such as solar energy for lighting in communal areas, especially latrines and showers, and for individual use, for example torches, lamps for families, with due consideration for security issues.
- Introduce alternative fuel arrangements based on the community's assessment of the best alternatives including fuel-efficient stoves.
- Establish women-friendly meeting spaces where women can share and access information on a variety of issues, including sexual and reproductive health and other specialised services.

For more information on site planning see Chapter 7, Camp Set-Up and Closure.

### VOICE FROM THE FIELD - PROTECTION IN PRACTICE: IMPLICATIONS OF GENDER BALANCE IN A CAMP

Following a displacement it is reasonably common for the displaced population to comprise more women than men and in particular a higher prevalence of female-headed households. The Camp Management Agency should therefore identify female-headed households and target assistance and protection activities accordingly.

The picture was however very different following the South Asian tsunami. It is believed that in some parts of Indonesia, four times as many women died as men and in parts of Sri Lanka, twice as many.

The reasons for this depended on the place and the time the tsunami struck, but factors such as women being near the shore drying fish or bathing, having children with them or wearing clothes which weighed them down, all slowed flight and contributed to the higher female death toll. As a result, Camp Management Agencies were post-tsunami dealing with a new group of people with special needs: widowers with young children, or single-headed households.

Agencies were not used to working with so many single-headed households and the protection implications took some time to detect. According to women interviewed in northern Sri Lanka, most men were not willing or able to look after their children and perform domestic duties. As a result, the burden fell on surviving female relatives, including older women and female children who were in some cases kept out of school to carry out the domestic duties that their mothers had performed. Many women felt overburdened as they had their own family responsibilities in addition to new extended family obligations. Women also complained that men were not willing to remain unmarried for long and because so many women had died, forced and early marriage increased dramatically.

## DISTRIBUTIONS AND SERVICES

In many cases, humanitarian agencies can improve women's and girls' immediate safety and security by providing assistance to meet their basic needs. Distributing entitlement cards or vouchers, plastic sheeting, food and other humanitarian materials through female heads of households, may help ensure that women and girls have access to aid.

This approach, however, may also unintentionally increase violence against women and girls, because their engagement and participation may be challenging traditional gender and social roles. It is essential that the Camp Management Agency analyse and monitor what distribution approaches will best ensure equitable access to resources while at the same time minimise risks. Other key roles for the Camp Management Agency related to distributions and meeting basic needs include:

- advocate with distribution partners to ensure that decisions on the distribution of food and non-food items are done with the direct participation of the camp community, and particularly with women of diverse backgrounds and ages
- promote interventions designed to address risks associated with fuel collection and other activities that involve movement in insecure or volatile areas. This may include the promotion of fuel alternatives, firewood patrols or similar interventions
- promote food security and livelihood strategies, particularly for those who are most at risk of abuse, exploitation and rejection. These activities also help to reduce competition for scarce resources and intra-community and household tension or violence
- advocate for the regular and ongoing distribution of hygiene or dignity kits to women of reproductive age to meet sanitary needs, help restore dignity and promote basic hygiene and health. These kits typically contain sanitary materials, soap, a bathing bucket and clean underwear. Access to these materials also allows women and girls to resume daily activities outside the home, such as collecting water and food or attending school.

## RAISING COMMUNITY AWARENESS

A lack of understanding of what constitutes GBV, its prevalence, social attitudes and a lack of legal structures to address GBV, often makes it difficult to discuss openly. Therefore, more awareness raising activities are needed to support community members to identify and understand GBV, and commit to its prevention. These efforts should specifically target engaging men and boys and be coordinated/designed in close collaboration with GBV expertise to ensure appropriate messaging, and addresses safety considerations in particular during the initial emergency response. The camp population should also be informed about the existing complaint mechanisms and specifically who is entitled to what service in which circumstances. Key roles for the Camp Management Agency in raising community awareness include:

- work with the GBV working group, GBV actors and agencies within the GBV referral pathway to identify appropriate means of sharing information about GBV services with communities. This may include community outreach/awareness activities, posters at health centres or camp information points, radio spots, or stories, theatre plays and ICE materials

- ensure that staff and volunteers working with the Camp Management Agency are aware of GBV referral pathways and GBV guiding principles and are able to communicate this information in a way that respects confidentiality and the survivor approach
- work with GBV actors to share the GBV referral pathway and community outreach messages with other sectors and actors, and to provide guidance for their teams working within the camp community.

For more information on GBV pathway, please see UNFPA, UNHCR, IRC, Gender-Based Violence Information Management System in the Tools section.

### IMPORTANCE OF TRAINING CAMP STAFF ON GBV

Breaking cycles of violence in an emergency setting is difficult, especially if humanitarian actors across sectors fail to recognise and address the specific concerns of women and girls through their work. Training should be given by GBV specialist. One major challenge is training field teams on the relationship between gender and violence, and how this relates to their own work, whether as hygiene promoters, community health workers, distribution staff, or others. How violence against women and girls is understood will vary according to context, and culture can present both barriers and opportunities for GBV prevention. Often the trauma, fear and vulnerability experienced by people living in a camp environment, promotes and reinforces negative traditional and cultural power relations that allow GBV to continue. Inequality that existed prior to displacement may also be reinforced during crises.

"In the context of this culture and the camps where we work, it is important that any training or awareness-raising in gender based violence be done by co-facilitators, a man and a woman, and that all workshops take place in the local language and not through translation. They need to be delivered by trained national staff, who represent and can understand the camp population and the culture. It is important to remember that social/cultural stigma together with psychological trauma, often prevents women and girls in particular, from reporting incidents of GBV. All too often, reporting systems are bureaucratic and male-dominated. It is vital to have well-trained female members of staff in the field. Fifty percent is a good goal to aim for."

The Inter-Agency Standing Committee (IASC) published in 2010 an e-learning course (Different Needs-Equal Opportunities: Increasing Effectiveness of Humanitarian Action for Women, Girls, Boys and Men) to provide the basic steps that humanitarian workers must take to ensure gender equality in programming. This training is based on the IASC's Gender Handbook and related guidelines, including the Guidelines for Gender-based Violence Interventions in Humanitarian Settings.

## SAFETY AND SECURITY

There are many different personnel involved in providing security for camp populations and camp property, such as the police, camp security personnel, community security groups, or military personnel. All of the personnel involved in security measures have a crucial role in protecting GBV victims. They need to be known to the camp population and have clearly delineated responsibilities. All security groups, particularly those assisting survivors of GBV, must uphold human rights in their work and should be trained on prevention of GBV and women's rights. These groups also play an important role in prevention activities by assessing security risks and communicating issues they become aware of through their surveillance.

In some emergency settings, displaced populations may establish camp security groups or community watch teams. These groups must recognise that they are not a military or police force, and care should be taken to ensure that they do not assume the responsibilities of security or military personnel, such as levying fines or punishments.

In any case, the Camp Management Agency should carefully consider the role of security forces. In some cases, increased patrols by peacekeeping forces may decrease general lawlessness and improve communities' sense of security, while in other settings an increase of peacekeepers may augment the presence of other armed actors or increase the militarisation of the camps.

In many contexts, the security forces are not the main interlocutor who survivors will turn to. Sometimes they do not have the necessary training or personnel to deal with cases. In these contexts the Camp Management Agency should advocate to enhance the capacity of the security forces on this regard and, in coordination with GBV lead agency, plead in favor of alternative response mechanisms. Other key roles for the Camp Management Agency plays related to safety and security include:

- ensure that woman are informed and are involved in camp security measures and are represented within camp security groups or community watch teams
- advocate for women's support networks which may act when someone is in danger
- advocate for community policing, monitoring and for security structures to take into consideration high-risk areas, and specific risks faced by women and men of different age groups and backgrounds
- liaise with national/host authorities to encourage them to participate and take an active interest in the host community's welfare. Wherever possible, promote joint benefits from doing so
- advocate for adequate numbers of properly GBV-trained police and security personnel and promote gender parity among all security staff.

## PREVENTION OF SEXUAL EXPLOITATION AND ABUSE

The Bulletin issued by the UN Secretary-General in 2003, (Special Measures for Protection from Sexual Exploitation and Sexual Abuse) applies to all UN staff including UN peacekeeping forces conducting operations under UN command and control, as well as NGOs under contract to the UN. All staff members and persons working on behalf of the camp residents should be trained on and sign codes of conduct.

Experience in several camps has demonstrated that measures taken that allow displaced populations to more safely and appropriately report GBV committed by security forces include mandatory training for police officers on GBV and sexual exploitation issues, mandatory wearing of name tags for easy identification and establishment of a photo registry of all camp based personnel. The engagement of female officers has enhanced police effectiveness on issues related to GBV. Other key roles for the Camp Management Agency related to the prevention of sexual exploitation and abuse include:

- ensure that all camp management staff are trained on international codes of conduct. This should include Prevention of Sexual Exploitation and Abuse (PSEA) training and awareness for all staff, focusing on those in direct contact with the camp population
- inform camp population about existing complaint mechanism and how it can be used
- work with the UN and inter-agency PSEA focal point and others to ensure the establishment of a confidential complaint mechanism and a clear protocol for investigating reported abuses
- designate and train a PSEA focal point within the camp management agency
- ensure that individuals who report sexual exploitation or abuse are referred to GBV service providers for further follow-up and support.

## RESPONSE TO GBV

Camp residents who have experienced gender-based violence may approach the Camp Management Agency to seek help and referral to medical or legal services. Camp Management staff must be prepared to handle reports of GBV in a manner that prioritises confidentiality, respect, non-discrimination and the dignity of the survivor.

While it is the responsibility of specialised service providers and GBV actors to ensure appropriate response services for survivors of GBV, the camp management personnel should facilitate the referral to appropriate services to respond to the needs of a survivor. Where no GBV actors or coordination mechanism exist, the Camp Management Agency should advocate for their presence while at the same time work with health- and psychosocial actors to ensure that minimum health services are available, and continuing to focus on risk reduction through the work of other humanitarian sectors and actors.

The following key areas of GBV response concern the main responsibilities of GBV actors. For each of these areas of work, the Camp Management Agency advocates, shares information and supports GBV specialised agencies:

### HEALTH

Health services must be equipped to respond to GBV by ensuring availability and delivery of post-exposure prophylaxis (in response to HIV exposure), STI treatment, emergency contraception, and hepatitis and tetanus vaccination. This also requires that health staff is trained in the clinical management of rape. All staff working within health clinics, medical and non-medical, should be trained on GBV guiding principles and know the local referral system for survivors.

### CASE MANAGEMENT

GBV actors should seek to establish basic, emergency case management services at the outset of an emergency. This means having trained caseworkers available to offer survivors crisis counselling, information on where and how to access other available services, support in accessing those services where necessary, and follow up ensuring that survivors obtain the care they need. In some contexts, it may be most appropriate to have GBV caseworkers located near health- or registration/transit facilities, to ensure safe and easy access for women and girls. In other contexts, these services may be provided through a dedicated safe space or women's centre, or other service provision point.

### VOICE FROM THE FIELD - SAFE SPACES FOR WOMEN AND GIRLS

The establishment of women and/or girl-only spaces can help to reduce risks and prevent further harm. These spaces, whether formal or informal, allow women and girls a safe entry point for services and a place to access information. Safe gathering points for women and girls also offer an opportunity for women and girls to engage with each other, exchange information, and begin rebuilding community networks and support. Establishing safe spaces means managing complex and context specific risks.

Approaches to safe spaces should be organised and managed in consultation with communities. In some situations, a formal women's centre may be the most accessible and appropriate. However, this should not be a default in every context. Safe spaces may also be less formal, within the community and linked to women's leaders and/or networks, for example.

For more information and case studies on safe spaces, see Human Rights Centre Sexual Violence Program, Safe Haven, Sheltering Displaced Persons from Sexual and Gender-Based Violence, Comparative Report in the References section.

### PSYCHOSOCIAL

GBV actors should put in contextually appropriate psychosocial support mechanisms. The approach to psychosocial care must be determined in consultation with local communities, and can take a variety of forms. This may include individual counselling delivered through the case management process, group-based activities through safe spaces or women's centres, activities led by local women's groups, skills and knowledge-building activities, or other locally appropriate approaches.

For more information on how to provide psychological first aid, see see WHO's Psychological First Aid: Guide for Field Workers, in the References section.

### LEGAL

Where safe, functioning legal aid services exist, some survivors may elect to pursue access to justice. This can play an important role in healing and empowerment. It is important to remember, however, that if resources are limited, allocating them to legal services is not appropriate if adequate health, case management and psychosocial care are not yet available. These lifesaving services must be prioritised. They also lay the groundwork for improved access to justice later, as specialised response staff can provide women with accurate and realistic information about existing services and support and the likely outcomes of legal action to help them make informed decisions about the options before them.

It is often not feasible to link women with justice actors such as the police and courts early in humanitarian response, in part because justice systems and structures may have disintegrated as a result of the emergency. This may be particularly true in a camp setting. In cases where access to justice efforts do exist, protection and GBV agencies may work together to build the capacity of formal and informal justice actors to enable them to appropriately carry out their responsibilities. In any circumstances it is important to respect the survivor's decision whether or not she/he wants to pursued a legal recourse.

**WELL INFORMED SURVIVORS OF GBV**

A survivor of GBV should be fully informed of his/her choices, the services available and the potential positive and negative consequences of accessing those services. His/her case should never be referred to a specific service or actor without being aware of the consequences of this action, so-called informed consent.

## CHECKLIST FOR A CAMP MANAGEMENT AGENCY

- ✔ Camp Management Agency advocates for specialised GBV expertise and programming in the camp.
- ✔ Camp Management Agency staff is trained on GBV guiding principles, referral systems, appropriate GBV prevention and response and has signed a code of conduct.
- ✔ Regular observation-based GBV monitoring is carried out to identify potential risks to women and girls and changes in the camp environment.
- ✔ Camp is designed and laid out in consultation with women, and with the aim of mitigating risks of GBV to the greatest extent possible.
- ✔ Clear referral procedures are in place, including health care, case management, psychological and social support.
- ✔ Safe and confidential reporting mechanisms are in place and the community is informed about how to use them.
- ✔ Camp residents who experience GBV before arrival in the camp receive appropriate care and treatment.
- ✔ The context and culture of the community, including gender and power relations, inform prevention of and response to GBV.
- ✔ Women are involved in decisions which effect the daily management of the camp and the delivery of assistance and services and help to minimise the risk of GBV.
- ✔ GBV response and prevention are integrated into programmes within all sectors, at every stage: assessment, planning, implementation, monitoring and evaluation.
- ✔ GBV survivors' safety, security and dignity are prioritised at all times.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

- Inter-Agency Standing Committee (IASC), 2012. Why Does Gender Equality Matter in Emergency CCCM Interventions?
- International Rescue Committee (IRC), 2012. Camp Management Safety Audit Tool
- Proposed System for Organising, Monitoring and Promoting Firewood Patrol, 2005
- United Nations Population Fund (UNFPA), United Nations Refugee Agency (UNHCR), IRC, Gender-Based Violence Information Management System
- UNHCR, 2003, Checklist for Action: Prevention and Response to GBV in Displaced Settings

## REFERENCES


- Gender-based Violence Area of Responsibility Working Group, 2010. Handbook for Coordinating Gender-based Violence Interventions in Humanitarian Settings
- Human Rights Center Sexual Violence Program, University of California, Berkeley, School of Law, 2013. Safe Have, Sheltering Displaced Persons from Sexual and Gender-Based Violence, Comparative Report
- IASC, 2005. Guidelines for GBV Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies
- IASC, 2006. Women, girls, boys and Men Different Needs Equal Opportunities; Gender Handbook in Humanitarian Action
- IASC Cluster Working Group on Early Recovery, 2010. Key Things to Know about Gender Equality as a Cross-Cutting Issue in Early Recovery
- Inter-agency Working Group on Reproductive Health in Crises, 2011. The Minimum Initial Service Package (MISP) for Reproductive Health in Crisis Situations
- UNHCR, June 2006. Handbook for the Protection of Women and Girls
- UNHCR, 2011. Action against Sexual and Gender-Based Violence: An Updated Strategy
- United Nations Development Fund for Women (UNIFEM), 2005. Fuel Provision and Gender Based Violence: Fuel-Efficiency as a Prevention Strategy
- UN Secretary General, 2003. Special Measures for Protection from Sexual Exploitation and Sexual Abuse
- World Health Organization (WHO), 1997, Violence Against Women: Health Consequences
- WHO, 2004. Clinical Management of Rape Survivors
- WHO, 2007. Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies
- WHO, 2011. Psychological First Aid: Guide for Field Workers

PHOTO: UNHCR

# CHAPTER 11
# PROTECTION OF PERSONS WITH SPECIFIC NEEDS

## A SAFE ENVIRONMENT

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Within camp populations, certain groups of persons may have specific needs. In order to provide assistance and protection in line with their needs, it is important that all stakeholders are aware of what these needs are. Individuals, within or outside these groups, may be at heightened risk compared to other camp residents.
- The Camp Management Agency must mainstream the protection of persons with specific needs (PWSN) throughout their coordination, information management, monitoring of services, maintenance of infrastructure and closure of camps. The Camp Management Agency has a major role to play in the recognition and equal access of PWSN to services and social life in the camp, without discrimination and stigma.
- The Camp Management Agency should ensure that the registration/profiling and mapping systems record disaggregated data on age, gender and vulnerabilities so as to identify PWSN at the earliest stages of entering in the site and throughout the camp life cycle.
- Participatory assessments and the participation of all groups in the camp will help determine which particular groups may have specific needs and assist in providing appropriate protection.
- Displacement usually leads to the breakdown of community support structures that would ordinarily care for PWSN. All planning and programmes should integrate the concerns of these groups, by supporting existing coping mechanisms where possible, or by developing alternative interventions.
- The Camp Management Agency should ensure that camp lay-out and infrastructure is adapted to PWSN, and that these individuals and groups live close to services provided at water points, distribution areas, clinics and office areas. This will facilitate their access and participation, as well as their protection. Special attention is needed in situations of natural disasters where provision of safe physical space may be challenging.
- The Camp Management Agency should coordinate with other sectors to ensure that a combination of community-based activities and individual case management systems are put in place to identify and respond to the specific protection needs of persons at heightened risk.

## INTRODUCTION

Through its coordination at camp level, the Camp Management Agency is responsible for ensuring protective environments for all camp residents, including PWSN. Given the circumstances, any individual in a camp can be vulnerable, at risk and have specific protection needs.

Protection in general, and protection of PWSN in particular, are crosscutting. It must be mainstreamed in all activities by all actors down to the level of having, for example, a special line for persons with physical limitations to access distributions. This chapter reviews some of the potential groups of persons with specific needs in a camp setting and the responsibilities of a Camp Management Agency. Practical arrangements wihtin each sector to ensure that the rights of PWSN are respected and their needs responded to, are mainly dealt in the technical chapters.

The table below introduces examples of population categories and groups that may have specific needs, depending on the context. All categories and some of the groups are addressed in this chapter.

| Population Categories | Groups with Specific Needs |
|---|---|
| Boys and girls | Unaccompanied and separated children<br>Children formerly associated with armed forces or groups<br>Child heads of household<br>Child spouses<br>Pregnant girls<br>Child survivors of gender-based violence (GBV) |
| Youth | Out-of-school and unemployed youth<br>Youth formerly associated with armed forces or groups |
| Women | Women heads of households, including widows<br>Women without male support<br>Women formerly associated with armed forces or groups<br>Survivors of GBV<br>Pregnant women and lactating mothers |
| Older persons | Older persons without family or community support and/or with responsibility of children aged under 18 |
| Person affected by sickness, disability or trauma | Sick persons without family or community support<br>Persons with physical disabilities<br>Persons with mental disabilities<br>Persons living with, or at risk of, HIV/AIDS<br>Survivors of torture |
| Minority groups | Ethnic and national minorities<br>Religious minorities<br>Linguistic minorities<br>Nomadic/pastoral groups<br>Lesbian, gay, bisexual, transgender, intersex (LGBTI) individuals |
| Men | Disenfranchised youth/men<br>Male survivors of sexual violence<br>Single male heads of households |

**WHAT IS VULNERABILITY?**

The International Committee of the Red Cross (ICRC) defines vulnerability as the diminished capacity of an individual or group to anticipate, cope with, resist and recover from the impact of a natural or man-made hazard.

In a camp setting persons may have specific needs due to vulnerability that existed before the crisis, but also due to vulnerability related to changing circumstances caused by the crisis. To be able to protect all PWSN, it is therefore important that the Camp Management Agency ensures mapping of these persons and their vulnerabilities as early as possible in the camp response.

The vulnerability of PWSN may be initiated and/or increased during crises when traditional support systems, like family, friends and neighbours, are disappearing or disturbed, and when PWSN must rely on foreign people for protection. The most sustainable solution might then be to strengthen the capacity of the remaining family and/or network around the person, it these are reliable.

In a context where fear, deprivation and tensions can lead to breakdown of cultural and ethical/social values, life can bring additional risks of neglect, violence and abuse, against which the most vulnerable members of the community must be protected. If the vulnerability of persons belonging to different categories and groups and its consequences are not recognised and addressed, it can have serious, sometimes life-threatening, impacts on their physical and psychological health, and on their well-being and ability to access their basic human rights.

PWSN may not have access to appropriate communication channels or the capacity to recover and make their needs known. Likewise, they may be unable to speak out due to age, language barriers, disability, stigma or fear. Due to their different vulnerabilities and needs they may be more unaware of their rights to assistance and protection, unable to voice a complaint and unaware of the Camp Management Agency's responsibility towards them.

It is essential that assessments are done to analyse not only the protection risks faced by groups, but also by the individuals within them. It is important to keep in mind that the specific needs of individuals may change over time, both related to the camp life cycle itself and also related to people moving from one life situation to another. For example, a lesbian, gay, bisexual, transgender or intersex (LGBTI) individual living in a community where accepted may be more vulnerable if separated from the community, and face stigma and discrimination in addition to other problems related to crisis. Similarly, a child or youth in the care of a foster family in the camp may have different needs at the time of return or resettlement.

The Camp Management Agency must ensure that all staff working in camps have the competencies required to work towards the protection and upholding of the rights of all groups and individuals in camps. Special attention is needed towards PWSN as they may be more disempowered than the rest of the camp population due to their vulnerabilities and needs. The camp management staff, as well as staff from all service-providers, must be aware of their perceived and potential roles as door-openers to limited goods and resources. They need to know there is a power imbalance between themselves and the camp residents that is even bigger than that between them and PWSN. Therefore, they must always act in ethical and accountable ways towards all. This requires training, awareness-raising and signing and abiding by a code of conduct.

For more information about requirements for camp management staff, see Chapter 2, Roles and Responsibilities.

## KEY ISSUES

### RESPONSIBILITIES TOWARD ALL PERSONS WITH SPECIFIC NEEDS

In order to create an environment conducive to the protection and inclusion of PWSN, the Camp Management Agency must pay attention to all these groups throughout the camp's life cycle. Protection of PWSN must be mainstreamed in its coordination, information management, monitoring of services, maintenance of infrastructure and at camp closure. The Camp Management Agency has a major role to play in the recognition and equal access of PWSN to services and social life in the camp, without discrimination and stigma. The Camp Management Agency must ensure that:

- a complete identification of PWSN is undertaken through population mapping, registration and shared data from service providers after:
  - staff of the Camp Management Agency and staff of specialised agencies have been trained in identifying PWSN, categories, context specific vulnerabilities and silent signs, as well as in rights and upholding of the rights of all groups and individuals
  - criteria for identification of PWSN, as well as appropriate interventions, have been agreed and developed by all stakeholders, including functional health ministries and the displaced persons
  - there is an Age, Gender and Diversity Mainstreaming (AGDM) approach developed for all assessments
- data is exchanged and shared between different service providers, when relevant and in confidentiality, to ensure complete identification and mapping of vulnerability
- registered vulnerability and individual cases, as well as protection concerns faced by the camp population, are referred to specialised actors
- specialised actors follow up with tailored responses. The capacities of family and/or network around the PWSN is strengthened, where reliable
- camp design and lay-out is modified and adapted to ensure safe and dignified access for PWSN to facilities and services
- protection, empowerment and participation of PWSN are mainstreamed and integrated across technical sectors and camp activities, including participatory assessments, complaint and response mechanisms, planning, implementation, monitoring and evaluation

- representative camp committees for PWSN are established and PWSN take part in camp governance and decision-making
- well-functioning and sound coping mechanisms by PWSN themselves and family members, relatives and the communities are supported and monitored
- information on services available in the camp and their right to services is adapted to, and accessible, by PWSN
- awareness on PWSN is raised to mitigate the risk of resentment and conflict among the displaced population and with the host community
- there is awareness towards changing vulnerabilities of PWSN as well as towards changing needs at different stages in the camp's life cycle.

## RESPONSIBILITIES TOWARD PARTICULAR PERSONS WITH SPECIFIC NEEDS

The protection and assistance needs of vulnerable persons in camps are context specific, and individuals at risk in any given situation will vary. Some of the persons who may, depending on the circumstances, have specific protection needs and to whom special attention must be paid, are described here.

### GIRLS AND BOYS

**VOICE FROM THE FIELD - CHALLENGES IN PROTECTION OF GIRLS AND BOYS IN NORTHERN UGANDA**

In post-conflict northern Uganda, in a large camp where the return process was initiated and where there were still feelings of fear and insecurity about a lasting peace agreement, members of the camp community were moving into what were called transition sites (return centres). When we spoke to the older persons' committee they explained that while they were not 'home, home', these sites were areas between the camp and their place of origin which enabled them to begin to rebuild their futures. The sites were close enough to their land to provide them with opportunities to begin cultivation and they were able to conduct Go-and-See visits to their original villages. In situations where they did not feel safe to stay, they were able to come back to the main camp at night, knowing that assistance and security was still available there.

While the provision of these transition sites had many benefits, there were also some challenges. It was invariably the parents, and most often the men, who lived, at least part-time, in transition sites. Children and adolescents stayed back in the main camp where school was still ongoing, distributions took place, other facilities were available and where many of the children had lived since they were born. Without the presence of their parents however, girls and young women were at greater risk. The older persons' committee told us that often grandparents were left in charge of the younger generation and that they were unable to provide adequately for them. Displacement had caused the social fabric and the ethical framework of the community to degenerate. Incidents of violence and abuse were common. Young men from within the camp community would rape and defile girls left alone. This pattern of abuse, they told us, was leading to conflict and to forced marriages. Parents of girls and young women were faced with an impossible choice between rebuilding their lives through the use of the transitional sites (return centres) or remaining in the camp for the protection of their daughters. Conversations with older people in the camp clearly indicated that community based solutions for the adequate protection of girls, and for the support of grandparents, need to be found.

All children, defined by the Convention on the Rights of the Child as persons who are below the age of 18, as well as adolescents (defined by UNICEF as children in three stages from ten to 19 years), need special care and attention in order to ensure that their physical, psychological, social and developmental needs are met. The Camp Management Agency must strive to uphold this definition in cultures where the age of children is defined differently. Internally displaced or refugee children may face far greater dangers due to their displacement, the disruption of family and community structures, as well as from the lack of resources which normally accompany such situations.

In a prolonged or protracted displacement setting, refugee or internally displaced children may be exposed to further risks of violence, sexual abuse and exploitation, forced recruitment or forced labour. They may be denied birth registration and documentation or prevented from attending schools. School environments may be unsafe and expose them to exploitation and abuse. In these circumstances, specialised organisations may be entrusted with child protection programmes that promote the well-being and protection of children. The Camp Management Agency would then work closely with these specialised agencies to ensure that they jointly undertake child protection activities, such as psychosocial support, tracing and family reunification, and other forms of specialised support to children formally associated with armed groups, or best-interests determination (BID).

In shorter term displacement, the Camp Management Agency also has a responsibility to ensure that children are not exposed to protection threats in the camp and that children at risk are identified, their needs assessed and that action is taken to adapt or target assistance and programmes accordingly, all in coordination with and in support of functional line ministries and health actors. Similarly, the Camp Management Agency is responsible for ensuring that children contribute to decision-making processes that affect their lives and the life and protective situation in camp settings. In addition to the responsibilities towards all PWSN, a Camp Management Agency needs to take certain actions towards specialised actors to contribute to a protective environment for children to:

- ensure birth-registration and provision of birth certificates
- create child friendly spaces and activities in the camp
- establish inclusive education arragements in the camp or nearby areas.

For more information on education as a protection tool, see Chapter 17, Education.

When dealing with the protection needs of children, the Camp Management Agency should be guided by the principle of the BID. This means that the best interests of the child should be pursued continuously as the primary objective in any decisions or actions taken affecting children. It should permeate all child protection and care issues.

For more information on BID, see Guidelines on Formal Determination of the Best Interest of the Child developed by the UN Refugee Agency (UNHCR) in the References section.

Certain groups of children, including unaccompanied and separated children, child-headed households, and children who were associated with armed forces or groups, may be more susceptible to certain protection risks, including a heightened risk of military recruitment and (sexual) exploitation, abuse, trafficking, forced labour or violence. Targeted interventions to address the protection needs of these children are usually the task of specialised child protection organisations, when they are present. However, the Camp Management Agency has a coordination and supportive role to play, including to ensure a child-protective system is established by these child protection agencies.

### Unaccompanied or Separated Children

Unaccompanied children are those who have been separated from both parents and relatives and are not being cared for by an adult who, by law or custom, is responsible for doing so. Separated children are those separated from both parents, or from their previous legal or customary primary care-giver, but not necessarily from their relatives. These may therefore include children accompanied by adult family members other than their parents. Orphans are children whose parents are both known to be dead. In some countries, however, a child who has lost one parent is also considered an orphan.

Being without their primary care structure, normally the parents, unaccompanied and separated girls and boys can face increased risk of protection problems. In addition to the responsibilities towards all PWSN and guided by the 2004 Interagency Guiding Principles on Unaccompanied and Separated Children, the Camp Management Agency should:

- prevent further child separation by initiating information- and awareness sessions for all camp residents on the risks of separation during relocation or repatriation/return, or by certain activities which children may be asked to do outside the camp, for example collecting firewood
- encourage the participation of residents in identifying and implementing measures which can be taken to prevent separation or abductions from occurring. These may include monitoring, awareness-raising, as well as developing response systems within the camp whereby children would know where to go and what to do if separated from their family
- ensure that services are in place to trace parents or legal or customary primary care-givers with an aim of achieving family reunification as soon as possible, in close collaboration with line ministries
- ensure that a child protection monitoring system, set up by responsible line ministries in collaboration with child protection agencies and NGOs, includes monitoring of unaccompanied and separated children. Volunteers among the IDPs or refugees can also be trained as community or social workers to assist in training and monitoring activities
- promote the establishment of specialised psychosocial care in the camp, given the harmful effects that separation can have on a child's psychological well-being.

**VOICE FROM THE FIELD - EXAMPLE OF PSYCHOSOCIAL SUPPORT TO CHILDREN AND ADOLESCENTS IN UGANDA**

An international NGO has been delivering a psychosocial support programme to help address the needs of formerly abducted children and adolescents in northern Uganda. The programme involves:

- Interim care at a reception and reintegration centre. Upon arrival all children receive a medical check-up and required treatment at the local hospital. A psychosocial assessment is conducted for each child to determine the most appropriate course of action for him/her. Children also receive basic care and counselling and participate in activities designed to assist in their recovery.
- Family tracing, unification and follow-up. As soon as a child arrives the NGO immediately begins the process of family tracing and reunification.
- Community-based psychosocial support. Once a child returns to her/his family, a caseworker makes regular follow-up visits. Meetings are held with school heads to ensure that the child may resume his/her studies. Children and adolescents are encouraged to take part in NGO sponsored activities designed to assist all war-affected children and their families. These include community sensitisation, family and peer-group discussions, parent support groups, team sports, promotion of traditional dance, drama and cultural rituals, adolescent health education and life skills training, vocational skills training and income generation schemes.

## YOUTH

**WHEN IS A CHILD A CHILD, AN ADOLESCENT OR A YOUNG ADULT?**

The point of transition from being considered a child to being a young adult, and the definition of adolescent, are culturally specific. This is something that the Camp Management Agency should discuss with the community and other service providers in the camp, for a commonly agreed definition for camp programmes. Usually biological determinants, like reaching puberty or being able to care for themselves independently, are used.

UNICEF defines adolescence in three stages: early (10-13 years of age), middle (14-16), late (17-19) adolescents. Adolescent girls and boys may have specific needs and face specific risks, particularly in situations in which the population is confined to the camp and where education, work and income-generating opportunities are limited. Adolescent boys and girls may not attend school and remain idle. In the long run this may create boredom, frustration and anger among some adolescent groups who may become the source of protection risks. In order to contribute to the protection of adolescent girls and boys and in addition to its responsibilities towards all PWSN, the Camp Management Agency should:

- be aware that context specific and local understandings of youth and adolescence may differ from both national and international laws, as well as from United Nations' conventions and definitions
- ensure that sufficient focus is given to the needs of adolescent boys and girls by advocating with humanitarian organisations for the establishment of targeted programmes such as sports and recreation, life, vocational and skills training and psychosocial support
- remain aware that adolescent girls may face increased barriers to accessing services due to cultural, social or other reasons.

### CHALLENGES IN ESTABLISHING A YOUTH COMMITTEE

A youth committee comprised of either or both camp and host community youth is often one of the most challenging committees to initiate, especially if not centred on team sports. For inclusive participation reasons, focusing youth activities and committee start-up solely on sports can be somewhat problematic. Often sports initiatives are not fully embraced by young females. Female youth from nearby host communities are often not granted permission by family members to travel into the camp to attend collective sports events with other youth, most notably males. Focus on sport can inadvertently further marginalise vulnerable and differently-able young people.

### VOICE FROM THE FIELD - TIPS FOR ESTABLISHING YOUTH COMMITTEES

1. Promote women's committees first if possible and let the youth committees' development follow. Often when mothers, grandmothers and aunts experience the benefits (and skills acquired) from joining a camp committee they will in turn support, promote and even maintain certain aspects of the youth committee. In addition, female-headed or supported families often communicate information to family members, including young people.
2. Develop a male-centred youth committee that is closely connected to any men's committees/activities in the camp for skills promotion, as well as a sports network so that young males can stay busy and not be idle.
3. Investigate youth structures in the surrounding host communities, first, to see how they are organised. Seek to gather useful youth information and common best practices. All too often, youth committees are promoted by adults who have little knowledge of or have lost touch with the local youth culture.

## WOMEN

Certain groups of women have specific needs to which special attention must be paid, including female-headed households, like widows, and women without family support. These groups may face heightened security risks in a camp setting where shelter often offers little or no protection and limited physical privacy and security. They may be exposed to discrimination, harassment, trafficking and sexual exploitation or abuse and face additional difficulties in accessing humanitarian assistance. The fact that single female-headed households are managing their family needs on their own may prevent them from taking part in learning, skills training, social activities or income-generating programmes. The children of these households may also be at increased risk of abuse and exploitation. Widows may be denied inheritance rights or custody of their children by local laws or practices, including by the deceased husband's family. Additionally, they may face harmful traditional practices, such as being forced to (re-)marry. Justice mechanisms may offer them little or no protection. Women and girls formerly associated with armed forces or groups may also face heightened protection risks, including risk of re-recruitment or abduction, risk of discrimination or abuse, including sexual abuse and exploitation. They may also have psychosocial needs due to their experiences. Their opportunities for family life may decrease, or their children may be shunned by the community. In addition to the responsibilities towards all PWSN, actions required by the Camp Management Agency include:

- promoting the establishment of centres: having a space where women and girls can meet and talk privately without the presence of men can provide respite in camp settings
- supporting activities which strengthen woman's leadership, skills and capacities: this will contribute to their empowerment and, in turn, will improve their protection situation within the camp.

### VOICE FROM THE FIELD - INNOVATIVE AND INCLUSIVE

An income generating programme for female-headed households was not going well. Attendance was poor due to issues concerning child care during classes or workshops. In search of a solution, the women started working together some providing child care while others attended class, and then they would switch.

Looking for a more satisfactory solution, the women came up with an innovative and inclusive solution. Older members of the camp were invited to come and do story-telling for the children. This not only provided entertainment and education to the children by passing on traditions and legends, it also gave older people a sense of purpose and belonging.

## OLDER PERSONS

The UN defines old age as 60 years and above. Nevertheless, the concept of old age must be understood in broad terms. Being considered old is not necessarily a matter of age alone. Cultural considerations and factors such as life expectancy, health and economic conditions are relevant in considering inclusion within this category.

Older men and women are often denied access to services, jobs or treated with little respect. In camps, older persons may be particularly vulnerable and have specific protection needs. Dis-empowered older persons are often disproportionately affected in emergencies and are commonly overlooked in both immediate responses and rehabilitation. Often they are given limited, if any, opportunity to participate in programme planning. The needs and risks facing older persons are as a consequence often not registered. It is essential that assessment, registration and monitoring data are disaggregated by age and gender and that the specific vulnerabilities that older people may face, like living without care-takers, caring for children or being housebound, are recorded. Further, it is essential to ensure the participation of older people in the design of activities and services within the camps, their inclusion in participatory assessments and that programmes and activities are analysed from a gender, age and diversity perspective.

### THE VOICE AND CARE OF OLDER PERSONS

In many cultures older persons are highly respected, and play an important role in social and religious ceremonies and rituals within the community. They are often important at births, marriages, deaths and initiation rites. Traditionally valued for their wisdom and good counsel, in many cultures older persons also play a central role in traditional justice systems and in conflict resolution. They may have a particular role to play in guiding younger generations on issues of traditional cultural values and ethics. Their knowledge of their community and its traditions, coupled with their awareness of challenges that the community is facing in displacement, can be very useful, especially for Camp Management Agencies coming from abroad, seeking to understand and appropriately protect a camp population. At the same time, the Camp Management Agency should be aware that, contrary to common beliefs, older persons are not always cared for by their family and community. Discriminatory patterns may in fact be accentuated in humanitarian crises. When excluded by their own communities and families, older persons may become isolated and be unaware that humanitarian assistance is available.

In order to contribute to the protection of older persons and in addition to its responsibilities towards all PWSN, the Camp Management Agency should:

- ensure awareness of silent signs and older persons' possible vulnerabilities related to decreased mobility, access problems, limited literacy, special dietary needs and physical and sexual abuse
- ensure there is awareness of risks for unaccompanied older persons of isolation, loneliness and depression
- ensure that they are identified and recognised in programmes and activities, that their belongings are safe and that they are assisted if they have difficulties in collecting and carrying water, food supplies and non-food items
- understand the role played by older persons in the community prior to displacement and in the displacement setting, and that they often are a key resource to the community, including in education, child care, communication, conflict resolution and leadership within their families and communities
- work with specialised agencies to ensure that active older persons are included in skills training and income-generation programmes adapted to their needs and capacities or that alternative social protection schemes are made accessible to them
- support the establishment of family tracing for unaccompanied older persons with a view to reuniting them with family members as soon as possible
- coordinate with child-protection agencies to incorporate older persons in the design and implementation of child-friendly spaces
- assess the need for and create older persons friendly spaces to offer the opportunity to interact meaningfully, engage in income generating activities or simply socialise with others so as to avoid loneliness and boredom.

### VOICE FROM THE FIELD - RAISING AWARENESS

Here in northern Sri Lanka many of the long-term displaced who live in camps are well organised into committees and are very helpful to agencies doing assessments and distributions. What we found missing was attention to persons with specific needs, who were more vulnerable during distributions. We asked the camp committee to identify older persons and those with disabilities and to put their ration cards at the top of the pile. This was to ensure they could get help and assistance first and not have to stand in the sun and also so they could get the help of neighbours to carry things home for them. By insisting that older persons should have priority in the queue, and pushing the community to help them, it has created better awareness – among both children and adults. This now seems to be spilling over into other areas as well. In our monitoring activities people have asked us to include 'elder-friendly' items – like a scoop for bathing from a bucket, jumpers and shawls because older people feel the chill, and flasks so that tea and soup remain hot for longer.

### GOOD PRACTICE FOR THE PROTECTION OF OLDER PERSONS

A good practice guide to protecting older persons in emergencies has been developed by HelpAge International. The Camp Management Agency needs to :

- accurately highlight the impact of the crisis upon older persons and those in their care and make sure that data obtained is broken down by age, gender and diversity
- consult older persons on their priority needs and ensure their participation in all stages of the project cycle, including designing and building shelters
- include age-friendly features into temporary shelters and latrines and into those being repaired or constructed, including ramps, handrails, grab bars and lighting
- coordinate responses with sector specific agencies and clusters (where these are activated), such as WASH, shelter and others focusing on core concerns, such as age and disability
- resource practical programmes and research in order to provide appropriate support
- promote and support age-friendly distribution processes and incorporate age-friendly features in service delivery
- promote greater awareness and integration of ageing issues across the work of all sectors and actors in the camp setting in order to further the protection of older people
- adhere to international standards of accessibility when building shelters and latrines.

## PERSONS AFFECTED BY SICKNESS, DISIBILITY OR TRAUMA

### Persons with Disabilities

The United Nations Convention on the Rights of Persons with Disabilities defines persons with disabilities as: "those individuals who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others."

Physical, mental or other disabilities among the camp population may be heightened for protection risks, particularly in displacement settings when the family and community may be absent, or unable or unwilling to care for them. Disability may lead to the ostracism and marginalisation of adults and children with disabilities. Protection problems may range from obstacles in accessing humanitarian assistance, including access to appropriate housing and communal services, to increased exposure to sexual abuse and exploitation. Persons with disabilities may be excluded from project activities and decision-making processes. Children with disabilities may also have problems in accessing educational opportunities, may face abuse or isolation at home or discriminatory treatment by the community. The Camp Management Agency should promote the rights and dignity of persons with disabilities, including mental disabilities, within the community by:

- ensuring that camp services and facilities, such as latrines and showers, are accessible to persons with disabilities. Their access to services and relief items must be evaluated and, if necessary, alternative mechanisms should be put in place to deliver such services
- establishing community-based support mechanisms for the delivery of assistance, monitoring their situation, including through home visits by volunteers, and working with their care-givers to ensure their specific needs, concerns, capacities and resources are taken into account when identifying protection risks and responses
- encouraging agencies to hire persons with disabilities where possible.

**PRACTICAL SOLUTIONS FOR PERSONS WITH DISABILITIES**

Working with persons with disabilities does not always require technical specialists. Consulting with and ensuring participation of persons with disabilities in camp and programme activities is a necessary first step towards identifying their specific needs and appropriate solutions to protect their rights. Simple interventions can have a positive impact. For example:

- handles at convenient heights on latrine doors
- bars and support rails to hold onto around shelter and washing areas
- a cushion to support a correct sitting position
- a shady and comfortable sitting spot close to a shelter block, allowing easy access to and contact with the wider community
- a path which allows wheel chair access.

Such solutions often cost very little, but require planning and an awareness of what is required. Community participatory assessment methods like focus group discussions can help a Camp Management Agency to support appropriate and specific solutions to meet the needs of persons with disabilities. For non-mobility-related disabilities the Camp Management Agency should ensure the consultation and participation of the concerned to the extent possible. However, the Camp Management Agency may want to seek support of an agency with the technical expertise to ensure inclusiveness and appropriateness.

**TRANSPORTATION TO THE HOSPITAL**

Access to hospitals and clinics can be a significant challenge for a camp population, especially if the camp is located some distance from the nearest town or village and members of the community have to walk to access medical attention. One solution can be to make an agreement with a member of the camp or host community who has a vehicle and is prepared to be available as a hospital taxi/ambulance service. This means that everyone is then aware of who to contact in an emergency, or when a person who is unable to walk requires medical transport. The community, in consultation with the vehicle owner, need to come up with a way in which s/he can be remunerated or compensated for the services and/or the cost of the fuel.

### Chronically Ill Persons

Chronically ill persons, including persons living with human immunodeficiency virus (HIV), individuals undergoing tuberculosis-treatment, persons living with diabetes or needing dialysis, may face heightened protection risks particularly in displacement settings where life-saving health care provided locally is not immediately available following conflict or disasters. Particular risks may be faced by persons living with HIV and by groups at higher risk of HIV. They may face discrimination and stigma, including from within their own family and community. The Camp Management Agency should:

- advocate with health service providers that groups at risk of, or living with, HIV/AIDS or tuberculosis (TB) have full access to confidential prevention and treatment programmes
- ensure that they are not isolated or criminalised
- be attentive to discrimination and stigma on the basis of HIV/AIDS
- advocate with health service providers and social and community workers to ensure that services to persons living with HIV/AIDS are provided in a manner that does not reveal their HIV status to the community
- ensure confidentiality of HIV status.

### Persons Affected by Trauma

Psychosocial problems in emergencies are interconnected, but they may be social or psychological in nature. Social problems may be related to people living in crowded camps, disruption of daily-life activities and routines and frustrations. Psychological problems in emergencies may be pre-existing mental problems as well as emergency or disaster-induced psychological conditions. There may be all kinds of mental illnesses, in addition to post-traumatic stress disorder (PTSD) as a result of experiences during the conflict, disaster and/or flight. People may also suffer from anxiety and depression as results of fear and insecurity in relation to not accessing one's rights and services and not being able to care for oneself and family members.

The Camp Management Agency needs to be aware of psychosocial problems. It must be able to relate unexpected and unfamiliar behaviour to possible mental suffering and trauma that can be solved, instead of viewing people as difficult or conflict-makers. It is therefore important to work closely with specialised health actors.

### MENTAL HEALTH AND PSYCHOSOCIAL SUPPORT IN EMERGENCY SETTINGS: WHAT SHOULD CCCM CLUSTER/SECTOR LEAD AGENCY AND CAMP MANAGEMENT ACTORS KNOW?

Based on its 2007 Guidelines on Mental Health and Psychosocial Support in Emergency Setting, the Inter-Agency Standing Committee (IASC) has developed an overview of essential knowledge that humanitarian actors within the CCCM Cluster/Sector should have about mental health and psychosocial support (MHPSS) in humanitarian emergencies.

In its MHPSS Intervention Pyramid there are four levels from bottom to top of the pyramid:

- basic services and security (first level)
- community and family support (second level)
- focused non-specialised support (third level)
- specialised services (fourth level).

Activities related to the different levels are for example advocacy, family tracing, communal services and livelihood programmes, individual psychological first aid, psychiatric support and long-term supervision.

## MINORITY GROUPS

The population in a camp setting is rarely homogeneous. Camp populations may come from different geographical locations and be differentiated by ethnicity, language, religion and/or occupation/livelihoods. Managing these differences can be a challenging aspect for a Camp Management Agency, particularly if the minority group(s) and the majority group share few commonalities or live in a tense situation. While in some situations individuals might have been displaced as a group and preserved established and cohesive social structures, other situations might lead to multiple, disparate, and badly-fractured social structures. This may lead to limited cohesion at best and tensions or conflicts at worst.

Understanding the interactions and relations between the various minority groups is essential for the Camp Management Agency. A lack of understanding of the relations may lead to exacerbating power imbalances, enhancing discrimination or perpetuating conflicts. To contribute to the protection of minorities in the camp population, and in addition to its responsibilities towards all PWSN, the Camp Management Agency should:

- use the results of the participatory assessments to analyse the context and interaction between the various camp groups and inform camp programming and design of activities
- locate camp facilities and services in a manner which ensures that minority groups have meaningful, safe access to them, including ensuring availability and access to religious services and places of worship
- encourage and support organising of events to celebrate cultural traditions and practices.

## LESBIAN, GAY, BISEXUAL, TRANSGENDER AND INTERSEX (LGBTI) INDIVIDUALS

Human Rights are universal and protect all human beings, including sexual minorities, from being discriminated against. The Sphere Project; Humanitarian Charter and Minimum Standards in Disaster Response, state that aid is given regardless of race, creed or nationality of the recipients and without adverse distinction of any kind. There is consensus that aid priorities are calculated on the basis of need alone.

Awareness about this can be of importance to the Camp Management Agency as LGBTI individuals often are stigmatised and might be as risk of physical assaults, violence or even persecution simply because of their sexual orientation and gender identity. National laws often criminalise being an LGBTI individual. Negative attitudes are still prevalent, also among aid workers. LGBTI individuals are regularly excluded from assistance. It is therefore imperative to prioritise safety and non-discrimination, and not to put LGBTI individuals at further risk. It is important to support LGBTI individuals' safe and dignified access to services. Sexual orientation should be kept confidential at all times because of the danger to which a person could be exposed. To contribute to the protection of LGBTI individuals, the Camp Management Agency should:

- increase awareness on protection issues facing LGBTI individuals through NGO coordination forums
- identify local agencies in the host community or country that have experience working with LGBTI individuals.
- identify opportunities to leverage their experience to support assistance to LGBTI individuals
- work with specialised protection agencies to establish a mechanism for handling protection concerns relating to LGBTI individuals. This can include the establishment of safe spaces and of support services, like designated one-stop-centres, where services including legal counseling, temporary shelter, healthcare and psychosocial support can be provided. This can also entail working with UNHCR and NGOs to assist LGBTI individuals to report violent incidents to the police should they decide to do so.

### VOICE FROM THE FIELD - VIOLENCE TOWARDS LGBTI INDIVIDUALS IN HAITI

Following the devastating earthquake of January 2010 in Haiti, more than a million displaced Haitians lived in over 1,000 spontaneous settlements. LGBTI Haitians interviewed by the International Gay and Lesbian Human Rights Commission (IGLHRC) and a Haitian NGO expressed the view that violence related to sexual orientation and gender expression significantly increased after the earthquake, particularly within the IDP camps.

Overcrowding, flimsy structures, inadequate lighting, public bathing facilities and general insecurity in IDP camps increased the risk of GBV, including violence towards LGBTI people, especially because established coping mechanisms were disrupted in the wake of the earthquake. The Haitian NGO has documented the rape of lesbians, gay men and transgender women in or near camps and of more subtle forms of sexual exploitation in which LGBTI people were coerced into engaging in sexual relations with straight-identified men for food or money. A group of lesbian and bisexually-identified women interviewed by the Haitian NGO and IGLHRC reported that sexual violence was definitely a problem in the IDP camps.

### VOICE FROM THE FIELD - GENDER DIFFERENCES IN EXPERIENCING STRESS IN DARFUR CAMPS

A 2009 study in Darfur displacement camps found that men experienced more stress than women, indicating that this related to life in camp having a worse effect on the dignity of men than that of women. It found that while women can continue their traditional roles in camp, men often can no longer do so.

"The somewhat surprising finding that men reported more stress overall than women…likely reflects a culturally-prescribed gender role for men in which they are responsible for securing resources for the family. During pre-testing, many men told us that the Quran prescribes men's duties as making money and bringing resources into the family, whereas women's were relegated to domestic care giving. In the refugee camps the female domestic sphere was maintained, while the male sphere of employment and money was more fragile. Men's concerns were even higher when living near NGOs. This may be related to a possible secondary gain, in which impaired functioning is reinforced by easier access to humanitarian aid".

## MEN

Men, like all other groups, may face context-specific protection risks. This may include demobilised individuals who may risk exclusion by the community or idle young men at risk of recruitment by armed groups. While the specific needs of women, children, and persons with disabilities are largely recognised, the Camp Management Agency must also be aware of specific needs of men.

Camp settings can be particularly stressful for men because camp life often changes the nature of men's frequent traditional primary role in many cultures, that of providing for their families and leading the community. Men in camps will likely be unable to continue with their primary livelihood activities and will be, at least somewhat, reliant on outsiders to provide their families with food, shelter and household items. A degree of their autonomy may be lost. The loss, or partial loss, of these important functions can leave men idle and/or alienated and feeling degraded, inadequate and without purpose, even depressed. The Camp Management Agency, in coordination with specialised protection actors, should assess and analyse the situation of men in the camp and identify their specific needs for targeted interventions.

## CHECKLIST FOR A CAMP MANAGEMENT AGENCY

- ✔ Camp staff is trained in, and has signed, the code of conduct for humanitarian workers.
- ✔ Registration and monitoring data is disaggregated to differentiate groups with specific needs/vulnerabilities.
- ✔ Registration data is reflected and updated in the camp population statistics.
- ✔ In cases of short-time displacements, with time limitations and no committees established, there is attention towards hearing the voices of persons with specific needs.
- ✔ Participatory assessments conducted in the camp are inclusive of groups with specific needs, enabling the Camp Management Agency to understand vulnerabilities, interactions and tensions between various groups.
- ✔ Camp design and set-up are adapted and take into account the protection needs of PWSN.
- ✔ Dedicated representative committees for groups with specific needs are established and functional in the camp.
- ✔ Groups with specific needs are represented in community structures, and participate meaningfully in decision-making processes and camp activities, for example camp governance, complaint mechanisms, various committees, including WASH, food and parent teacher associations.
- ✔ Information on camp facilities and service provisions, including referral systems and complaint mechanisms, is available in a form accessible to all groups including those with specific needs.
- ✔ The Camp Management Agency works to support family and community care structures for PWSN, to identify gaps in their care and to respond accordingly.
- ✔ The Camp Management Agency invites and facilitates the work of specialised protection agencies to partners with existing programs or develops specialist protection initiatives in the camp, for example targeted assistance for persons with disabilities or other groups with specific needs.
- ✔ The Camp Management Agency advocates with other stakeholders and agencies in the camp for the specific needs of vulnerable and marginalised groups and individuals to be integrated into sector-specific programmes.
- ✔ A system is established to identify children with specific needs.
- ✔ Children's access to safe education is monitored and supported by the Camp Management Agency.
- ✔ There are safe spaces and recreation opportunities for children and young people in the camp, including adolescent girls.
- ✔ Training opportunities and recreational programmes for adolescents with specific needs to participate and contribute in positive ways to the life of the camp, are provided.
- ✔ Woman's centres are established as a safe space for women and girls to meet and talk about issues affecting their lives.
- ✔ Programmes to strengthen woman's leadership skills and capacities are established in the camp.
- ✔ Activities to promote care and dignity of older camp residents and valuing and developing their role in the community are planned.
- ✔ Those who are sick, have disabilities and/or are have limited mobility are ensured access to essential assistance and services and programmes for their protection. If necessary, alternative care arrangements, like home-visits, are arranged.
- ✔ The Camp Management Agency works to support the protection and confidentiality of those living with or affected by HIV/AIDS and TB and programmes are in place to reduce the vulnerability of groups at risk from HIV/AIDS.
- ✔ Minorities are identified and mapped in the camp population statistics.
- ✔ Persons from the same minorities are assigned to the same areas of the camp, if wished.
- ✔ Services and spaces to facilitate the celebration of cultural/religious ceremonies are established.
- ✔ Awareness is raised on the protection risks and discrimination LGBTI individuals may face in the camp setting and reach-out is made to specialised agencies to provide targeted support.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.


– HelpAge International, 2012. Protecting Older People in Emergencies: Good Practice Guide
– UN Refugee Agency (UNHCR), 2006. Ten Key Points on HIV/AIDS and the Protection of Refugees, IDPs and Other Persons of Concern
– UNHCR, 2011. Working with Lesbian, Gay, Bisexual,
– UNHCR, 2011. Working with National or Ethnic, Religious and Linguistic Minorities and Indigenous Peoples in Forced Displacement
– UNHCR, 2011. Working with Persons with Disabilities in Forced Displacement Transgender and Intersex Persons in Forced Displacement
– UNHCR, 2012. Working with Men and Boy Survivors of Sexual and Gender-Based Violence in Forced Displacement
– UNHCR, 2013. Working with Older Persons in Forced Displacement

## REFERENCES


– Action Aid, 2009. Safety with Dignity - A Field Manual for Integrating Community-based Protection across Humanitarian Programs
– Action for the Rights of Children, 2001. Critical Issues: Abuse and Exploitation
– Jose Eruesto, 2002. "The Breakdown of Cultures in Refugee Camps", Forced Migration Review
– Forced Migration' Issue 42, 2013. Sexual Orientation and Gender Identity and the Protection of Forced Migrants
– Global Protection Cluster, 2012. Minimum Standards for Child Protection in Humanitarian Action
– Handicap International, 2009. Mainstreaming Disability into Disaster Risk Reduction: a Training Manual
– HelpAge International, 2012. Older People in Emergencies, Identifying and Reducing Risks
– HelpAge International, 2012. Protection Interventions for Older People in Emergencies
– Inter-Agency Standing Committee (IASC). Guidelines for HIV/AID Interventions in Emergency Settings
– IASC, 2006. Women, Girls, Boys and Men: Different Needs - Equal Opportunities
– IASC, Camp Coordination and Camp Management Cluster, Protection Cluster, Working Group and IASC Reference Group for Mental Health and Psychosocial Support in Emergency Setting, 2012. Mental Health and Psychosocial Support in Emergency Settings: What Should Camp Coordination and Camp Management Actors Know?
– International Committee of the Red Cross (ICRC), 2004. Inter-agency Guiding Principles on Unaccompanied and Separated Children
– ICRC. http://www.ifrc.org
– International Gay and Lesbian Human Rights Commission/ SEROvie, 2010. The Impact of the Earthquake, and Relief and Recovery Programs on Haitian LGBT People
– International Rescue Committee (IRC), 2013. Protection Mainstreaming Training Facilitator's Guide
– Rasmussen, A. and Annan, J., 2009. "Predicting Distress Related to Basic Needs and Safety in Darfur Refugee Camps: A Structural and Social Ecological Analysis", Journal of Refugee Studies
– Save The Children (STC), 2004. Separated Children: Care & Protection of Children in Emergencies. A Field Guide.
– STC, 2005. Reaching all: Core Principles for Working with Children Associated with Armed Groups and Forces
– Sphere Project, The Humanitarian Charter and Minimum Standards in Disaster Response
– David Tolfree, Save the Children, 2003. Community-based Care for Separated Children
– UN Refugee Agency (UNHCR), 2004. Age Gender Diversity Mainstreaming (AGDM)
– UNHCR, 2006. Guidelines on Formal Determination of the Best Interests of the Child
– UNHCR, 2006, 2007 and 2010. Conclusion on Women and Girls at Risk, Conclusion on Children at Risk, Conclusion on refugees with disabilities and other persons with disabilities protected and assisted by UNHCR
– UNHCR, 2007. The Protection of Older Persons and Persons with Disabilities
– UNHCR, 2008. A Community-based Approach in UNHCR Operations
– UNHCR, 2008. Handbook on the Protection of Women and Girls
– United Nations Convention on the Rights of the Child, 1989
– United Nations Convention on the Rights of Persons with Disabilities, 2006
– United Nations International Children Fund (UNICEF), 2002. Implementation Handbook for the Convention on the Rights of the Child
– UNICEF, 2007. The Paris Principles: Principles and Guidelines on Children Associated with Armed Forces or Armed Groups
– United States Committee for Refugees and Immigrants, 2007. Resource Guide for Serving Refugees with Disabilities
– Universal Declaration of Human Rights, 1948
– Jo Wells, Humanitarian Practice Network, 2005. Protecting and Assisting Older People in Emergencies
– Women's Commission for Women and Children, 2008. Disabilities among Refugees and Conflict-Affected Populations, Resource Kit for Fieldworkers
– World Food Programme, 2006. Getting Started: HIV, Aids and Gender in WFP Programmes
– World Health Organization, 2001. Declaration of Cooperation in Mental Health of Refugees, Displaced and Other Populations Affected by Conflict and Post-Conflict Situations
– World Vision, 2012. Minimum Inter-Agency Standards for Protection Mainstreaming

PHOTO: IOM

# CHAPTER 12
# SAFETY AND SECURITY

## A SAFE ENVIRONMENT

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Provision of security, maintenance of law and order and guaranteeing the civilian character of a camp are the responsibilities of the national authorities.
- Camp population safety and staff security is an essential component of camp management.
- The Camp Management Agency has responsibility for the safety and security of its staff and acts as the facilitator for the coordination of security in the camp (meetings and focal point). However, other agencies operating in the camp must remain security-aware and take personal responsibility for their safety as situations can change quickly.
- Common security threats in camps include civil unrest, petty and organised crime, hazards in the form of natural disasters, accidents and diseases, armed conflicts, particularly the militarisation of camps, and acts of terrorism.
- Staff and camp residents are vulnerable to threats in different ways. This must be taken into consideration when implementing security measures and designing strategies for the security and safety of both humanitarian staff and camp residents.
- Camp management staff should receive training in safety and security. The Camp Management Agency needs knowledge of the operational context, actors, threats, risks present and how the situation in and around the camp can evolve. Such understanding will enable a systematic and effective approach to security management.
- It is important to have good communication with all stakeholders, including the camp population and the host community. This will facilitate sharing of information about security issues and hazards with the Camp Management Agency.
- Early warning and effective communication systems are vital in order to monitor, communicate and address the situation appropriately. Mitigation measures may prevent or reduce the impact of an incident.
- By ensuring the security of those involved in the management and the running of activities in the camp, services provided will be more sustainable and of better quality in a deteriorating security environment.

## INTRODUCTION

States are fully responsible for the protection of all persons within their territories regardless of their status, whether as refugees, internally displaced persons (IDPs) or members of host communities, and for ensuring public order and security from threats. Human rights and humanitarian actors must advocate with the national authorities to assume their responsibilities to provide effective security. They also have an important responsibility to take protective measures to help reduce exposure to threats, and mitigate any devastating effects, of the initial cause of displacement.

While threats to life, liberty and security are often reasons why people flee, such threats rarely cease after flight but often continue to pursue displaced persons during all stages of the displacement cycle. Displacement and the removal from the usual protective environment of one's own community have the tendency to render persons more vulnerable to security threats. In addition, traditional coping mechanisms, as well as the protective function of the family, will often have been reduced or will have disappeared entirely. Displaced persons are sometimes perceived as a cause of insecurity to a host community, especially when arriving en masse and when resources in the host community are scarce.

Camps may be perceived by refugees and IDPs as safe havens, areas where they will be protected and assisted. Unfortunately, camps can also become an environment of lawlessness, attract violence and crime or be attacked or used by armed forces or groups. Much of the work on security, safety and protection must focus on the prevention of such threats from materialising.

### KEY TERMINOLOGY

**Security** refers to the protection of an agency's staff from deliberate threats or acts of violence.

**Protection** refers to the risk of violence against civilian noncombatant populations that are not an agency's staff.

**Safety** refers to accidental hazards such as road accidents, fire, diseases and natural disasters. There is generally no intention to harm and relates to both camp residents and staff.

Staff and workers in a camp may not be exposed to the same threats as refugees and IDPs, or have the same levels of vulnerability to these threats. A person's gender, age, health, ethnicity, religion, language and social status, amongst other characteristics, will help determine their level of vulnerabi-

lity to a particular threat. An unaccompanied child is likely to be more vulnerable to forced recruitment. A member of a particular ethnic group may be more vulnerable to abuse or violence. Expatriate agency staff may be vulnerable to kidnapping for ransom.

The Camp Management Agency's knowledge of the context in which they are working and an understanding of the stakeholders involved and their motives, is therefore an essential starting point to conduct a risk assessment that identifies threats and the differing risk levels for staff and camp residents.

With mitigation in place staff and workers will be able to maintain a presence in the camp. This will in turn have a positive impact on upholding the safety and protection of camp residents. Reduced access to populations of concern creates additional risks for refugees and IDPs as they are denied the protection and assistance they require.

In addition to what security is provided by the host government, all agencies should have their own staff security regulations and standard operating procedures (SOP). All staff should be trained in SOPs. Security and evacuation procedures and arrangements should be carefully planned in close coordination with all the respective organisations operating in the camp and relevant national security agencies, such as police and armed forces.

### SECURITY TERMS DEFINED

**Threat:** a danger to a camp population, to camp staff, to the Camp Management Agency or to assets and property
**Vulnerability:** the level of exposure to, or ability to contend with, a particular threat
**Impact:** the level of harm caused by an identified threat
**Likelihood:** the probability that a threat will occur
**Risk:** the impact and likelihood of encountering a threat (risk = impact x likelihood).

Security involves the management of staff activity in relation to the identified or potential risk.

This chapter lays out the steps that a Camp Management Agency should consider in carrying out an initial security assessment. This assessment should highlight the dangers facing the camp's population as well as the Camp Management Agency and should include considerations pertinent to the establishment of the camp.

There are five main categories of threat: civil unrest, crime, hazards, armed conflict and terrorism. These are intrinsically interrelated. Identification of a threat and planning of activities to mitigate impacts in one category will have a direct impact on all other categories. These threats may be defined as follows:

- **Civil unrest:** Threats may arise as a result of communal or intra-group tension, either within the refugee or IDP population. These may be along ethnic and/or religious lines or between the refugees/IDPs and the host population. These may arise from competition for scarce resources such as land, water or firewood. They can be directed against the humanitarian community in circumstances where the camp population perceives they have been offered insufficient information prior to a distribution or have developed unrealistically high expectations of assistance.
- **Crime:** Threats arising from a general break-down in law and order may include, individual and/or collective criminal acts. This may include the threat of physical, mental, sexual or other harm or suffering, which may result in injury, death, physical or mental disability or deprivation.
- **Hazards:** Threats categorised as hazards are generally safety-related or linked to natural conditions. A threat that is described as a hazard is essentially one in which there is no deliberate intention to harm. For the purposes of this toolkit this will generally mean fire and disease. The management of these threats are dealt with in other chapters. Natural hazards like landslides and flooding, as well as human-made hazards such as industrial waste, should be considered when establishing a camp. These threats are also addressed in other chapters. More extreme natural hazards, such as earthquakes and volcanic eruptions, may also be of concern but potentially be unavoidable. Thought should thus be given to how these might be coped with.

### COMMUNITY-BASED CONTINGENCY PLAN

In areas that are prone to natural or industrial disaster, community-based contingency plans should be in place. The elements of the plan should include awareness-raising and education for all groups, early warning systems linked to government systems where possible, clear lines of communication, evacuation or hibernation plans and meeting points. Agencies should also have contingency plans in terms of emergency stocks and procedures.

- **Armed conflict:** Threats arising in the context of armed conflict, for example at the hands of, or as a result of, the activities of armed forces and groups who are parties to a conflict.
- **Acts of terrorism:** These are generally understood as acts of violence organised by groups against civilians or other non-combatant targets. Terrorism should be considered by the security focal point/security adviser during security risk assessments as the indicators for a potential terrorist act will differ from those for armed conflict or crime.

These different threats are described below and suggestions for staff security and protection of camp populations are set out. It should be remembered that these suggestions are not exhaustive. Experience, accompanied by common sense, will often dictate a course of action.

The chapter concludes with a description of different approaches to security such as acceptance, protection and deterrence and includes considerations pertinent to the development of security, medical and evacuation plans.

# KEY ISSUES

## RESPONSIBILITIES IN MANAGING SECURITY

The security of humanitarian workers and persons of concern is, as already mentioned, the responsibility of the state. However, the Camp Management Agency must have a knowledge of all aspects of daily life in the camp, including the threats present like civil unrest, crime, hazards, armed conflict and terrorism. The Camp Management Agency needs an understanding of the triggers that may cause deterioration in the security situation of the camp and be in a position to implement measures and policies that may prevent such deterioration. Contingency plans should be prepared for the potential deterioration of the camp situation.

The Camp Management Agency has a role in supporting mandated protection agencies to respond to protection risks, at the very least through effective information management and coordination. Often the Camp Management Agency may already have defined a SOP agreed with the security coordination actors in the field. This may include national authorities, the UN Office for the Coordination of Humanitarian Affairs (OCHA), the Camp Coordination and Camp Management (CCCM) Cluster/Sector Lead or an established international non-governmental organisation (NGO) security forum.

For more information on coordination and information management, see Chapter 4, Coordination and Chapter 5, Information Management.

The Camp Management Agency needs to ensure or advocate for:

- Nomination of a security focal point (potentially assisted by a security expert or adviser) to conduct security risk assessments and carry out ongoing analysis. This will identify the relevant risks and then guide the choice of security strategies and development of specific SOP and contingency plans to mitigate them. In higher risk contexts the Camp Management Agency might consider dedicated security staff as the security focal point.

**SECURITY RISK ASSESSMENT**
A security risk assessment should:

1. include a context assessment
2. include a threat assessment
3. identify the potential impact upon aid workers, operations and the camp population
4. assess the vulnerability of aid workers and the camp population to all possible threats
5. assess the level of risk to aid workers and the camp population
6. identify potential or existing mitigating measures, including the capacity of the state to reduce the risk
7. recommend further mitigation measures to reduce the risk level.

For more information on security risk assessment, see the template included in the Tools section.

- Following the risk assessment, consideration is given to camp design and, to the extent possible, to protection, safety and security requirements, including location, layout and access to services. If completed from the onset this may reduce potential for future threats.

Elements to consider include:

1. distance from armed conflict or other sources of violence
2. location in relation to natural hazards such as flooding, landslides or volcanic eruptions
3. criminality in the area under consideration
4. size of the camp
5. community participation in family plot layout
6. allocation of adequate space per family
7. safe access to resources, such as food, water and firewood
8. services, such as police, camp management offices, sanitation facilities, schools, markets and community centres
9. security lighting
10. establishment of child friendly spaces.

- Adequate and equitable provision of relief assistance is planned. This can reduce exposure or mitigate the effects of crime, violence and abuse. Relief distributions should take into account persons with specific needs and the needs of the host community. It is important to acknowledge that while such measures may reduce crime risks, they do make the camp a point of interest for armed groups.

- Adequate reporting mechanisms are established for incidents of crime, violence and human rights abuses under the guidance of security coordinators. There should be relevant and easy-to-understand information on when and how to access such mechanisms. A referral system must ensure that information on incidents is properly recorded, coordinated, followed-up, and processed by relevant agencies. There must be due attention to confidentiality concerns.

- Community groups and committees, including relief distribution committees, are non-discriminatory, participatory and broadly representative, particularly of women and members of other groups with specific needs. All possible efforts must be made to ensure the community's engagement in education or vocational training and cultural, religious and sports activities. This not only limits exposure to risk, but also reduces the chances of persons resorting to violence, helps individuals recover from the effects of violence and helps build livelihoods.

## THREAT SPECIFICS

A security risk assessment identifies the impact that the five main categories of threat may have on security, safety and protection within a camp. This chapter only highlights certain specific threats considered more common. It does not provide a comprehensive list of all possible threats and their variants.

### CIVIL UNREST

In elaborating a risk assessment, the Camp Management Agency should take into consideration the many indicators and triggers that may lead to civil unrest, such as demonstrations, strikes and riots. These may include conflicts between the camp population and the host community, ethnic or religious conflicts within the camp population, disruption of distribution activities, political events and general unrest.

#### Host Community Relations

In a number of situations of forced displacement the relationship between the surrounding host community and the camp residents may be strained and create or exacerbate protection problems for both groups. Good relations with the host community help reduce protection problems or prevent them from arising. For example, the host community may have valuable information that may impact on the camp or may be willing to facilitate the local integration of the camp population. A hospitable local community can also contribute to the well-being of the camp residents and assist them in leading dignified lives.

A good relationship between the two communities is therefore of utmost importance. The Camp Management Agency must endeavour to ensure, from the beginning, that attention is paid to the concerns of the host community and any sources of conflict. The Camp Management Agency must seek to ensure that measures are taken, wherever possible, to maintain or improve a mutually beneficial relationship.

Conflict between the host and camp communities may exist for a number of reasons, including ethnic or racial tensions, or fears on the part of the host community that the arrival of the camp residents will expose them to armed attacks, increased criminality, insecurity or disease. The arrival of a large number of refugees or IDPs may also lead to increased competition over scarce resources, particularly in remote or underprivileged areas. Water, food, agricultural or pastoral land, as well as firewood, may be limited. Host communities wanting to protect their access to such resources may resort to violence or demand that national authorities take action to limit the camp residents' movement outside the camp.

As the environment is often a key source of conflict, attention needs to be paid from the beginning to preventing or limiting environmental degradation caused by the camp or its residents. This will reduce the burden placed on the host community and may also help to reduce tension between the two communities.

For more information on environment, see Chapter 6, Environment.

#### Intra-Camp Relations

There are often situations where different groups that normally live separately are displaced for similar reasons and suddenly find themselves living in close proximity. Populations displaced from different geographic areas may seek refuge in a common safe haven. These populations may have many differences or similarities beyond their immediate national or ethnic identity. Religious beliefs, social norms or political outlook may all be sources of tension with potential to cause unrest between different groups of camp residents. Much of what is suggested above regarding host community relations needs to be replicated for intra-camp relations. Failures to do so may lead to unrest between those of different nationality, faith or ethnicity.

#### Distribution Activity

Distribution of aid may become contentious, and who receives what may become a problem. Large distributions lasting several days may make certain sectors of the displaced populations fear that they are being excluded. For instance, certain goods may only be distributed to the most vulnerable or to new arrivals. In other cases, distributions may not meet the expectation of the general population. In all cases, grievances should be addressed promptly.

#### Political Unrest

Staff working in a camp environment should be aware of the political events that are relevant or suspected of being relevant to the camp population. Elections and election results, referendums and political statements all have the capacity to raise levels of tension. Within the camp context different factions are usually represented and may react unexpectedly to information received or become agitated by self-serving elements.

#### Presence of Agency Staff and Workers

Agency staff may be culturally different to the communities around them or come from a very distinct environment. Their presence may have certain consequences on the local economy. For example, large numbers of agency staff may cause an increase in food prices. In all cases, the conduct of agency staff towards the host and the camp populations, and towards each other in public places remains important. Equally important is awareness of the unintended impacts, positive or negative, that humanitarian operations may have on a community.

#### Other Triggers

Typically they include the natural or unexpected death of a member of the displaced population, sudden influxes adding to the camp population caused by a change in circumstances such as the opening of borders, a change in conflict lines, spikes in drought conditions or an abrupt change in camp agencies providing different services.

**CULTURAL AWARENESS**

Both national and international staff need to understand the culture in which they are working, to know how their project is perceived and how it relates to its context. If camp staff understands the local system of values and customs, they can act in a manner consistent with and acceptable to their host. This understanding is essential to successfully analyse and adapt to changing situations and to shape behaviour in ways in which a particular society functions, acts and reacts.

**Measures That the Camp Management Agency Should Consider Implementing With the Camp Population:**

- Support and facilitate confidence-building measures, including regular meetings between Camp Administration, the refugees/IDPs and host communities and establishment of joint committees.
- Support and facilitate sensitisation campaigns among the host community to foster a climate of understanding, acceptance and tolerance. These can be targeted at the community at large as well as at specific groups or institutions, such as schools, religious communities, local authorities and the media.
- Organise recreational and sports activities for all communities.
- Support establishment of facilities and activities to which camp residents and the host community have equal access, such as health and educational institutions and services. This could involve maintaining or improving local infrastructure, such as roads, schools and hospitals, or constructing water installations to provide potable water to both the camp and host communities. It could also include access by the host community to programmes set up for the camp population, such as skills training and other livelihood activities.
- Promote campaigns to sensitise both the camp and host communities to environmental concerns, including possible deforestation if collecting and cutting firewood is an issue of concern, and over-grazing if the IDPs or refugees possess livestock.
- Advocate for improvements to assistance packages and programmes to ensure that natural resources needed by the host community are not overtaxed by camp residents. In situations of scarce firewood, this may mean the identification and distribution of alternative sources of heating and cooking which do not require firewood, or at a minimum, require reduced quantities of firewood.
- Set up, in coordination with the lead protection agency, conflict management and resolution forums as well as feedback mechanisms to address issues in a timely manner before relationships become strained, or before tensions or violence destroy trust.

**VOICE FROM THE FIELD - EXPERIENCES OF HUMANITARIAN WORKERS FACING CIVIL UNREST IN A CAMP**

"To ensure that we were not caught out in the event of any disturbance, we prepositioned the vehicles so we could get away easily and the drivers could watch for trouble. The security detail had also been reinforced for the distribution as well as all the work we had done to sensitise the camp population about which group would get their goods when."

"When the team ran from the camp, having practiced the different routes quietly in the past, it was easier for everyone to make it to the rendezvous point on the edge of the camp. It was very difficult to regroup in the forest with it being so dark but we had agreed on a clear landmark which helped. We had always grouped back at the police station before, which ended up being the centre of the trouble, so having an alternative was a relief."

"The fact we had radios with us helped enormously. When the trouble started and the men were trying to crowd us in we could call quickly for the cars to come. We had tried with the phones but they would not go through. However, the radios gave us immediate contact."

Always consider what can possibly go wrong and ensure that:

- all staff are briefed as to what may go wrong and how to behave
- specific staff are tasked to watch for issues
- clear alert systems, such as radio communications and hand signals, are in place to inform staff
- escape routes have been identified, acknowledged and practiced
- rendezvous points are established with means of verification to ensure all staff are accounted for
- that, where possible, pre-planned provisions can ensure transport away from the site
- safe havens have been identified where staff will be secure
- additional security staff are available for sensitive or difficult distributions.

**Measures That the Camp Management Agency Should Consider for Staff:**

- All staff working in the camp must adopt a neutral approach in their relations with a camp population. No member of staff should express an opinion or participate in discussions regarding divisive issues such as ethnicity, beliefs or conflict. Common messages that can be disseminated and which indicate or reinforce this neutrality should be developed.
- Standards of acceptable behaviour must be clearly explained to all staff. These should be reviewed and monitored periodically to ensure they are known by and relevant to the needs of new and longer employed staff.

- All activities should be prepared in an appropriate manner. Camp populations should be kept informed and sensitised with sufficient information and time allowed before an activity. Clearly defined perimeters should be established for activity areas with sufficient staff in place to secure the site. Additional security resources, available on-site or upon short notice, should be planned for. Distributions deemed particularly sensitive or activities that have an extended duration will necessitate sufficient resources to ensure their completion. This may include the provision of adequate hygiene, water and shade.
- Contingency planning should be put in place in case the planned activity goes wrong. This should include due consideration to known alerts, communications systems, rendezvous points, alternative escape routes, pre-identified means of transport, safe havens, medical support for any injured and any other foreseeable actions to enhance emergency response.

### VOICE FROM THE FIELD - FIELD STAFF SECURITY

"Strikes hampered the opening and maintenance of a predictable, functioning and safe humanitarian corridor to access IDPs and supply assistance and protection to camps. In addition, strikes demanded the reorganisation of security strategies for camp management field staff. Camp management planning could never be considered separate from security. In some cases security risks dictated that camp management activities were simply halted, even when needs in the camps were on the increase.

Travel to camp locations sometimes needed to be curtailed due to increased risk on the roads. When the full Camp Management Agency team could no longer travel due to the risk, a smaller more mobile team of key staff was placed in the camps for short periods, given basic supplies like food, water, cooking fuel, petrol for vehicles, first aid and communications equipment. They became the eyes and ears of the camp, monitoring and reporting back to the office.

The complex security situation raised a number of challenges for the project:

- genuine fear and safety concerns from staff about going to the field
- a shortage of accurate and updated information coming in from the field about security
- politicisation of information coming from formal parties involved
- an absence of consistent, coordinated interventions by agencies
- a lack of a clear response to strikes, with some organisations conforming and closing offices and others remaining open for 'business as usual'.

The following actions were taken by the team:

1. all field staff, including drivers and office personnel, were trained in security
2. security indicators were monitored and reviewed regularly
3. all strikes and demonstrations by the camp population or incentive workers were observed and the office stayed closed if required
4. protection by presence was implemented whenever possible. Expatriate staff travelled with national staff to monitor the situation in the IDP camps
5. a large and diverse team meant that camp management staff could be rotated in and out of the field to give staff days off and time to visit family members also living in situations of heightened risk
6. confidential reporting lines and referral systems were in place for reporting violations.



## CRIME

The smooth running of a camp, like any other community, depends on the mutual respect of residents and their willingness to address conflicts and disputes in ways acceptable and adhered to by the community at large. A breakdown of law and order can have many contributory factors. While national authorities have the ultimate responsibility to provide protection to those on its territory, police and armed forces may lack the capacity to provide protection for refugee and IDP camps. This can be aggravated by other factors, such as an ongoing armed conflict and the collapse of institutions and infrastructure.

Displaced persons may struggle with traumatic experiences, anxiety and high levels of stress associated with displacement and the situation. Additionally there may be underlying factors which will vary from context to context but may include such considerations as poverty, limited education and limited livelihood opportunities, together with a breakdown of social norms and values. Such contexts are likely to lead to a marked increase in crime, exploitation and abuse.

Threats can range from a variety of minor offences, such as theft and vandalism to more serious forms of intimidation and exploitation or serious crimes, including physical assault, murder and forced disappearances. In camps, gender-based violence remains the most common crime, also occurring often in domestic settings. Rape and sexual assault, abuse or humiliation and sexual exploitation, including forced prostitution and sex in exchange for aid, are all examples of gender-based violence that can occur in camp settings.

For more information on gender-based violence, see Chapter 10, Gender-based Violence.

Agencies working within the camp setting may not be immediately exposed to gender-based violence but will suffer from intimidation, assault, burglary and theft as well as hostage taking and, in certain contexts, abduction and kidnapping.

Having lost the protection of their homes, families and communities, and lacking resources such as shelter, food and water, displaced persons frequently find themselves at greater risk of being subjected to violence, while at the same time their ability to recover from its harmful effects is undermined. Their situation also limits the capacity of individuals and families to address their own security concerns. The often claustrophobic environment of camps and settlements, coupled with anxiety, desperation, marginalisation and the lack of hope about a durable solution, contributes to an increase in both the frequency and seriousness of such acts of violence.

A specific criminal activity may be identified during an initial security risk assessment. It must be identified whether it is agency staff, the camp population or both who are exposed to the different threats. Measures introduced should, as far as possible, address all the present criminal threats.

**Measures That the Camp Management Agency Should Consider Implementing With the Camp Population:**

- An adequate number of trained and professional civilian police, including female officers, should be deployed in close proximity to, but ideally not inside, refugee and IDP camps. Protection agencies may provide law enforcement agencies with material and training support, including communications equipment, to help them in the exercise of their duties.
- The community can be assisted in organising and managing, in cooperation with the police when feasible, community security patrols. Security patrols should be inherently civilian in character. Personnel should receive appropriate training in basic principles of law enforcement and be adequately supervised, monitored and equipped.
- Community-based initiatives should be encouraged to communicate information through various methods such as radio, theatre or printed media, providing objective security-related information and advice. This should include information on the obligations camp residents have with respect to camp regulations and law and order. It must be understood that if there are serious security concerns this may not always succeed.

**Staff Security Measures That the Camp Management Agency Should Consider:**

- Security briefings should be arranged to ensure staff understand potential threats in the working environment.
- Training should be delivered in personal security awareness and procedures.
- Specific procedures must be introduced to reduce the vulnerability to crime. These may include restrictions on solitary staff movements, restrictive hours for movement within the camp (typically no movement during the hours of darkness), communication procedures with back-up systems, if possible, and use of special or armoured vehicles, if appropriate.
- Staff ought to be trained in how to respond if faced with crime. Usually this will consist of a call for help and compliance with the demands of the criminal.
- Emergency call numbers need to be identified and distributed.
- Security response capacity should be enhanced, if necessary.
- Contingency plans must be elaborated, communicated and acknowledged in order to better respond to violent or other negative incidents. This includes identification of safe areas, police contacts and medical support.

**VOICE FROM THE FIELD – AN EXAMPLE OF CAMP MANAGEMENT TRAINING FOR POLICE OFFICERS**

In 2009 a Camp Management Training was conducted for police officers working in the surroundings of refugee camps in Dadaab, Kenya. Trainers outlined the principles and approaches of camp management, focusing on the importance of community participation in all phases of the camp life cycle. The training provided basic information on camp design, camp care and maintenance and the rights of refugees. This capacity building initiative allowed the police officers to better coordinate with the different actors in the camps.

## HAZARDS

Threats categorised as hazards are generally safety-related or linked to natural conditions. Depending on the context, the number of hazards confronting a camp can be many and varied. Natural hazards are often the cause of the initial displacement and although camps should be placed away from such hazards, the availability of land may be restricted and the area may continue to suffer from flooding, earthquake aftershocks or eruptions. In addition, hazards may be the result of the presence of the camp staff and/or population, including, for example, disease, traffic incidents and fires.

### Fire

Fires are usually caused by poor construction materials, poor storage of flammable materials, faulty electrical wiring or human negligence. This hazard within a camp situation can develop very quickly and become critical as fire can jump from building to building and shelter to shelter. Seasonal factors may aggravate this threat if the climate is particularly dry and winds persistent.

For more information on fire, see Chapter 15, Shelter.

### Traffic Incidents

In many contexts the population of the camp may have had little or no experience with vehicle traffic. This may be aggravated by poor local or agency staff driving habits, incompetence and the inability of children in particular to correctly gauge the speed and distance of moving vehicles.

### Disease

The incidence of disease within a camp is exacerbated by close concentration of people in constrained circumstances. The presence of disease in a camp may also be influenced by the seasons as rains will inevitably increase the threat of water-borne infections, or by vermin, insects and other disease vectors.

For more information on disease, see Chapter 16, Health and Nutrition.

### Natural Hazards

Site location is dealt with elsewhere in the toolkit. Due to constraints in site selection some natural hazards may be difficult to avoid. It will be important to remember that the seasons will usually influence the impact of natural hazards. Rainfall and winds will invariably change with the seasons and have a consequence on the provision of many services. Other natural hazards may have a very rapid onset and occur with little or no warning. Typically this would include volcanic eruptions, earthquakes or tidal waves.

For more information on site selection, see Chapter 7, Camp Set-up and Closure.

### Human-Induced Hazards

This may consist of chemical or biological waste that is already present. In a conflict- or post conflict environment there may be remnants of war or unexploded ordinance still present. Human-induced hazards will usually require the intervention of specialist agencies to sensitise the population and agency and to effectively clear the site.

### Measures That the Camp Management Agency Should Consider Implementing With the Camp Population:

- Planning for the camp set-up is dealt with in other chapters, but should normally include the use of firebreaks and a thorough study of the materials that will be used for construction in the camp. Fire awareness training ought to include fire prevention, what to do if a fire is discovered, how to react upon hearing an alert, how to tackle a fire and the use of assembly areas and first aid treatment for burns. Fire prevention may be managed through daily activities undertaken by agencies operating in the camp and through education campaigns.
- Education programmes, focusing primarily on children and general awareness messages, will invariably help to reduce traffic incidents and reflect the effectiveness of preparedness measures.
- Hygiene, vector protection and medical capacity will all play key roles in preventative and response measures concerning health.
- Concerning natural hazards
  - sensitisation of the camp population to the potential threat
  - community leaders and host community consulted to discuss potential emergency areas
  - identification and agreement of areas suitable for emergency relocation
  - community leaders briefed on process.
- It will remain important not to cause panic. Discussions should convey the message that a hazardous event has not occurred and may not occur.

### Measures That the Camp Management Agency Should Consider for Staff:

- Fire awareness training should include means of fire prevention, what to do if a fire is discovered, how to react upon hearing an alert, how to tackle a fire, the location of assembly areas and first aid treatment for burns.
- Traffic incidents are generally easily reduced by the application of simple guidelines and rules. Though the size of an agency and its available budget will be important factors, the following points should be considered:
  - vehicle choice: appropriate to the terrain and function
  - maintenance: daily checks and regular service intervals
  - driver selection: possession of a valid driving licence and knowledge of the area
  - driver training: so as to understand agency rules and procedures
  - driving rules: particularly speed and distance. Typically, vehicles should not exceed 20km/h in a camp environment.
- Ensure that all staff are aware of the potential diseases present and are able to take measures as individuals to reduce their exposure by providing or considering:
  - pre-deployment briefings
  - personal hygiene, hand washing, availability of bottled drinking water
  - medication and vaccination
  - protective clothing to provide protection from insect-borne diseases
  - times of day when staff should restrict movement
  - use of insect/mosquito nets.
- Crucial needs in order to respond to a changed context in the event of a natural disaster should be considered. Security planning in this case may differ from that implemented for other types of threats. Armed conflict may mean that staff are barred from the camp for an extended period of time even if the fighting has stopped.
- Relocation areas that are not reasonably expected to be affected by the natural event, for example, areas unlikely to be impacted by lava flows or floods, must be identified.
- Contingency stocks and plans should, where possible, be prepared by the agencies operating in the camp. This may either be on location or in predetermined areas elsewhere.

## ARMED CONFLICT

The civilian and humanitarian character of camps is an important protection standard which is critical to ensuring the safety of refugees and IDPs. This is not always respected, and many locations are susceptible to militarisation. This is particularly the case where refugee and IDP camps are located in or close to a conflict area.

Militarisation of a camp means the pressure or infiltration of the camp by combatants. It may take the form of combatants infiltrating for rest, access to food and medical or other services or in order to recruit, by force or consensually, members of the camp population. This may be seen as a threat by other armed groups and attacks on the camp may result.

The militarisation of camps may also lead to an increased risk of crime and civil unrest, an increase in physical and sexual violence, a breakdown in law and order and a diversion of humanitarian aid from the civilian camp population to combatants. Staff working in a camp may be forced to limit their movements to the camp due to the presence of armed elements. They may themselves face serious security risks, including hostage-taking, assault or murder.

If camps are under the control of armed groups, the national authorities may react by forcibly sending back the population or limiting local integration. Additionally, voluntary repatriation

or return to their place of origin may be jeopardised for refugees or IDPs, either by the armed group or the country of origin.

Militarisation of a camp invariably has a profoundly negative impact on relationships between the camp and the host population. In some cases, the warring parties may use the camp strategically as a human shield, in case of attack. A knowledge and understanding of the operating environment, other actors and the political, economic, social and cultural features that affect the context and the level of risk, is essential for effective safety and security planning. It is important to monitor the context continuously, so security systems can be adapted in line with prevailing or predicted dangers. Indicators and triggers for change in the context/operating environment will be identified in a security alert level matrix.

**VOICE FROM THE FIELD - WITNESSES FROM A KIDNAPPING**

"When we looked back, there were lots of little things we could see that indicated the incident was going to happen. No one really wanted to say anything about the man watching us and making a phone call nor the fact that there was a group of men acting oddly as we got to the programme site."

"The driver in the second vehicle had been well trained and because of our convoy procedures was able to get away and no one was hurt in his vehicle."

"In hindsight the fact we organised so many people to come together in one place on what was normally a day of rest ruined any hope of information security being maintained. Our visit with so many key people involved really set themselves up as a target".

Where a kidnapping threat is present:
- Hostile environment training should be made available to staff.
- Information security on movements of vulnerable/high profile staff must be maintained.
- Briefing and awareness training should be carried out specific to the threat.
- Counter surveillance measures should be implemented.
- Drivers need to be trained in convoy procedures and reactions to coming under fire.
- Time should be limited in any given location.
- Exceptionally, an armed escort may be considered.

**Measures That the Camp Management Agency Should Consider Implementing With the Camp Population:**

- information and communication campaigns or other activities to sensitise the community about the negative impact of militarisation
- warning procedures considered to alert the population via key leaders to potential upsurges in violence or potential attacks
- agreed assembly areas/safe areas for the camp population that might be used in the event of an attack
- a rapid response mechanism from appropriate agencies should be part of a prepared programmatic contingency plan.

Disarmament of combatants or residents of a camp is complex and will require agencies or security forces capable of managing the process. Where a peacekeeping force is present, and it is appropriate, support from that armed force may be considered. If such support is considered local force commanders should be visited so that their capacity and procedures are understood and that they are made aware of the Camp Management Agency's presence. The Camp Management Agency may conduct awareness-raising activities for the camp population.

If it becomes known that there are armed elements in the camp, the Camp Management Agency should notify the relevant authorities, through the Camp Administration. At the onset of the operation the Camp Management Agency should discuss this issue with protection agencies working in the camp and agree with whom they should share information.

In situations of ongoing hostility, and where there are landmines and explosive remnants of war (ERW), awareness activities should be appropriately coordinated with all relevant actors. This should either be done by a specialised de-mining agency or, if not available, by a designated agency with experience.

**Measures That the Camp Management Agency Should Consider for Staff:**

- development of an alert matrix that clearly identifies relevant indicators and triggers
- conduct meetings with local armed actors explaining programme activities
- monitoring of the situation in and around the camp
- a warden system established to alert staff effectively
- briefing of staff on the current situation
- training in response to armed conflict
- contingency procedures including:
- hard cover defences (reinforced safe rooms or trenches)
- increase first aid capacity by the provision of relevant training and the supply of appropriate materials
- emergency evacuation/relocation procedures acknowledged and practiced.

The Camp Management Agency needs to ensure that key members of staff are trained on militarisation and how to monitor changes in the context and indicators that point to increased threats. An effective reporting system to management or a security focal point should then be established so as to monitor changes.

### A VOICE FROM THE FIELD - REQUEST FOR POLITICAL SUPPORT

"One day before a political rally was due to take place in the town, the militia came to the site and requested the camp leader to round up supporters amongst the camp community. The message he was told to deliver was that they should attend a discussion the following day in the town, about a housing scheme for the displaced.

However, the next day when the bus arrived to collect them, some camp residents were reluctant to go. The camp leader was threatened by the militia and asked why he hadn't done more to persuade the community. In no position to do otherwise, the camp leader had to board the bus, along with some friends, and attended the rally along with other 'supporters' from local IDP sites."

A number of issues are raised by this example:

- Security focal points should be aware of sensitive changes in context and brief Camp Management Agencies accordingly on potential threats to staff and population.
- Protection agencies should create a medium for confidential reporting of threats.
- Communities within the camp should be sensitised on the danger of militarisation.
- Security forces responsible for access to the camp should be trained in handling the presence of militia.

For a Camp Management Agency it is important to know that under certain conditions the military may be involved in humanitarian aspects of operations in order to fulfill a humanitarian obligation. This could be linked with providing security to refugee and IDP camps or the surrounding area and its population, providing security to humanitarian operations and humanitarian staff, or providing logistical support.

To conduct these activities while not confusing the humanitarian objective, it is necessary to establish close liaison arrangements, clear information-sharing networks and to ensure transparency towards refugees and IDPs. Inter-Agency Standing Committee (IASC) Guidelines for Working with the Military need to be included in the strategic planning of both intra and inter camp levels.

### CIVIL-MILITARY RELATIONS

For humanitarian action to maintain its neutral character it is imperative that it be clearly distinguished from military actions. If this principle of distinction is not adhered to, the objectives of humanitarian and military action become intertwined. Ultimately, this may seriously undermine the capacity of humanitarians to serve refugees and IDPs.

Ideally, once the immediate emergency phase is over, camps set up by armed forces or military groups should be managed by civilian authorities or organisations. The role of police and security forces should be limited to providing security. (See A.4.6 of Protecting Persons Affected by Natural Disasters IASC Operational Guidelines on Human Rights and Natural Disasters.)

In some contexts, the military establish and continue to run camps, as this may be the only option available or the military is held in sufficiently high regard to allow this to continue.

Emergency operations increasingly take place in highly militarised environments where humanitarian efforts would be seriously hampered or undermined if not supported and assisted by military resources. This is a highly complex issue that requires finding a balance between upholding the neutrality and the independence of humanitarian action while acknowledging that, in certain circumstances, support of the military will remain a necessity.

In all cases where interaction with the military occurs, it is important to be aware of the context and the impact this will have. It is also important to be aware that the context may change over time. A once popular military presence can become unwelcome and may go on to become the target for violence either by the camp population and/or by other armed actors.

Much policy guidance exists on how relations between civilian and military actors should be conducted. Many agencies will have their own guidelines on interaction with state and non-state armed actors.

### POLITICALLY MOTIVATED VIOLENCE BY NON-STATE ACTORS AND ACTS OF TERROR

**WHAT IS TERRORISM?**
This toolkit uses the word terrorism as defined by the United Nations General Assembly (1994): "Criminal acts intended or calculated to provoke a state of terror in the general public, a group of persons or particular persons for political purposes are in any circumstance unjustifiable, whatever the considerations of a political, philosophical, ideological, racial, ethnic, religious or any other nature that may be invoked to justify them."

The objectives of terrorist actions within a camp may be twofold:

- a statement against the Camp Management Agency and other agencies working in the camp, or against their governments of origin, with the intent to get the agencies to leave, to force them to change their behaviours or simply to coercively raise funds
- to create terror among the camp population or a targeted ethnic group to force them to act in a certain way, such as boycotting elections, or as retaliation against a camp population for actions taken against them.

The nature of this threat may therefore be varied and include large scale assaults, grenade or bomb attacks, targeted assassinations or widespread shooting, forced recruitment, abduction, murder and kidnappings. The terrorist may also run criminal activities such as racketeering. In real terms, the key difference between crime and armed conflict may be that it is carried out by a terror group with a specific political intention rather than the relatively simpler acts of violence perpetrated by criminals.

Many of the actual threats presented here are the same as for armed conflict, crime and civil unrest and thus will not be further analysed here. A key activity for both the Camp Management Agency and population is to endeavor to identify which staff or population group may be targeted by the terror group.

This may allow for pre-emptive action to withdraw certain staff or relocate part of the camp population if deemed necessary or special measures for those staff/populations most at risk.

## ONGOING RESPONSIBILITIES IN MANAGING STAFF SECURITY

The Camp Management Agency must, to the best of its ability, make sure that sound security systems are in place. These systems and associated measures will be outlined in the camp specific security plan. The security plan encapsulates all measures required to operate safely and securely within the camp environment and will be based on the security risk assessment. The plan will include updated information about the situation in the camp and the local environment, threat assessments, analysis of risks and vulnerabilities and periodic reporting and monitoring mechanisms. Systems should also be in place for incident reporting and for supporting staff with security issues, both in and outside working hours.

### SECURITY PLANS

A security plan is the document that describes ways of working and behaviours intended to reduce vulnerability to a given threat and therefore to lessen the risk that it presents. It explains the preventive steps to take in order to reduce the possibility of an incident occurring and, in the event of an incident occurring, steps to reduce the impact. For example, a guard will know how often to patrol a building, what equipment to carry and what to do in case of an incident.

SOPs must be in place for the security of buildings, agency property, staff travel, communications, response to security incidents and evacuation plans. The security plan generally also includes safety rules, for example, seatbelt safety, speed limit respect, designed to prevent non-intentional harm to staff. Frequently, safety rules, when respected, will also reduce the risk posed by security threats.

All staff must be familiar with such procedures. While individual agencies should have their own security management arrangements, it is important for the Camp Management Agency to be aware of these arrangements and, through coordination, ensures that all agencies' staff are covered. This could be achieved by a standard arrival briefing for all staff including Camp Management Agency's staff and service providers' staff working in the camp. Also, subject to the context, consider a weekly security update for relevant personnel responsible for security. The Camp Management Agency, in liaison with Camp Administration and CCCM Cluster/Sector Lead Agencies, may arrange for radio communication, personal security and driver training.

The Camp Management Agency must also assure that all their staff are properly informed on any security guidelines/security plans and have received security training on any procedures laid out in the security plan. This will include:

- briefing on the various security documents including security plans, evacuation plans and medical plans, at the very least
- training in standard procedures such as movement and communication
- training in the use of specific hardware such as communication or first aid equipment
- briefing and practice of contingency plans, including a walk-through of relocation or evacuation plans
- explanation of incident reporting procedures that highlight how, when and what to report.

This is not only important for the security of the staff member but for the security of all colleagues working in the same operation. In conflict environments, Camp Management Agencies are recommended to have a security officer or security focal point among their core field-based staff.

**THREE APPROACHES TO SECURITY**

Throughout the chapter there have been suggestions of measures that can be implemented in response to identified threats. There are, in broad terms, three approaches that can be taken to security risks: acceptance, protection and deterrence. By following these three approaches to security an agency endeavours to form what is known as the security triangle for protecting staff in an insecure environment.

**Acceptance Approach**
Acceptance and goodwill from the camp residents and the host population.

**Protection Approach**
Protective measures are taken to mitigate the threats, ranging from guarding an office, to evacuation plans and for example, radios, guards or window grills.

**Deterrence Approach**
Threatening retaliation to those who threaten, for example, active patrolling, legal, economic or political sanctions. This is not normally available to humanitarian organisations. Agencies can use suspension or withdrawal of programmes as a deterrent. These are elaborated in the European Commission Humanitarian Aid and Civil Protection ECHO Security Guide.

The Camp Management Agency should carefully consider the objectives of its mission when adopting its approach or mix of approaches.

## APPROACHES TO SECURITY

### Acceptance Approaches

The Camp Management Agency and all the staff who represent it should actively and consistently work to establish a good relationship with the displaced community. This is essential to the security of Camp Management Agency staff, as it will give access to valuable security information and also generate acceptance and trust. Camp Management Agency staff must uphold the humanitarian principles of neutrality and impartiality at all times. Camp Management Agency staff should be sensitive to religious and cultural traditions.

Note also that appropriate dress codes, often thought of as just referring to women needing to cover their hair, are important markers in each context. Clothing and grooming is rarely for fashion and may carry political or ethnic overtones. Men may be expected to be cleanly shaven in sub-Saharan Africa but in parts of the Middle East and Asia a well maintained beard may be better accepted.

At all times, Camp Management Agency staff should demonstrate exemplary behaviour even when working under highly stressful conditions and be aware of how they are perceived. Rudeness, arrogance, unwillingness to listen, lack of respect for cultural norms and generally unfriendly behaviour will have a very negative impact on the agency's credibility and affect staff security. All staff must strictly adhere to professional standards, including the code of conduct, training on which should be organised at the outset and regularly thereafter. It is up to each agency to decide how frequently they will conduct such training but refresher training is recommended, at least on an annually basis. Staff misconduct must be addressed and discipline imposed, as necessary, according to human resources regulations.

It is vital to develop and maintain relationships with all parts of the community including authority figures, religious leaders and women and youth groups. All emergency contacts should be verified and cross-referenced so as to confirm that individuals are who they claim to be within the community.

Informal relationships will play a key role in promoting acceptance. Making time outside formal meetings to greet and socialise with key people, will go a long way to broaden and strengthen relationships.

Be aware that it is essential to match styles. A former soldier, for example, may interact well with armed actors but struggle with youth groups. Consideration of gender, age and experience all add to the ability to create and maintain bonds.

In all circumstances it is important to be aware of the limitations of acceptance. Though acceptance will improve relations with the displaced and host communities this may take time and is easily upset by agency failures or weaknesses. Acceptance will generally not provide much security against threats presented by hard-line or external groups.

### IMAGE AND ACCEPTANCE AS AN APPROACH TO SECURITY

Using image and acceptance as an approach to security involves humanitarian agencies spending time trying to learn and understand what people think about the agency's presence and programme. The way humanitarian organisations are seen by the community or communities in which they work affects not only the security of staff, but the overall success of programmes. Humanitarian agencies should first be clear on their own identity and how they would like to be perceived. Clarity on an agency's identity includes knowing the mission statement, principles and values that drive the agency and then communicating these messages clearly and transparently to others.

The next thing is to consider how they are perceived by the communities in which they are working, and aim to build positive relationships as an approach to risk reduction. The factors that may influence how an agency is perceived include:

- mission, principles and values
- origin of the agency (including nationality and associated foreign policies of that nation)
- programmes and camp population
- donors
- national partners
- how resources are being used
- recruitment and dismissal practices
- policies
- how staff are treated
- how the organisation behaves
- whom the organisation is in contact with
- personal behaviour of staff from the organisation.

### Protection Approaches

A protection strategy uses protective devices and procedures to reduce the vulnerability of the agency. It does not address the threat. Many of the measures suggested for consideration such as the use of curfews, appropriate communications, and convoys, frequently form the basis of a protection approach.

While many of these measures may be necessary, it is not sufficient to rely on them alone. The main weakness of the protection approach is that it focuses on the Camp Management Agency as the potential target, and does not deal with the person, group or circumstances posing the threat. It also tends to lead to a bunker mentality and may isolate the agency from its environment. This may in turn complicate the development of relationships with others, and reduce the ability to gain meaningful acceptance.

### CAMP FENCING AS PHYSICAL SECURITY

At times, the authorities insist on fencing a camp or putting in place other mechanisms to control exit and entry. At other times fencing can be requested by the community to enhance the physical security of the displaced population in the camp. In other situations it may be preferable that the camp is not fenced and that freedom of movement is upheld. Equally, in the event of spontaneous armed attack or natural disaster, a supposed protection measure very quickly becomes a trap.

When mounting fences key considerations include:

- Effectiveness. Do they actually keep anyone in or out?
- Accessibility. Is it possible for agencies to easily enter and exit the area where they work or live? Consider different entry and exit points.
- How are they understood and how does the population react to them?
- What other methods could be used over time? Thorn hedging, in many areas, can over time create more effective barriers.

### Deterrence Approaches

Deterrence means to respond to a threat by a counter-threat. This ranges from legal, economic or political sanctions to, most significantly, a counter-threat by means of defensive or offensive use of force. In reality much of this may be impractical for many agencies at the camp level.

In real terms the counter-threats that a Camp Management Agency has at its disposal are usually limited. One such counter-threat is suspension of aid. This may not be easily achieved, however, during a drought or following a military offensive which has caused a massive movement of population with huge needs. To suspend aid under these circumstances is not realistic and would increase the trauma of such populations.

It should also be remembered that the threatening elements, particularly if they harbour a terrorist agenda, may want the Camp Management Agencies to suspend aid and indeed leave. To do so clearly has the potential to play into their hands as those responsible for making the threat will take the opportunity to highlight the failure of an agency to help when there is real suffering.

There are circumstance where some agencies may consider the use of armed staff or private security companies to secure premises or activities. It is difficult to imagine many scenarios where it would be appropriate to use armed force to resolve an issue, other than at a low level where an individual may be under direct threat and a guard intervenes to save his/her life. To resort to armed force may simply escalate a situation and have very negative consequences.

## CHECKLIST FOR A CAMP MANAGEMENT AGENCY

- ✔ The Camp Management Agency works closely with the Camp Administration and CCCM Cluster/Sector Lead in order to ensure safety and security of camp population and staff.
- ✔ The Camp Management Agency carries out risk assessments to identify threats to camp residents and staff to establish the likelihood and the possible impact of such threats and then implements mitigating measures.
- ✔ The Camp Management Agency employs, where possible or where they do not have security staff employed, security experts in risk assessment and analysis, development of security plans and associated systems and SOPs.
- ✔ Security systems and contingency plans, including evacuation plans, are shared with other agencies and coordinated to ensure that all staff are safe.
- ✔ Security plans include a context specific security alert level matrix which identifies indicators and triggers of a potential change in the context and outlines the measures to be taken in readiness for such a change.
- ✔ Incidents against or involving Camp Management Agency staff are reported up the management chain to the manager or staff responsible for security. A log of such incidents is kept to allow for analysis of trends and review of the effectiveness of safety and security procedures in place.
- ✔ Camp design and planning take account of safety, security and protection issues, especially the safety needs of those who may be most vulnerable to threats and those with specific needs.
- ✔ There are trained and professional civilian police deployed in proximity to, but ideally not stationed inside, the camp.
- ✔ Police checkpoints and patrols could be considered within the camp particularly in large camps, subject to the context.
- ✔ The community participates in its own security through a system in which wardens are trained, supervised, monitored and equipped by either a designated agency with specific competency or the Camp Management Agency.
- ✔ Equitable assistance programming and protection in the camp to reduce exposure to crime, violence and abuse.
- ✔ The camp community has opportunities to participate in education and vocational training, livelihoods activities, religious, cultural, sport and other recreational activities.
- ✔ Community-based initiatives make it possible to communicate information on protection issues. This may occur, for example, through radio, theatre, information leaflets or in committee or interest group meetings.
- ✔ Reporting mechanisms are accessible, safe and in place, to allow camp residents to report incidents of crime, violence, human rights abuses or breaches in security and to do so confidentially.
- ✔ Referral systems for survivors of crime and violence are in place to ensure adequate care and follow-up by protection agencies for camp population or by human resources (HR) colleagues for staff members.
- ✔ Regular monitoring of security indicators allows the Camp Management Agency to be aware of changes in the security level of the environment and to act accordingly.
- ✔ Camp committee members are trained in security-related issues and, where appropriate, are allowed to conduct awareness-raising programmes in the camp.
- ✔ Camp residents are consulted and involved in planning for effective safety and protection.
- ✔ SOPs are in place, which set out how the Camp Management Agency should respond if it becomes aware of the presence of armed elements in the camp.
- ✔ Groups or persons at risk of recruitment by armed forces or groups have been identified.
- ✔ Sources of tension and possible unrest between the camp and the host population and local community are understood by the Camp Management Agency.
- ✔ The Camp Management Agency is proactive in fostering positive and mutually beneficial relationships between the camp and the host community.
- ✔ Forums and systems are in place for representatives of the camp and host communities to meet regularly to address and resolve issues.
- ✔ Camp Management Agency staff are aware of the impact of their presence in the community. They understand and communicate their agency's mandate and humanitarian objectives and behave in ways that promote openness, respect and goodwill.
- ✔ The needs of the host community are taken into consideration in the planning and implementation of assistance in the camp.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

– Camp Safety Handout, 2014
– Security Alert Level Template, 2014
– Security Risk Assessment Template, 2014
– Template for Evacuation Plan, 2014
– Template for Security Plan, 2014

# REFERENCES


– Jane Barry and Anne Jefferys, Humanitarian Practice Network, 2004. A Bridge Too Far: Aid Agencies and the Military in Humanitarian Response
– Department of Peacekeeping Operations, UN, 2010. Second Generation Disarmament, Demobilization and Reintegration (DDR) Practices in Peace Operations
– European Commission's Humanitarian Aid and Civil Protection Department (ECHO), 2004. Generic Security Guide for Humanitarian Organisations
– Inter-Agency Standing Committee (IASC), UN, 2004. Civil-Military Relationship in Complex Emergencies
– IASC, UN, 2008. Civil-Military Guidelines & Reference for Complex Emergencies
– IASC, 2013. Non-Binding Guidelines on the Use of Armed Escorts for Humanitarian Convoys
– IASC Operational Guidelines on Human Rights and Natural Disasters
– International Committee of the Red Cross (ICRC), 2005. Staying Alive: Safety and Security Guidelines for Humanitarian Volunteers in Conflict Areas
– Overseas Development Institute, Humanitarian Practice Network, 2010. Operational Security Management in Violent Environments
– Hugo Slim, Centre for Humanitarian Dialogue, 2007. A Guide to Mediation. Enabling Peace Processes in Violent Conflicts
– United Nations Refugee Agency (UNHCR), 2001. Managing the Stress of Humanitarian Emergencies
– UNHCR, 2006. Operational Guidelines on Maintaining the Civilian and Humanitarian Character of Asylum
– UNHCR, 2011. Manual on Security of Persons of Concern

PHOTO: IOM

# CHAPTER 13
# FOOD SECURITY AND NON-FOOD ITEMS

## CAMP SERVICES

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- People should have access to adequate and appropriate food and non-food items (NFIs) in a manner that is accountable, ensures their survival and well-being, prevents erosion of their assets and upholds their safety and dignity.
- The security of staff and residents must be ensured travelling to, from and during distributions.
- The participation of representatives from all segments of the camp community, covering gender, age, diversity and disability, is essential in designing registration and ration card systems and identifying appropriate transfer modalities (in-kind, cash and vouchers) for food and NFI assistance during distributions.
- It is essential to effectively communicate messages and share information, according to humanitarian standards and agency commitments, with residents about targeting criteria, rights and entitlements, transfer modalities, distribution procedures, staff and agency roles and responsibilities, codes of conduct and procedures for complaints. Checks must be in place to ensure information has been well understood. Monitoring is important.
- Where technology is used as part of the distribution process, care must be taken to ensure that everyone can access it and are aware of how to use it. Information sessions should be organised for residents who are not familiar with the technical modalities of distribution. Careful monitoring should be put in place to identify and provide assistance to those who struggle to use new technology.
- Home, shelter, warehouse, shop or financial service provider visits, post-distribution monitoring surveys and interviews with residents should be conducted to understand the implementation process and how items are used. These should identify how to address any shortcomings and be done in cooperation with the food assistance and NFI distributing agencies.
- Persons with specific needs and groups at risk need to be considered for priority treatment in a camp setting. Depending on the nature of their specific needs, access to distribution sites should be facilitated, and travel to and from financial service providers or shops, as well as in the case of cash transfer and/or vouchers.

## INTRODUCTION

Food and non-food items are vital to people's survival, health, well-being and dignity. In settings where the population is likely to have limited or no access to outside resources, service providers may need to furnish a full food basket, in addition to the most essential NFIs. Food and NFIs are valuable commodities and can cause serious security challenges.

There are several types of transfer modalities used in humanitarian settings for food and NFI assistance. These are:

- in-kind distribution of food and/or NFIs
- cash transfers, conditional or unconditional, for the purchase of food and/or NFIs
- distribution of vouchers for purchase of food and/or NFIs.

To ensure safety, to protect the camp population and to guarantee accountability, the choice of transfer modality requires careful planning and management. Choosing the transfer modalities, in kind, cash or voucher, should be based on thorough analysis of context and the impact of different options on the safety and dignity of women, girls, men and boys. Analysis should include, and should publicly demonstrate, consultation with the affected populations themselves. The rationale for the choice must be clearly outlined and consistent with:

- the needs identified through food security and market assessments
- the resources located after assessments
- the macro risk analysis
- national authorities' policies
- sectoral capacities
- cost-efficiency and effectiveness in addressing programme objective(s).

Ensuring residents' access to food and proper nutrition is a top priority. Often people arrive in camps or settlements already suffering from malnutrition. Essential goods help protect or maintain health, privacy and dignity and shelter people from the climate.

Both food security and NFI distribution are closely linked to other camp sectors such as nutrition, water, sanitation, health, shelter, environment and protection. Ensuring that inter-sector linkages are made, and that service providers coordinate smoothly at camp level, is the responsibility of the Camp Management Agency.

**WHAT IS FOOD SECURITY?**
Food security is defined by the Food and Agriculture Organization (FAO) in The State of Food Insecurity in the World 2001 as: "a situation that exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life."

Distributions require very clear and transparent processes. Therefore distribution committees should be established as a routine part of overall participatory systems. They should be transparently selected and representative of all segments of the camp community. Camp distribution committees help ensure effective distributions. Optimally, the Distribution Committee should be involved in:

- selecting and supporting all aspects of distribution, when an in-kind distribution has been chosen
- discussions on the available items for the food basket and NFIs
- assisting vulnerable members of the displaced population
- planning the distribution
- explaining the distribution process to the camp population
- crowd control, conducted in a safe, dignified and non-violent manner
- monitoring the distributions
- assisting with post-distribution monitoring quality control.

Throughout and after a distribution, staff will very likely be approached by the camp population, authorities or others with questions or complaints. Camp residents must be able to voice their complaints and be assured that the Camp Management Agency or service provider will take action. Issues that frequently arise related to food security and NFIs are:

- lack of familiarity with distribution location or procedures
- lost, missing or incorrect registration of documents or ration cards
- faulty items or poor quality food or NFIs
- corrupt conduct or false claims made in order to receive more food or items.

The service provider in charge of the food distribution is responsible for establishing a relevant complaints- and response system, such as a complaint desk at the distribution point, and to ensure that all queries are registered. The Camp Management Agency is responsible for ensuring that the service provider has set up a distribution system according to agreed criteria.

A focal point should be identified among the staff of the distribution agency, together with a representative from the Distribution Committee, to resolve complaints. Quickly and effectively responding to questions and complaints will have direct and positive impacts on the number of issues likely to arise and the degree of trust between the camp community, the Camp Management Agency and partners. There might be other agencies in the camp setting working with different complaints mechanisms. Thus coordination is needed between the Camp Management Agency and these agencies to avoid confusion among the camp population and inconsistency in responses.

For more information on community participation, see Chapter 3, Community Participation.

# KEY ISSUES

## ROLES AND RESPONSIBILITIES

At the outset of an emergency, the context, urgency and available response capacities will dictate who will take responsibility for food and NFI assistance. Depending on the pace at which humanitarian agencies arrive, as well as the size of the camp, the Camp Management Agency may have to, at least initially, assume the lead role as the food and NFI service provider. If cash and vouchers transfers are used, expertise on these modalities is required. At a later stage it may be more appropriate to hand over this responsibility to other agencies with expertise in distributions. Where the Camp Management Agency is not acting as the food and NFI service provider directly, it is still required to monitor the residents' needs and advocate for adjustment of the food and NFI assistance if necessary.

It is essential to clearly define and formalise the roles and responsibilities of the Camp Management Agency and the partner agencies involved in food, cash, vouchers or NFIs and exactly specify responsibilities. The level of formality of any written agreements will vary in different contexts and this may involve preparing a formal Memorandum of Understanding (MoU).

The following are general guidelines for the service providers or for the Camp Management Agency if in charge of in-kind, cash and voucher transfers for food and NFIs:

- Set up Distribution Committees among the camp population and ensure they are consulted and informed about transfer modalities, cash and vouchers transfer values and food basket.
- Set up a registration and/or ration card system before the distribution takes place. Assistance providers may have a standard database which can be adapted to the local context.
- Ensure that the camp population is informed about distribution points and times, locations of shops and financial service providers and changes in the food basket or NFIs.
- Establish a complaints mechanism to ensure accountability and deal with problems including cases of fraud, theft, exploitation or abuse.

**VARIOUS ENTRY POINTS FOR COMPLAINTS**
Complaints mechanisms can take a variety of forms. To be fully effective, there is usually a need for a number of entry points to ensure sufficient access, safety and confidentiality. These could include: desks at the distribution point and other critical places, a telephone hotline, complaint boxes, empowered camp associations and/or community leaders.

- Ensure overall coordination between the distribution agencies, camp residents and distribution committees, national authorities and local business as appropriate to ensure transparency.
- Monitor the camp community's needs and gaps in assistance, with a particular focus on persons with specific needs and those most at risk.
- Coordinate the security arrangements for distributions with the relevant authorities and service providers, including UN Security and banks.
- If possible, ensure transport for persons with specific needs or those at risk if distribution is far from their residences
- Develop standard operating procedures (SOPs) for carrying out distributions.
- Establish a distribution calendar that includes the day, time and any site and distribution-specific information, unless this is assessed as a risk that may attract people to the camp or rebels/bandits seeking tax/supplies.
- Check warehousing, storage and upkeep of stockrooms as well as facilities of retailers involved in voucher redemption, to make sure that items intended for the camp population are kept safely and hygienically.
- Establish a post-distribution monitoring system, independent of the distributors if possible, that involves the camp population so as to evaluate any weaknesses in the choice of modalities and the effectiveness and quality of items and food distributed.
- Update and circulate demographic data on the camp population including births, deaths, new arrivals or departures and identify specific emerging needs to the distribution agencies.
- Inform partner agencies of any changes in the population that will affect the number of commodities required for distribution.

For more information on registration and profiling, see Chapter 9, Registration and Profiling.

**DISTRIBUTION LISTS**

If possible, for consistency and efficiency, apply the same distribution lists, systems and procedures for in-kind food, NFI, cash and voucher distributions.

## CASH AND VOUCHERS

Cash and voucher systems have increasingly been used as an important assistance modality in camps to provide money to people who are struggling to supply food and essential NFIs for their families. In areas with functioning cash-based markets they are considered as one of the best ways to meet material needs and improve livelihood outcomes.

**WHAT ARE CASH AND VOUCHER TRANSFERS?**

- Cash transfer: assistance to persons or households in the form of cash payments or bank transfers. Recipients will then meet their own food needs in the marketplace.
- Voucher transfer: assistance to persons or households in the form of paper or electronic entitlements which can be exchanged in shops for specific types and quantities of food. The two main types of vouchers are:
  - Commodity voucher: exchanged for fixed quantities of specified food.
  - Cash voucher: exchanged for a choice of specified food items with the equivalent cash value of the voucher.

Cash and voucher systems have the objective to increase household purchasing power and improve nutrition, while supporting local traders. However, they can potentially exacerbate protection concerns, rather than mitigate them. Food security service providers should choose cash and voucher modalities and delivery mechanisms only once they have a better understanding of household needs, market capacity, contextual dynamics and intended programme objectives. The Camp Management Agency can contribute in this analysis and advocate for the modality most suitable for the specific context.

**EXAMPLES OF BENEFITS AND RISKS OF CASH AND VOUCHER MODALITIES**

**Benefits**

- Dignity: camp populations do not have to queue to receive assistance.
- Empowerment: camp populations can choose directly which needs to prioritise, selecting what is most important to them. Cash can also improve the inclusion of certain household members in decision making.
- Cost efficiency: reduction of operational costs and generally decreased rate of aid diversion or sale.
- Multiplier effects: contribution to directly strengthen local economies, as well as benefit host communities.

**Risks**

- Markets: possible negative affect to local market by causing inflation or supply shortages.
- People (households, individuals): exacerbation of existing household tensions when there are conflicting opinions on how to spend the money.
- Community dynamics: depending on how people are selected, possible deterioration of relations between groups benefiting from this assistance and those who do not.

Cash and voucher mechanisms involve several actors, including:

- the camp population who needs to be consulted in order to establish suitable transfer modalities and preferred food lists
- retailers with whom prices of food rations need to be agreed, often with the assistance and supervision of the national authorities
- financial service providers (banks, money transfer agencies) involved in cash transfers to the camp population and reimbursement of the vendors.

The service provider will lead the whole process. The Camp Management Agency may need to help facilitate a participatory needs and sectoral assessment and discussion about the optimum cash or voucher values, the need to supplement with a food basket, selection of delivery mechanisms for cash and/or vouchers transfers while also addressing other queries from the service provider.

**CLEAR RESPONSIBILITIES FOR ALL**
With cash and vouchers modalities, additional actors are involved. Agreements may need to be established with a variety of actors to ensure that responsibilities are clear.

In cash and voucher systems, monitoring and evaluation needs to be a core activity, aiming to determine how cash is spent and its impact on households, markets and communities. If monitoring and evaluation is not prioritised, cash and voucher systems can incur risks of aid diversion and magnify existing problems in assistance mechanisms. The Camp Management Agency should advocate that cash and voucher monitoring systems are able to provide feedback on camp populations' needs, vulnerabilities and coping strategies, while ensuring no harm is caused to individuals, households or markets.

## WORKING WITH DISTRIBUTION SERVICE AGENCIES

The major food security agency in an emergency is the World Food Programme (WFP). The major suppliers of NFIs in camps include the UN Refugee Agency (UNHCR), United Nations Children's Fund (UNICEF), the International Committee of the Red Cross (ICRC), the International Organization for Migration (IOM), the International Federation of Red Cross and Red Crescent Societies (IFRC) and national authorities. There are also national and international NGOs, local or international faith-based organisations or private foundations. Cash and vouchers have recently developed as the preferred transfer modalities, because they offer more flexibility to affected communities and support local markets. The service provider will manage the process. The Camp Management Agency may need to develop some relationships with local shop owners or vendors, financial service providers, and mobile phone companies or others involved to ensure the effectiveness of this modality.

The general responsibilities of a service provider may vary from context to context but generally comprise:

- conducting needs and sectoral (market, retail and financial) assessments
- making logistical arrangements, including transport
- selecting delivery mechanism and institutions to support cash and voucher modalities
- coordinating the delivery of food, NFIs, cash and vouchers transfers
- warehousing and storage of items
- managing the on-site and off-site distribution of food and NFI assistance
- monitoring the quality of in-kind commodities through cash and vouchers in local markets and contracted shops
- monitoring the cash transfer, voucher distribution/redemption process
- monitoring use of cash and distributed items during and post distribution
- ensuring the accountability of operations, including towards the people receiving assistance.

Needs and modalities assessments in new sites should be joint operations between the Camp Management Agency, camp residents, national authorities and service providers. They should cover the populations':

- nutritional status and dietary diversity
- potential to increase self-reliance
- particular needs
- safety and dignity concerns linked to the choice of transfer modalities
- food preferences
- access to fuel cooking facilities
- local market conditions
- technical requirements for cash and voucher modalities.

Severely malnourished members of the population require specific assistance through therapeutic feeding centres and supplementary feeding.

For more information on nutrition, see Chapter 16, Health and Nutrition.

## DISTRIBUTION SYSTEMS

Generally there are three types of distribution:

- Groups of camp populations. This option is frequently applied in the earliest phase of an emergency with large influxes of people before registration and the issuing of ration cards. This may increase the risk of abuse and can make some individuals more vulnerable, as leaders may distribute according to their own preferences.

- Representatives of a group of household heads who then immediately distribute to individual household heads. This system may be chosen in the transitional period between the earliest emergency phase and the formal establishment of a camp or settlement or when there is little space to distribute and only a limited number of people can be received at distribution points. This system could decentralise control and increase the level of community involvement and self-management in the distribution

process if well organised and if there is robust analysis of such factors as gender inequality.

- Individuals who act as heads of households, preferably women, unless this may give rise to protection issues. Depending on the cultural context, this is usually the preferred and most common system used once a camp is established and registration and the issuing of ration cards have taken place. Only distribution to individual household heads will make sure that all families receive their rations equitably. The direct distribution to individuals is the preferred system for cash and vouchers transfers.

**CONSULT WOMEN AND MEN**

Encouraging women to represent individual households and receive food, cash, vouchers and NFIs can increase levels of food security for women and help to nourish the minds and bodies of entire families and communities. Empowering women and girls economically creates development opportunities, improves their access to resources, enhances their political voice and reduces their vulnerability to violence. However, in some cultural contexts, deliberately favouring women and reducing men's roles could increase household tensions and expose women to a higher risk of violence. It is essential to consult with both women and men to determine the best way to organise distributions, in order not to reinforce social inequalities and support steps towards the empowerment of women, while at the same time preserving the dignity of all members of the community and not placing anyone at risk.

**IMPORTANCE OF COMPLAINTS MECHANISMS**

In camps, where complaints mechanisms are not in place, camp residents, particularly females and people with disabilities, are exposed to a higher risk of being exploited or abused by staff of humanitarian organisations who may take advantage of their superior positions and demand bribes or favours in return for distributions.

## DISTRIBUTION COMMITTEES

Establishing distribution committees through a transparent and representative process will require a somewhat stable environment. Ideally, it ensures the participation and involvement of all the camp population. Committees should be democratically elected and made up of a representative segment of the population including a 50-50 balance of men and women. Consideration should also be given to ensuring age, ethnicity, faith and inclusion of people with special needs, such as people with disabilities.

Using distribution committees as a link between the agency in charge of distribution, the Camp Management Agency and the camp population should help to:

- keep unrealistic expectations in check
- enhance the overall understanding of procedures and restrictions
- confirm receipt of feedback from the camp population on all issues related to distribution
- ensure transparency and accountability.

To ensure that the committee is representative and functioning accountably the Camp Management Agency is required to adhere to certain standards and commitments on accountability.

**CODE OF CONDUCT AND SEXUAL EXPLOITATION**

Distribution agencies should have a code of conduct that expressly prohibits sexual exploitation and abuse of affected communities. This should be shared with communities receiving assistance in an appropriate form so that they understand expected standards of behaviour and know how to hold assisting agencies to account.

## DISTRIBUTION ANNOUNCEMENTS

Messages informing camp residents about modalities or the arrival and distribution of supplies should contain the basics concerning who, what, when, where and how. Pre-distribution announcements are the responsibility of the distributing agency, though the Camp Management Agency should monitor and supervise them. Distribution announcements should:

- reach out to all different groups in the camp using multiple channels of formal and informal communication
- use the local language and reach out also to those camp residents who are not literate
- involve women and the camp distribution committees in order to avoid information going out only through community leaders who might have their own political agenda
- employ different methodologies and means such as meetings with groups of camp residents including those at risk, posters and picture messages, information boards, radio, megaphone and text messaging
- ensure older persons, persons with disability, women- and child-headed households are included
- allow camp residents to fully understand the messages and to give feedback.

**BRINGING ITEMS TO THE DISTRIBUTION**

Knowing what items, such as boxes, buckets, bags or bottles, to bring to a distribution site in order to carry away received food, can help keep order, shorten queues and maintain calm.

For more details on information campaigns, see Chapter 9, Registration and Profiling.

Distributions should never coincide with national holidays in the host country or holidays or religious festivals in countries of origin of the camp population.

## ORGANISING DISTRIBUTION SITES

Distribution sites must be constructed in such a way that distributions and the collection of commodities can be carried out efficiently in safety and dignity and in an orderly way. Alternative distribution models for people with reduced mobility may need to be available.

UNHCR recommends at least one distribution site per 20,000 individuals and two distribution staff per 1,000 recipients, not including monitors or security staff for food and NFI distributions. Sphere Project guidance on distribution sites is also available. Distribution sites should:

- be centrally located within a limited walking distance to residences. Although the Sphere Project mentions ten kilometres, much greater proximity is preferable
- be accessible for all the camp population, including those who are less mobile
- be secure enough to ensure that items are not able to be stolen or misappropriated
- be supervised by trained staff and organised in such a way that travel after dark can be avoided
- not be in areas where people would have to cross military or armed checkpoints or negotiate safe passage
- not be too close to congested areas such as open markets, clinics or places of religious observance
- be near to water points and constructed with separate latrines for men and women
- be large enough for on-site commodity storage and shelter for queuing during delays or rain
- use measures to prevent, monitor and respond to incidences of gender-based violence (GBV) and sexual exploitation and abuse (SEA)
- where appropriate, segregate men and women
- inform all food distribution teams about appropriate conduct and penalties for sexual abuse
- provide female guards to oversee off-loading, registration, distribution and post-distribution of food, in accordance with community requests
- be near appropriate rest facilities for distribution workers
- be near to vegetation or trees, which provide shade and act as windbreaks
- have chairs or benches for those unable to stand in line
- have an exit for trucks if goods are to be distributed immediately after delivery to the site
- be sufficiently spacious to allow a distribution circuit through which the camp population have to pass in order to receive assistance
- have clearly demarcated boundaries and queue systems through the use of signs or guide ropes
- allow fast track queues, prioritising those who have been individually assessed as having specific needs or those with identifiable risks and in need of a faster procedure.

These criteria should be harmonised for all distributions and be well known to the population. Distribution sites for cash and vouchers should be:

- between three and five kilometres from the retailers engaged in voucher redemption, although there is no set standard
- set up before market days to avoid people having to store large amounts of cash
- ensure that banks or cash agents involved are close to people's homes.

**CAMP DISTRIBUTION POINTS**

Experienced Camp Management Agencies suggest making sure that large maps of the camp distribution points are drawn and made publicly, and easily accessible for all camp residents in order to facilitate their understanding of where to go to receive different food or non-food items.

In some cases, site access for bulky items, like heavy shelter items, may need to be carefully considered and specific suitable locations identified in or around the camp.

### MANAGEMENT OF STORAGE SITES AND WAREHOUSE FACILITIES

Each agency will have their own set of forms and commodity warehousing procedures. However, the tips below will help an agency improve warehouse and storage arrangements.

- Wherever possible, employ a warehouse officer. This ensures appropriate division of responsibility between procurement, transportation and programme functions. In conjunction with this division of labour, limit the number of people that have keys and access to the warehouse.
- Implement a thorough inventory management system based on way-bills, stock cards, bin cards and an inventory ledger. This can be computerised or paper-based. Management must audit it regularly.
- Have enough staff on standby who can be mobilised at short notice for loading and off-loading of commodities.
- Hire security staff for the warehouse. They can help make sure that other staff and stored items are not put at risk. Theft and fraud by an agency's own staff or as a result of criminality within displaced communities often occurs in camp settings and should be dealt with promptly.
- Ensure the warehouse is clean and, wherever possible, keep stock off the floor by using shelves or pallets. This will improve cleanliness and organisation and therefore accountability.
- Remember that food is easily perishable and can quickly be affected by insects and rodents. Secure storage of food will likely require different and more protective measures than the storage of NFI items. Depending on what is being stored, rodent and pest control is a must. Consider getting a cat!
- Invest in a clear and well-enforced stock-release request system. A limited number of management staff should be able to authorise the release of stock. Such a system should have clear time lines so programme staff can understand how much notice they need to give the warehouse officer before goods will be ready for pick-up.
- Take pride in the warehouse and its staff. Wherever possible, ensure that the warehouse officer has a lockable office, on site electricity and appropriate bathroom facilities. Invest in training, backed up by impromptu stock checks. Providing support and showing appreciation of the effort put into the management of the inventory makes it more likely goods will remain in the warehouse.

## SAFETY AND CROWD CONTROL

Distribution sites can quickly become chaotic, crowded and potentially dangerous places for field staff and the camp population. In the event of riots or demonstrations, sometimes the only solution is to evacuate staff and abandon commodities. Careful planning can prevent such situations. The following may help:

- Analyse and know the local context, especially any existing or emerging tensions between groups within or surrounding the camp.
- Have security personnel and/or national authorities trained and available to deal with problems if they get out of hand.
- Advise authorities with advance details of the distribution potential risks in the lay-out of the site before the distribution or in the way the distribution is organised to help identify what changes need to be made.
- Aim to complete distributions and return stocks within daylight hours.
- Announce exactly which specific commodities will be distributed as early as possible. Last minute changes, particularly if the new food items have a lesser market resale value, have the potential to quickly increase tensions.
- Ask the UN security and/or local law enforcement authority to assess the safety of distribution sites and make recommendations.

In most contexts, security during distributions will be the responsibility of national authorities and local law enforcement agencies. However, in some conflict situations, local law enforcement agencies will not be viewed as neutral by camp residents so other crowd control mechanisms may be necessary. The Camp Management Agency must have a contingency plan.

### EMERGENCY STANDARD OPERATING PROCEDURES (SOPS) DURING DISTRIBUTION

Tensions can run high during distribution and cause violence and other security risks. The risks must be assessed in advance and steps taken to minimise them. The food and NFIs service providers in agreement and consultation with the Camp Management Agency and security actors should have a contingency plan and SOPs for riots and emergency evacuations. All staff working at distribution sites should be informed and trained on these SOPs and be prepared to evacuate the site in case of emergency.

It is also advisable to:

- Situate the distribution sites in neutral areas not associated with any particular significant group.
- Place a clear distance between queues of people waiting and the piles of commodities being distributed. Lining up trucks or building fences will not deter a crowd set on reaching commodities in case of a riot.
- Designate an entrance and exit to avoid congestion in doorways/queues.

- Build a security exit at the site for use by distribution staff only.
- Organise the distribution in such a way that a minimum number of recipients will be present at any given time. This could be done by calling on the Camp Distribution Committee to assist, or handing out tokens that tell people at what time their distribution will occur.
- Keep onlookers and others not involved in the distribution at a suitable distance from the entrance of the site.
- Place sufficient crowd control staff strategically around the site.
- Appoint one person to be responsible for security decisions on the spot. Make sure that all other staff are aware who this is and ensure s/he is easily visible.
- Show the items that are going to be distributed to the Distribution Committee prior to the distributions, thus allowing them to support decisions to distribute the commodities and address any complaints that may arise from the camp population.
- Show each individual the commodities being measured out.
- Provide recipients with weighing scales and standard weights to verify that scales are accurate at the end of the distribution queue.
- Provide staff with means of communication, such as radios or whistles to signal an emergency.
- Treat cases of cheating or disorder quickly and fairly.
- Move offenders away from the distribution site as quickly as possible.
- Consider whether security personnel and/or local police need to assist in bringing cash to the camp.
- In case of cash and transfer programmes, ideally place security staff near shops where vouchers are redeemed and/or near milling machines if present.

For more information on camp safety and security, see Chapter 12, Safety and Security.

## PERSONS WITH SPECIFIC NEEDS AND GROUPS AT RISKS

The Camp Management Agency should:

- Encourage distribution agencies, camp committees and food providers to organise special arrangements for those assessed with special needs and requiring transport. Heavy or cumbersome items can be carried from the distribution site back to individual homes with wheel barrows, donkey carts, through community support groups or appropriate transportation vouchers.
- Establish sun and rain-protected resting places reserved particularly for older persons, small children, those with impaired mobility or breastfeeding mothers.
- Organise priority lines for older persons and other individuals with specific needs.

For more information on persons with specific needs, see Chapter 11, Protection of Persons with Specific Needs.

## REDUCING GENDER-BASED VIOLENCE

The Camp Management Agency should work with distribution agencies and food providers to ensure that their approaches reduce possible GBV risks. This involves actions including:

- Encouraging distribution agencies to actively engage women in assessments, planning and actual distribution of commodities.
- Creating safe spaces for women and girls at distribution points and near shops for voucher redemption and identifying high-risk areas for women and girls within and surrounding the camp. When food is insufficient or lacks certain essential traditional ingredients, people will normally try to supplement their diets. Women and children venturing out for complementary food may face GBV risks. In such situations, food programmes need to be adjusted so that the food basket is more in line with traditional practices of the displaced population.
- Taking measures to reduce the risk of GBV through complementary programming. Introducing fuel-saving stoves, promoting community patrolling or other community-based initiatives, such as collecting water or fuel in large groups may diminish risks of GBV for women and children. Addressing security risk areas and GBV requires an inter-agency approach.
- Organising specific training on GBV prevention principles and referral pathways for all involved, including vendors in shops for voucher redemption.

For more information on gender-based violence, see Chapter 10, Gender-based Violence.

## DISTRIBUTION AND SEXUAL EXPLOITATION

There have been many field investigations documenting the links between how assistance is delivered in camp setting and risks of sexual exploitation and abuse. Making sure the camp population knows what their entitlements are and what commodities are being distributed, both within the food basket and at NFI distributions, can help prevent exploitation and abuse. In particular, displaced women and girls may not have equal access to aid or be aware of what they are entitled to. They may thus be coerced to exchange sex in return for food or NFIs. The prevention of sexual abuse and exploitation (PSEA) is a responsibility of all humanitarian sectors. The Camp Management Agency plays a key role in reinforcing this and ensuring camp management staff have training on PSEA, that all staff have been trained on codes of conduct and that there are safe and confidential reporting mechanisms in place.

For more information about PSEA, see Chapter 2, Roles and Responsibilities and Chapter 10, Gender-based Violence.

## FOOD ASSISTANCE

Food rations are usually based on the minimum calorific intake of 2,100 kilocalories per person/per day. Using these calculations, an average adult will require 560 grams of food each day. This is not applicable to cash and vouchers, as camp residents may purchase more diverse food items than traditionally distributed and therefore quantities will differ.

In protracted situations this figure is usually adjusted to suit local conditions and to take into account the population's actual nutritional requirements and ability to access and grow its own food. The requirements of micronutrients should also be considered.

Pregnant women will need an additional 300 kcal per day as well as a balanced diet, whereas a breastfeeding woman will need an additional 500 kcal per day in order not to compromise her own or her child's health.

Knowledge of the minimum daily food requirements will help a Camp Management Agency in the event that it is required to distribute or facilitate the ordering of food commodities. Note that a full food basket cannot always be sourced or distributed. The agreed-upon contents should be discussed with the food sector lead. Usually, items in a full food basket will contain a combination of basic food items such as:

- fortified wheat flour, maize meal, bulgur wheat, sorghum or rice (cereals) – 420 grams/day/person
- dried lentils or beans (pulses/legumes) – 50 grams/day/person
- fortified cooking oil (fats) – 25 grams/day/person
- fortified salt – 5 grams/day/person
- fortified blended food (Corn and Soya Blend (CSB)) – 40-50 grams/day/person.

Calculated for a camp population of 10,000 people, this will give:
- daily – 5.6 metric tons
- weekly – 39.2 metric tons
- monthly (30 days) – 168 metric tons (one metric ton is 1,000 kg).

**Examples of daily rations for food-assistance for reliant populations is from WFP's Emergency Field Operations Pocketbook**

| Food | Type 1 | Type 2 | Type 3 | Type 4 |
|---|---|---|---|---|
| Maize meal/rice/bulgur wheat | 400 | 420 | 350 | 420 |
| Beans | 60 | 50 | 100 | 60 |
| Vegetable oil | 25 | 25 | 25 | 30 |
| Canned fish/meat | - | 20 | - | 30 |
| Fortified blended food | 50 | 40 | 50 | - |
| Sugar | 15 | - | 20 | 20 |
| Salt | 5 | 5 | 5 | 5 |
| Total (g/day) | 555 | 560 | 550 | 565 |
| **Nutritional value of the above rations** | | | | |
| Energy (kcal) | 2,113 | 2,106 | 2,087 | 2,092 |
| Protein (g and % kcal) | 58 g/11% | 60 g/11% | 72 g/14% | 45 g/9% |
| Fat (g and %) | 43 g/18% | 47 g/20% | 43 g/18% | 38 g/16% |

If cereals are given as grain, it is necessary to consider losses during milling, including possible payments in food made by camp residents for the milling (10/15%). It may therefore be necessary to increase the ration size. Additionally, depending on the situation, the following commodities may be distributed to the displaced population:

- sugar
- fortified blended food, like corn soy blend (CSB)
- canned meat and/or fish
- fresh fruit and vegetables
- micro-nutrients (includes vitamins and minerals).

There may also be losses during distribution when scooping is used. The Camp Management Agency should discuss with the service provider to ensure that sufficient quantities are brought to the distribution point when this method is used.

**NUTRITIONAL REQUIREMENTS**
Baseline nutritional requirements World Health Organization (WHO): 2,100 kcal/person/day, including 10–12% of the total energy from proteins, 17% of total energy from fat and adequate micronutrient intake through fresh and fortified food.

### FOOD BASKET MONITORING AND POST-DISTRIBUTION MONITORING (PDM)

At the time of distribution, the Camp Management Agency should make sure that the food agencies carry out food basket monitoring. This consists of selecting a random number of families at the distribution site, weighing their rations and comparing the results with the planned ration and the family size stated on their ration cards.

After a distribution, a PDM survey should be conducted by the service provider. This aims to collect information at the household level on the quantity of food received or purchased, the use of food assistance and its acceptability and quality. It could also be helpful to collect other types of information,

both food related, like food consumption scores and dietary diversity, as well as health and protection. Ideally the Camp Management Agency should join this exercise.

PDM is carried out on average two weeks after a monthly distribution. PDM should include some quality and accountability indicators, in particular related to information needs, feedback on the distribution, complaints and the quality of the process.

### SCHOOL FEEDING IN CAMPS

Depending on needs, context and feasibility, school feeding programmes are usually recommended as a way to encourage parents to send their children to school and to encourage children to attend. School feeding programmes are also an excellent safety net as they provide an indirect income transfer to families. When food is distributed to schools for storage and preparation, there is a need to closely monitor the use of quantities. Cooks, teachers and other staff involved need to be aware that the food is meant to feed school children rather than be an additional source of income for school staff. The Camp Management Agency needs to monitor the process to ensure that food is not stolen and children are not asked to pay for meals.

### SUPPLEMENTARY AND THERAPEUTIC FEEDING PROGRAMMES

Supplementary feeding programmes (SFP) may need to be set up to prevent and to treat malnutrition by providing special nutritious food to vulnerable sections of the population, such as children, pregnant and lactating women (PLW) and those on antiretroviral treatment (ART) or a Tuberculosis Direct Observed Therapy Short-course (DOTS). Blanket supplementary feeding targeted to children and potentially PLW should be implemented to prevent an increase in acute malnutrition. Therapeutic feeding programmes (TFP) aim to reduce mortality by providing individual treatment for those who are severely malnourished.

In situations where food is scarce, supplementary and therapeutic feeding programmes are not always understood by all of the camp population. Such programmes may worsen the situation for children whose parents feel that they already get enough to eat at a clinic and do not have to receive food at home. To avoid more critical nutrition problems in the camp, the Camp Management Agency must ensure that the aim of supplementary and therapeutic feeding programmes and eligibility criteria, are widely and well understood.

For more information on malnutrition, see Chapter 16, Health and Nutrition.

### EXCLUSIVE BREASTFEEDING TECHNIQUES

Exclusive breastfeeding is the healthiest way to feed a baby under six months old. Babies who are exclusively breastfed receive no pre-lactates (formula or other milk products), water, tea or complementary foods. Where the rate of exclusive breastfeeding is typically low there may be requests by the camp population for milk powder or other formula substitutes. It is important to work with health and nutritional service providers to promote and support exclusive breast- feeding techniques.

## NON-FOOD ITEMS (NFIs)

Shelter materials, water containers, clothing, bedding materials, kitchen sets, culturally appropriate women's sanitary materials and other NFIs are essential commodities to meet immediate personal needs.

Identifying the needs, gaps and access to NFIs is one of the primary responsibilities of a Camp Management Agency. Where resources are scarce and do not cover the needs of the entire population, distributions for persons with specific needs must be prioritised.

Wherever possible, the Camp Management Agency should aim to ensure that different service providers are procuring comparable items for distribution. If packages are perceived to be unequal there will be difficulties at distribution sites.

NFIs are sometimes distributed as part of return kits. When this is done, ensure that distribution is tied to durable and safe return processes and that reception of kits is dependent upon de-registration in the camp to ensure that households do not remain once they have received their materials.

### CLOTHING AND BEDDING MATERIAL

The following recommendations are made in the Sphere Handbook:

- Every camp resident should be provided with two full sets of clothing in the correct size. Every camp resident should have access to a combination of bedding materials, mattresses/mats and insecticide-treated bed nets, to ensure sufficient thermal comfort, dignity, health and well-being and allow for separate sleeping arrangements as needed.
- Infants and children up to the age of two must have a blanket of suitable quality and thermal resistance.
- Culturally appropriate burial shrouds are provided when needed.

### ADDITIONAL CLOTHING AND BEDDING FOR PEOPLE AT RISK

Those individuals most at risk should have additional clothing and bedding and their priority should be ensured. This includes ill and older persons and people living with disabilities, pregnant and lactating women, children and individuals with impaired mobility.

### MALARIA

In malaria-risk environments, treated mosquito nets should be provided to each household.

### NON-FOOD ITEMS FOR CONSTRUCTION AND SHELTER

NFIs for construction and shelter include:

- plastic sheets (tarpaulins). One of the most commonly distributed shelter materials, they can last for up to two years depending upon quality
- tents
- shade nets, which are sometimes used in hot climates
- structural materials and fixings, such as wooden poles and nails
- toolkits support, construction and maintenance.

Support will be required with tents, tarpaulins and construction materials to ensure that people, especially vulnerable people, are physically able to transport and use them. Additional support will be required to ensure that people know how to use and maintain them, and that any construction is in line with site planning.

Camp Management Angencies will need to monitor shelter quality as materials degrade with sun and use. Assessments should be conducted in the months before rainy or cold seasons. If necessary, damaged materials should be replaced.

For more information on shelter construction, see Chapter 15, Shelter.

### PERSONAL HYGIENE

Generally speaking each person receives once a month:

- 250g of bathing soap
- 200g of laundry soap
- culturally appropriate sanitary materials for menstruating women and girls
- 12 washable nappies/diapers (where they are commonly used) for infants and children up to the age of two.

Additional materials may be distributed depending on cultural appropriateness and availability.

**AD HOC DONATIONS**

Charity groups or individuals sometimes donate items, such as clothing, food or even cash for distribution, among the camp population. This can cause significant challenges, particularly if there are insufficient quantities to serve all or if the items do not meet standards. The Camp Management Agency should advocate to prioritise persons or groups with specific needs. As best practice the Camp Management Agency should also encourage and facilitate community representatives to conduct these distributions in coordination with all other actors working in the camp. If not well organised, ad hoc donations may cause tensions and damage community relations.

**SPECIFIC NEEDS**

Some people with specific needs, like those suffering from incontinence or severe diarrhoea, may require increased quantities of personal hygiene items such as soap.

### EATING AND COOKING UTENSILS

Each household in a camp should benefit from distribution of:

- a kitchen set including cooking, eating and drinking utensils. All plastic items should be of food grade plastic and all metallic utensils should be of stainless steel or alternative non-ferrous metal.
- two 10-20 litre capacity water containers for transportation and for storage. Water collection containers should have lids, be easy to carry, even for children, and easily kept clean in order to avoid water contamination and subsequent risk of waterborne diseases.

Distributions of cooking and eating utensils should be informed by cultural practices and depend on the size of each family as well as the durability, quality and availability of the items.

For more information on water, sanitation and hygiene, see Chapter 14, Water, Sanitation and Hygiene.

### STOVES AND FUEL

**SAFE TOOLS**

In 2007, the Inter-Agency Standing Committee (IASC) Task Force on SAFE was established "to reduce exposure to violence, contribute to the protection of and ease the burden on those populations collecting wood in humanitarian settings worldwide, through solutions which will promote safe access to appropriate energy and reduce environmental impacts while ensuring accountability."

SAFE tools like the matrix on roles and responsibilities and the decision-tree diagram can be found in the tools section of this chapter.

While planning distributions of stoves and fuel, the responsible agency and the Camp Management Agency must consider:

- the availability and options of cooking facilities, technologies, and fuels such as firewood, charcoal, gas or kerosene
- fuel-saving strategies to help protect affected populations and preserve the surrounding natural environment
- information on who will be preparing food in individual households, existing local cooking practices, and traditional cuisines
- whether a stove and fuel are needed for cooking, heat and/or light
- whether there is sufficient ventilation if cooking is done

indoors
- appropriate technology for lowering the risk of fire and burns and reducing exposure to smoke and indoor air pollution.

It is recommended that the food service provider:

- provides foods that require less cooking time, like split peas and lentils
- provides easier-to-cook rations when fuel is limited and dry food when fuel is not available. This may be milled cereals, pre-roasted CSB or biscuits
- offers education and sensitisation on fuel-saving techniques like drying and splitting firewood into small pieces and food preparation practices, like soaking pulses overnight to reduce cooking time
- promotes and distributes fuel-efficient stoves to households and/or schools.

**SAFE ACCESS TO FUEL**
Where camp residents are not provided with the full amount of fuel required, they are likely to resort to negative coping mechanisms. These can include searching for fuel on their own in unsafe territory within the camp or along its borders, bartering or selling of food rations or other possessions, undercooking or skipping meals and exchanging sex for fuel. Working to ensure safe access to fuel and introducing fuel saving options, are important to help mitigate negative coping mechanisms and protection concerns, including exposure to risk or GBV.

It may be preferable to use fuel that is available locally, rather than transport it over greater distances. However, use caution to ensure that local resources are not diminished to the point of exhaustion, both for environmental reasons as well as to keep good relations with the host community.

For information on energy-saving strategies and a camp's environmental management plan, see Chapter 6, Environment.

### SCHOOL KITS
Where school kits are distributed to camp schools and pupils, they mostly include:

- notebooks
- pencils
- crayons
- rulers
- pencil sharpeners
- back-packs or bags to carry books to and from school.

For more information on school equipment, including a School in a Box, see Chapter 17, Education.

### GARDENING SETS
Depending on local horticultural practices, where tools and sets for vegetable cultivation are distributed, they usually include:

- seeds
- spades
- machetes
- rakes
- watering cans
- buckets.

Where appropriate, gardening tools could also be provided in support of livelihood activities.

**POST-DISTRIBUTION MONITORING**
As part of post-distribution monitoring it is important to determine the extent to which distributed items are being sold or swapped. This can be indicative of errors in the distribution system, or of coping mechanisms used to obtain essential items that have not been distributed. It may also indicate incorrect population figures, inappropriate items and need for cash. This monitoring may be carried out at the household level or in markets.

## CHECKLIST FOR A CAMP MANAGEMENT AGENCY

### OVERALL ISSUES AND PRINCIPLES FOR COMMODITY DISTRIBUTION
- ✔ Decide on what transfer modalities best suit the context, in consultation with affected communities.
- ✔ Establish the required food distribution mechanisms, including Food Distribution Committees, taking into account appropriate gender representation and other diversity characteristics of the population, such as religion, persons with disabilities and age.
- ✔ Ensure the camp population figures are known and that the amount of commodities available is sufficient to cover the whole group, be it a targeted or a general distribution.
- ✔ Ensure that information concerning the distribution, such as the items, quantities, target and procedure, is disseminated to the population concerned.
- ✔ Ensure that plans are in place for assessment of groups with specific needs and resources are available to cater for them.
- ✔ Ensure that the appropriate security measures, such as crowd control and safety of commodities, are in place to ensure a smooth distribution.
- ✔ Ensure that the required monitoring mechanisms are in place, such as on-site monitoring during distribution of food-baskets, NFIs and cash and vouchers and post-distribution monitoring.
- ✔ Put in place complaints mechanisms.

### SPECIFIC ISSUES TO CONSIDER IN PREPARATION FOR AND DURING EACH DISTRIBUTION
**Organising Distribution Area**
- ✔ The distribution is organised so that people wait in an

orderly manner, in queues.
- ✔ The food/NFIs are handled properly, and food is not spilled on the ground.
- ✔ The distribution area is properly sheltered from sun, rain and wind.
- ✔ The distribution area is kept clean.
- ✔ There is enough security provided to ensure an orderly distribution and crowd-control.
- ✔ The distribution area is clearly defined, for example by rope or plastic.

**Distribution Process and Name Verification**
- ✔ The ration card is verified to check the holder's identity and whether s/he is on the list of names.
- ✔ The ration card is punched or otherwise appropriately marked upon entry to the distribution site or upon receiving food, NFI, cash or vouchers.
- ✔ Agencies use computerised name lists where appropriate.
- ✔ All food distributors observe hygiene rules when handling food or other items.
- ✔ Family sizes remain constant during the food distribution cycle and any changes in family size are recorded by the distribution agency.
- ✔ Loudspeakers are sometimes used to call out the names of the camp residents.

**Distribution Equity and Vulnerable Camp Residents**
- ✔ There is a separate line monitored by a staff member for easy access for persons with specific needs who require a separate queue.
- ✔ A staff member is involved in assisting the more vulnerable persons or those at heightened risk to receive their distribution.
- ✔ Swift action is taken to find out why people are not on the list of names if complaints are received about targeting.
- ✔ Everybody receives the same agreed upon ration and the quantities are monitored.

**Information-Sharing on Distribution**
- ✔ All the camp population is well-informed of the modality and the distribution day, place and time, and the quantity of items they are to receive.
- ✔ All camp residents are well-informed of the quantity of food contained in one scoop in food distributions and the scoop size is consistent.
- ✔ All camp residents are well-informed of changes in the food basket, ration, cash or the voucher transfer value.
- ✔ Different approaches are used to properly inform those with specific needs (minors/deaf persons/older persons/ those who are sick).
- ✔ Standards of accountability, including codes of conduct, are shared with and observed by the service providers.

**Time of the Distribution**
- ✔ The distribution starts on time.
- ✔ The service provider arrives on time in order to make all the set-up preparations.
- ✔ The items are off-loaded and handled in a proper and safe way.
- ✔ Staff of appropriate agencies like UNHCR and WFP and the service provider are present throughout the distribution process.

**If Scoops Are Being Used in Food Distribution**
- ✔ Standard scoops are used according to local custom if appropriate.
- ✔ All scoops are precise and marked to show the exact quantity.
- ✔ The same scoops are used for different food items.
- ✔ If scoops are changed between distributions while food rations remain the same, this is clearly explained to the camp residents.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

- Mariangela Bizzarri, World Food Programme (WFP), 2007. Integrating Protection into Food Aid
- Inter-Agency Standing Committee (IASC) Gender Handbook, 2006. Gender and Non-food Items in Emergencies
- IASC, 2007. Task Force on Safe Access to Firewood and Alternative Energy in Humanitarian Settings (IASC Task Force SAFE).
- RedR Australia. Warehouse Manager - Terms of Reference - Specific Example
- United Nations Joint Logistics Centre (UNJLC), Assessment of Warehouse
- United Nations Refugee Agency (UNHCR), 2001. Food Distribution Monitoring Checklist

## REFERENCES


- Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP), 2003. Manual for the Provision of General Food Distributions during Emergency Programmes in Malawi, Joint Emergency Food Aid Programme
- Christopher B. Barrett, FAO, 2006. Food Aid as a Part of a Coherent Strategy to Advance Food Security Objectives
- Emergency Nutrition Network, 2004. Targeting Food Aid in Emergencies
- European Commission, 2013. The Use of Cash and Vouchers in Humanitarian Crises, DG ECHO Funding Guidelines
- Feinstein International Center, 2006. Review of WFP Food Assistance Programming Practices in Southern Sudan
- Food and Agriculture Organization (FAO), 2001. In the State of Food Insecurity in the World
- Food for the Hungry International, 2001. Improving food security programming and resource management
- Fritz Institute, 2005. From Logistics to Supply Chain Management: The Path Foreword in the Humanitarian Sector
- IASC, Emergency Shelter Cluster, 2008. Selecting NFI for Shelter
- Susan Jaspars, Oxfam, 2006. From Food Crisis to Fair Trade.

Livelihood Analysis, Protection and Support in Emergencies
– Overseas Development Institute, 2005. Cash and Voucher in Emergencies
– Refugee Study Centre, 2003. Delivering the goods: Rethinking Humanitarian Logistics
– Timothy Edward Russell, Massachussetts Institute of Technology, 2005. The Humanitarian Supply Chain: Analysis of the 2004 South East Asia Earthquake and Tsunami
– UNHCR, 2002. Cooking Options in Refugee Situations, A Handbook of Experiences in Energy Conservation and Alternative Fuels
– UNHCR, 2005. An Introduction to Cash-based Interventions in UNHCR Operations
– UNHCR and WFP, 2013. Examining Protection and Gender in Cash and Voucher Transfers
– World Food Programme (WFP), 2002. Emergency Field Operations Pocketbook
– WFP, 2005. Emergency Food Security Assessment Handbook
– WFP, 2009. Cash and Voucher Manual
– WFP, 2012. Handbook on Safe Access to Fire and alternative Energy (SAFE)
– World Health Organization (WHO), WFP, United Nations Children's Fund (UNICEF), UNHCR, 2004. Food and Nutrition Needs in Emergencies

PHOTO: UNHCR

# CHAPTER 14
# WATER, SANITATION AND HYGIENE

CAMP SERVICES

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Water, Sanitation and Hygiene (WASH) services must meet basic needs. Providing these services in sufficient quantity and quality is urgent for people to survive, stay in good health, and maintain dignity. Up to 40 per cent of mortality in the first phases of an emergency is related to diarrhoeal disease. Therefore, WASH services are among the most vital and very first services provided in a camp.

- Sufficient water must be available for drinking, cooking, personal hygiene and domestic use. Water treatment and disinfection are necessary to ensure water is safe both at source and when used. Good sanitation facilities must be culturally appropriate and safe for use by both women and men at all times, day or night. Hygiene should be promoted through clear and easily understandable messages. Ensuring sufficient water quantity, sanitation and hygiene should be regarded as equally important in preventing illnesses and epidemics.

- The success and effectiveness of WASH interventions is highly dependent upon the participation of the camp population, the Camp Management Agency and other nearby water users. Failure to adequately involve representatives from different user groups may compromise health, the secure usage and proper maintenance of WASH infrastructure and reduce overall effectiveness of humanitarian assistance.

- WASH service providers are usually in charge of assessment, design, implementation and maintenance of WASH interventions in camps. As with other services WASH interventions need to be monitored and coordinated by the Camp Management Agency. Agencies need to work hand-in-hand and clearly communicate their roles and responsibilities to the displaced community and national authorities.

- Sphere standards and WASH indicators must be respected in order to ensure displaced persons' rights to live in safety and dignity. They also help to measure the impact and effectiveness of humanitarian interventions. At the onset of WASH response operations, the setting of indicators to achieve standards must be addressed. Coordination and agreement on indicators is typically carried out at the national level by the WASH and the Camp Coordination and Camp Management (CCCM) clusters, and in consultation with relevant authorities, the displaced population and WASH service providers.

## INTRODUCTION

WASH services must meet basic needs: to provide them in sufficient quantity and quality is urgent for people to survive and stay in good health. Inadequate quantities and poor quality of water, insufficient latrines or open defecation, and poorly set up waste disposal or drainage systems, will lead to illnesses such as diarrhoea and cholera. Therefore, they are among the most vital and very first services provided in a camp. It is the shared responsibility of the Camp Management Agency, WASH service providers and national authorities to reduce the risks of water borne diseases.

Due to their life-saving nature, WASH services need to be planned and carried out with the utmost care and responsibility towards the camp population in order to ensure acceptability, usage and adequate maintenance. The planning, implementation and monitoring of WASH services must be based on technical excellence and a sound understanding of the physical and environmental characteristics of the camp, cultural habits and norms, and the specific needs and protection of vulnerable user groups. In many camp situations, women and girls are responsible for cooking, cleaning, washing and fetching water for their households. They are thus often exposed to a higher risk of abuse and sexual violence. WASH providers and the Camp Management Agency need to take into account safety aspects, and make sure that latrines and other WASH infrastructure are placed where they can be protected and allow safe access for women and girls by day and at night. Although sometimes difficult to promote, participation of women and girls, men and boys in the planning, implementation and maintenance of WASH services is crucial.

For more information on gender and specific needs, see Chapter 11, Protection of Persons with Specific Needs.

**OBJECTIVES OF WASH PROGRAMMES**

The main objective of WASH programmes in disasters is to reduce the transmission of faeco-oral diseases and exposure to disease-bearing vectors through the promotion of:

- good hygiene practices
- provision of safe drinking water
- reduction of environmental health risks
- conditions that allow people to live with good health, dignity, comfort and security.

The Sphere Project, 2011. Humanitarian Charter and Minimum Standards in Disaster Response.

WASH services provided in camps should ensure compliance with international or national agreed upon standards and indicators. They guide and support humanitarian organisations in how to best ensure displaced people's right to life in safety and dignity and can help measure the quality and effectiveness of humanitarian interventions.

### WHERE TO FIND INTERNATIONAL WASH STANDARDS AND INDICATORS

A Camp Management Agency should have available in its office at least one copy of both The Sphere Project's Humanitarian Charter and Minimum Standards in Humanitarian Response, also known as the Sphere Standards Handbook, and the UNHCR Handbook for Emergencies. These are standard guidance for humanitarian organisations operating in camps. They consist of guidelines, rules, standards and indicators that every member of a Camp Management Agency's staff needs to be aware of.

To ensure quality, accountability and effectiveness of WASH services, frequent monitoring must be carried out. The primary responsibility lies with the WASH provider, in collaboration with the relevant authorities and, secondly, with the Camp Management Agency in its role as overall coordinator of humanitarian service provision within a camp. Effective coordination between WASH providers and the Camp Management Agency is vital as they need to work hand-in-hand and clearly communicate their mutual roles and responsibilities to camp residents and the national authorities.

Failure to ensure the basic WASH requirements of other services may decrease their efficiency. Failure to ensure camp design incorporates the needs of WASH services may lead to negative impacts on health, the environment and the host community. Provisions to ensure adequate WASH services and links between sectors should be considered throughout a camp's life cycle from planning, set-up and maintenance, to closure.

# KEY ISSUES

## ROLES AND RESPONSIBILITIES

The Camp Management Agency's core responsibility of overall coordination and monitoring of humanitarian services provided in one single camp applies to WASH, as it does to all sectors. Generally, a WASH service provider leads and coordinates the WASH sector in a camp, and is therefore responsible for the planning, implementation and maintenance of WASH services and infrastructure. If there are several WASH service providers operating in one single camp, one should be nominated as WASH Sector Lead and will be the first contact for the Camp Management Agency and the local water and sanitation authorities.

Early in the camp operation, the Camp Management Agency and the WASH providers need to agree on the guidelines, rules and regulations for coordination. These need to comply with the overall rules and regulations for coordination of camp services, best outlined in properly agreed terms of reference (ToR). The Camp Management Agency and WASH service provider(s) should work closely together and clearly communicate their roles and responsibilities to the camp population and the national authorities.

### WASH SERVICES IN THE CLUSTER APPROACH

The most severe internally displaced persons (IDPs) emergencies will usually trigger an international cluster response. The Camp Management Agency as well as the WASH services providers and other operational entities including national authorities, will align WASH-related response activities in strategic partnership with United Nations Children's Fund (UNICEF) as the Global WASH Cluster under the Inter-Agency Standing Committee (IASC) cluster approach. Refugee emergencies are coordinated through the UN Refugee Agency (UNHCR).

For more information on the cluster approach, see Chapter 1, About Camp Management.

The Camp Management Agency has a core responsibility to hold WASH providers accountable and to ensure provision of quality and inclusive WASH services for the camp population. The Camp Management Agency should:

- ensure that WASH issues are included in site planning and early multi-sectoral needs assessments
- ensure coordination between all actors working on WASH issues, including national authorities, the camp administration, camp population, host community and other sectors, to ensure that WASH activities are functioning and effective, and do not duplicate or discriminate
- monitor gaps in services and take action or advocate to ensure they are filled.

The lead WASH service provider must:

- coordinate with the Camp Management Agency
- ensure technical expertise in the assessment, design, implementation and monitoring of WASH services
- facilitate coordination and cooperation with national WASH authorities and other WASH stakeholders
- engage with the WASH Cluster, if established, to be informed of key standards, guidelines or resources available
- disseminate information on WASH issues to other relevant sectors and agencies in the camp.

Both the Camp Management Agency and the WASH service provider should ensure that:

- WASH services are provided in line with internationally or nationally agreed standards and indicators.
- A well-functioning monitoring and coordination system for the WASH sector is in place.
- A community-based monitoring and maintenance system (for example WASH Committees) is in place to regularly check on WASH infrastructure, such as water supply systems, latrines and drainage, so as to allow quick reporting of gaps.
- Camp residents, particularly women and girls, are involved in the design, construction and placement of appropriate and culturally-acceptable WASH facilities.
- Camp residents have sufficient access to personal hygiene materials, such as bathing soap, laundry soap, sanitary materials for menstruation and washable nappies/diapers, if traditionally used.
- Agreements for use and maintenance are made with the host community, where water sources outside the camp are being used by the camp population.
- The camp residents' and the national sanitation authorities' technical and cultural knowledge and expertise are recognised and used.
- National authorities' WASH regulations are followed and national law is respected.

**VOICE FROM THE FIELD - CAMP MANAGEMENT AGENCY AS SERVICE PROVIDER**

In a refugee camp in Burundi, the Camp Management Agency, a strategic partner of the UNHCR, was responsible not only for camp management but also for WASH service provision, distribution and education. Ideally, the Camp Management Agency should not simultaneously have the role of WASH service provider in camp. Being responsible for both camp management and service provision may cause tensions, a lack of clarity and/or conflicts of interest. A lack of service providers in the camp, or a rather small number of displaced persons inhabiting a camp, may make it necessary or more efficient for the Camp Management Agency to take on additional responsibilities.

## WATER SUPPLY

One of the first priorities in emergencies and camps is the immediate provision of adequate amounts of water. It is essential to human survival and needs to be safe and plentiful enough for drinking, cooking, personal hygiene and other domestic uses so as to avoid an increase in incidences of skin diseases, eye infections and diarrhoeal diseases.

**SPHERE STANDARDS FOR WATER SUPPLY**

The Sphere Project sets up three different key standards for water supply:

1. All people have safe access to a sufficient quantity of water for drinking, cooking and personal hygiene. Public water points are sufficiently close to shelters to allow use of the minimum requirement.
2. Water at the point of collection is potable and of sufficient quality to be drunk and used for personal and domestic hygiene without causing significant risk to health due to water-borne diseases, or to chemical or radiological contamination.
3. People have adequate facilities and supplies to collect, store and use sufficient quantities for drinking, cooking and personal hygiene and to ensure that drinking water remains sufficiently safe until it is consumed.

When the cluster system is activated the lead role in defining such standards and indicators for the response lies with the WASH Cluster in close cooperation with the CCCM Cluster at the national level. When it is not possible to achieve the required minimum level of service, the relevant humanitarian organisations, national authorities and displaced population representatives need to agree on national standards and indicators that still aim to ensure the camp residents' right to life in dignity and good health.

**Typical WASH Emergencies Response Indicators for Minimum Allowable Humanitarian Standards**

| Indicator | SPHERE | UNHCR | Comment |
|---|---|---|---|
| Minimum requirement of potable water (litres/person/day) | 7.5–15 | 15–20 | UNHCR's minimum allocation for survival is 7.5 |
| Minimum distance from individual shelters to water taps and distribution points (metres) | 500 | 200 (or a few minutes to walk) | |
| Maximum number of people per water tap | 250 | 80 | |
| Maximum number of people per well/hand pump | 500 | 200 | |
| Water available for hand washing at public toilets (litres/user/day) | 1–2 | 1–2 | For cleaning public toilets both recommend 2–8 litres/toilet/day |
| Water supply to health centres and hospitals (litres/patient/day) | 40–60 | 40–60 | |
| Water supply to therapeutic feeding centres (litres/person/day) | 15–30 | 20–30 | |
| Water supply to schools and learning centres (litres/pupil/day) | 3 | n/a | |

It is often challenging to supply sufficient water to meet standards or local expectations during the initial stages of an emergency humanitarian response. This may be due to a general lack of water in the area, damaged or destroyed infrastructure, shortfalls in humanitarian funding or an insufficient number of WASH service providers for large numbers of displaced people. In all cases, the Camp Management Agency and the WASH provider will need to work closely with camp residents to find temporary solutions and design a more durable system for the camp.

Water resources available to a camp are likely to include one or more of the following:

- surface water such as from rivers, streams and lakes that is likely to be contaminated and require treatment
- groundwater such as from wells, boreholes or springs that is susceptible to contamination if not protected, and may or may not require treatment
- municipal or private systems, which are likely to be treated and of good quality
- rainwater will vary seasonally but may be invaluable in the right circumstances. Although pure and clean in theory, collection and storage methods invariably compromise quality.

During the initial stages camp residents will likely be using existing surface and groundwater sources regardless of the quality, and immediate action should be taken to:

- protect these sources from pollution by excreta
- ensure short-term emergency treatment and distribution measures are taken to increase the quantity and quality of water available from existing sources.

If existing water resources are insufficient to meet minimum quantity requirements, alternative arrangements will be needed to transport water from other sources. If this is not possible, the camp population must be relocated.

**WATER SUPPLY DURATION AND SUSTAINABILITY**

Certain estimates put the cost of transporting a litre of water to the International Space Station at about $11,000 per litre. Water is much more than life saving. It is essential for life. If water is not locally available it may be supplied, perhaps at a cheaper but still not sustainable price, by:

- water trucking
- airlifting by plane or helicopter
- desalination (diesel-electric/solar)
- other (as suitable or appropriate).

It is importent to remember the duration of emergency operations and sustainability. Life-saving options are part of a staggered approach to ensure survival needs are met throughout the response. If engaging in such provisional measures, it is critical to simultaneously move towards a technically and financially sustainable solution.

Although difficult to predict the lifespan of a camp, once minimum services have been met, the best alternative is to ensure a water system able to deliver a cost-effective long-term service. The design of a water system able to cover all camp needs should be left to the technical WASH provider. It will be important for the Camp Management Agency to ensure that the system design includes:

- an estimation of the full water demand for the projected camp population, including requirements for livestock, sanitation, community services (health/nutrition centres, schools), irrigation, livelihoods and camp expansion
- a thorough understanding of the available water resources

and environmental conditions, such as seasonal fluctuations, aquifer characteristics and water quality, to determine the most sustainable option, appropriate environmental protection measures and appropriate treatment to ensure potability
- adequate storage and backup systems to minimise the risk of an interruption of service
- the equipment selected should consider technical characteristics, procurement possibilities, including spare parts and operational and maintenance requirements
- the water delivered and the operations and maintenance required is appropriate to the socio-cultural context and existing capacities
- provisions are in place for the adequate disposal of water treatment wastes.

**VOICE FROM THE FIELD - SHALLOW WELLS CONTAMINATED BY SALINE WATER**

The Aceh province on the Indonesian island of Sumatra has a tropical climate with heavy rainfall during the wet season. In coastal regions people never used to have to dig very deep to reach groundwater and individual households depended on their own shallow wells. When the tsunami hit Aceh in 2004, more than a hundred thousand Acehnese lost their lives. Most of the survivors lost, at a minimum, their houses and belongings and became IDPs. Due to the enormous amounts of water that had flooded the coast, many areas became wetlands. In the months after the disaster, shallow wells were no longer an option in many places, including camps, because water less than three metres deep was contaminated by the intrusion of saline water.

## IMPACT ON HOST COMMUNITIES

The demand of a camp population on local water resources is considerable. The table below uses The Sphere Project's indicator of 15 litres per person/per day and gives an overview of the amounts of water (in millions of litres) certain numbers of displaced persons would potentially need to be provided with over certain periods. Note that this table refers to the human requirements only; the water needs of livestock, irrigation or livelihoods projects should be additionally considered The arrival of a displaced population to an area may strain the capacity of local water, sanitation and hygiene resources and infrastructure. Humanitarian organisations, when organising the water supply to a camp and agreeing on standards and indicators, need to take into consideration the social and cultural norms as well as the availability of water, sanitation and hygiene services within a community. The risk that host communities may feel marginalised or neglected is reduced when they also benefit from the humanitarian assistance provided.

**Human Water Requirements**

| | Time (days) | | | | | |
|---|---|---|---|---|---|---|
| Population | 1 | 30 | 60 | 90 | 120 | 180 |
| 500 | 0.0075 | 0.225 | 0.45 | 0.675 | 0.9 | 1.35 |
| 1.000 | 0.0150 | 0.450 | 0.90 | 1.350 | 1.8 | 2.70 |
| 5.000 | 0.075 | 2.250 | 4.50 | 6.750 | 9.0 | 13.50 |
| 10.000 | 0.1500 | 4.500 | 9.00 | 13.500 | 18.0 | 27.00 |
| 20.000 | 0.3000 | 9.000 | 18.00 | 27.000 | 36.0 | 54.00 |
| 50.000 | 0.7500 | 22.500 | 45.00 | 67.500 | 90.0 | 135.00 |
| 100.000 | 1.5000 | 45.000 | 90.00 | 135.000 | 180.0 | 270.00 |
| 500.000 | 7.5000 | 225.000 | 450.00 | 675.000 | 900.0 | 1,350.00 |
| 1.000.000 | 15.000 | 450.000 | 900.000 | 1.350.000 | 1.800.0 | 2.700.00 |

**VOICE FROM THE FIELD - WATER ACCESS FOR HOST COMMUNITIES**

A refugee camp in Burundi is located on the top of a hill. Driven by a strong generator, water is pumped up daily from a lower situated natural source into concrete water reservoirs in the camp. The water source is appropriately protected, and the entire water system is regularly controlled and maintained by the WASH service provider. Arrangements have been made with the host community, so that they have access to the water source and benefit from professional technical advice.

## RATIONING WATER

Rationing water supplies is very sensitive but may be necessary under certain circumstances. The dry season, a continuous drought, a breakdown of infrastructure or restricted access to the camp limiting water supply, may all be reasons why water would need to be rationed for a certain period. In any case, the Camp Management Agency together with the WASH provider needs to ensure that:

- Water supply to those with specific needs, such as children, pregnant and breastfeeding mothers, older people, those with disabilities, or those with impaired mobility, is prioritised.
- In consultation with the camp population, particularly with women and girls, a timetable is drawn up when pumps and water taps are open or closed.
- Any change in, or rationing of, water supply is transparently communicated to the camp population so that they know and understand why water is scarce and certain

restrictions have been established.
- The camp residents are sufficiently sensitised about the need to save water.

**4R GUIDELINES**
When water is scarce, the 4R guidelines need to be considered:

- reducing water consumption
- rainwater harvesting
- recycling water
- restoring natural water cycles.

### AVOIDING CONTAMINATION

Ensuring safe drinking water from the source to the mouth is the primary goal of all WASH agencies. Water needs to be treated at the source itself, and protected during transportation and in storage. Contamination of water can take place anywhere, from collection to consumption. Poor household hygiene practices or inability to afford sufficient safe storage are often major reasons for contamination of safe drinking water. The Camp Management Agency must, in all cases, promote and facilitate the WASH service provider's efforts to ensure that:

- The quality of water in wells, pumps, boreholes and water tanks is regularly monitored.
- Water points are fenced-off to keep children, livestock and domestic animals away.
- Animals are only watered at a safe distance from water facilities used by the camp population.
- Safety and security checks at WASH infrastructure are organised through the camp population and the camp's WASH committees.
- Ideally, a community-based drainage maintenance and cleaning system is established which focuses on ensuring good drainage around water points to avoid pools of standing water.
- Hygiene promotion activities and sensitisation campaigns are carried out, and understood by the camp population.
- Individual households have available good quality jerry cans, vessels or other adequate containers, with lids, in which to store water safely.

**TREATMENT OF WATER**
As a general rule, all water sources should be considered contaminated. They should be tested frequently as ground water and surface water both pose risks and could contain poisonous substances. Treatment of contaminated water needs to always be prioritised. This requires sound technical expertise from WASH providers in order to protect the camp population and the environment. Use of chemicals to disinfect water should be properly controlled.

## SANITATION

Adequate sanitation (the safe disposal of human waste and excreta) is a priority from the very beginning of a camp set-up and is as important as a sufficient supply of water in preventing mortality from WASH-related diseases. Human wastes are a major source of pollution and water contamination, and are often responsible for the spread of diarrhoeal and vector-borne diseases such as dysentery and cholera. The provision of proper sanitation services will help maintain or improve environmental health conditions in the camp and is of vital importance. WASH service providers will generally aim to set up the following core services or infrastructure:

- public or family latrines/toilets including hand washing facilities
- public or family bathing or showering facilities
- public laundry and drying facilities
- systems for regular waste disposal
- drainage systems for waste and rain water.

The Camp Management Agency should ensure coordination between service providers to align with national level standards, and to determine respective roles and responsibilities in ensuring minimum sanitation standards in all camp services and public spaces. These include schools, marketplaces and health, feeding and learning centres.

**WHAT IS SANITATION?**
World Health Organization (WHO) defines sanitation as the safe management of human waste (excreta), which includes urine and faeces, through provision of toilets or latrines and the promotion of personal hygiene. Environmental sanitation is a broader term, which includes issues ranging from safeguarding water quality, disposal of human excreta, waste water and garbage, insect and rodent control, food handling practices and drainage.

## EXCRETA DISPOSAL

The inadequate disposal of human excreta can lead to an increase in faeco-oral diseases. It can contaminate the ground and surface water sources become breeding grounds for potential disease vectors, and lead to environmental degradation. Safe excreta disposal is as important as the provision of safe water in controlling diarrhoeal and other diseases, and should be accorded the same priority.

### STANDARDS FOR HUMAN EXCRETA DISPOSAL

The Sphere Project sets two key standards for human excreta disposal in camps. They aim to ensure that people have a living area free from faecal contamination and rapid, safe and secure access to toilet facilities at all time.

**Commonly used excreta disposal indicators (Sphere, UNHCR)**

| Description | Short-term Indicator | Long-term Indicator |
|---|---|---|
| Maximum number of persons per public toilet/latrine | 50 | 20 |
| Maximum number of outpatients per public toilet/latrine in medical/nutritional centres | 50 | 20 |
| Maximum number of pupils per public toilet/latrine in schools | 30 girls<br>60 boys | 30 girls<br>60 boys |
| Maximum number of stalls per public toilet/latrine | 50 | 20 |
| Maximum distance from shelter to toilet/latrine (metres) | 50 | |
| Minimum distance from groundwater sources to toilets/latrines (metres) | 30 | |
| Minimum distance from bottom of latrine to water table (metres) | 1.5 | |

### DESIGNATED DEFECATION AREAS

Reasonable sanitation indicators are often very difficult to meet at the onset of an emergency. Practically, as the number of users per latrine approaches 100, open defecation will have already become a fact, if not the norm. Protocols for the management of designated defecation fields or areas, because of their lifesaving nature, are mandatory and the use of alternate sanitation practices such as burying excreta is encouraged.

During the initial phase, existing facilities and the pace of latrine construction may not meet initial demand. In this case, open defecation is sometimes unavoidable, and defecation facilities must be provided immediately:

- Defecation fields provide a temporary structured space for open defecation. Fields should be divided into separate strips so that users do not have to cross contaminated ground to use the facilities. They should be separated by gender and screened to provide adequate privacy. In addition, care must be taken to site defecation areas to protect water sources and plants. Service providers should ensure that all camp residents are sufficiently informed about the risks that defecation in fields involve, and strive to provide a better alternative as quickly as possible.
- Shallow or deep trench latrines will ideally be installed as a first option, providing an improvement on a defecation field. These allow excreta to be covered, provide improved privacy and improve the overall hygiene and convenience of use. Specific excreta disposal options or designs will be governed largely by speed of installation, predominant cultural practices and in consultation with the camp population.
- In all cases, such defecation areas should be located at a safe distance from water points, food preparation and storage sites, living quarters, public buildings or roads, and need to be clearly designated and fenced-off. Lowlands that may be flooded should not be assigned for open defecation. Defecation fields need to be easily and safely accessible, particularly for women and girls, and should be separated by gender.

Such communal systems are labour-intensive and require constant supervision. Although difficult to predict the lifespan of a camp, once minimum services have been provided, the best alternative is to ensure longer-term solutions. There are countless systems for human excreta disposal. Local knowledge and technical expertise for their construction can often be found within the displaced or refugee community itself, but it remains the responsibility of the WASH service provider to select or design an appropriate solution for the camp context, in consultation with camp residents and national authorities.

### SAFE AND PRIVATE LATRINES

Safety and privacy are important to consider when designing latrines and setting up WASH infrastructure. The camp population needs to feel comfortable and familiar with the infrastructure and services provided. Privacy and space should be made available for all, and special considerations provided for women, children and members of other vulnerable groups.

There are three main types of latrines:

- Family latrines: while promoting self-construction, ownership, care and maintenance, the construction period may be long and require tools, equipment and assistance. Correct emplacement and depth will be difficult to ensure where this is a concern.

- Communal latrines: while requiring less space, resources and time to construct, they will require an effective regular maintenance system to ensure continued safe usage.
- Shared facilities: a compromise between family and communal facilities, whereby a latrine is shared among several families.

The placement as well as the type and design of latrines will depend on:

- physical environmental characteristics of the camp site and the surrounding region such as infiltration and the type of soil, availability of water, wind, rainfall, slope and drainage
- cultural habits, norms and preferences of the camp population, such as traditional defecation practices
- other considerations, as determined by the WASH services provider, such as the protection of the users, particularly women, children and members of other vulnerable groups, for example, appropriate lighting, segregation by gender, distance and accessibility.

**LATRINES IN URBAN SETTINGS**
It is often difficult or even impossible to dig latrine pits in urban areas during emergencies. Use of existing structures, chemical toilets or simple drop-hole latrines may often be the only practical initial options.

In planned camps with sufficient area, displaced communities will usually benefit from a proper site and camp set-up in line with international standards, including the WASH sector. In spontaneous camps, collective centres or urban areas the placement of latrines and WASH infrastructure can become particularly difficult. Lack of space, densely erected shelters or inadequate geological conditions often make it challenging to follow Sphere Standards. Camp Management Agencies and WASH providers must not only face the challenges of finding compromises between standards and circumstances, they must also make the resulting decisions known to all in a most transparent manner.

## EMPTYING AND DECOMMISSIONING LATRINES

Over time, all latrines will have to be emptied or decommissioned, a reality which must be considered when they are planned. If sufficient space is available, closing latrines, filling up the pits and constructing new ones is sometimes the best or only option. In locations with limited space, or in locations where the excavation of pits may be problematic, high water tables, sandy or rocky soils, raised or emptyable latrines may be required.

Either manual or mechanical methods of emptying latrines may be suitable, depending upon the environmental and social conditions. Vacuum tankers (gully suckers) can be used for removing soft materials and liquids, but they may not be available or may not be able to move close enough to latrine sites. Use of vacuum tankers is usually governed by strict laws as to where they may be emptied or flushed out. In all cases, the contents of emptied pits must be considered as extremely toxic and disposed of accordingly. If sufficient space is available, closing latrines, filling up the pits and constructing new ones is sometimes the best or only option. For very sandy soils pit latrines may have to be lined or other excreta disposal solutions sought. The WASH service provider together with the camp WASH Committees are usually responsible for monitoring how full latrines are getting, so that they can make timely plans for their maintenance or replacement.

## SOLID WASTE DISPOSAL

Solid waste refers to all non-liquid waste produced by households, market places, food distribution points and other sources. It does not refer to human excreta. Medical waste needs special consideration for its disposal. This is usually the responsibility of the health service provider or, through accord, the WASH service provider. Poor or no disposal of garbage and waste increase serious risks such as the pollution of surface water, groundwater and the environment in general. This is an ideal breeding ground for flies, mosquitoes or rats which can be vectors for various diseases.

**STANDARD FOR SOLID WASTE**
The Sphere Project's key standard for solid waste management aims to ensure that people have an environment acceptably free of solid waste contamination, including medical wastes, and have the means to dispose of their domestic waste conveniently and effectively.

**Commonly used solid waste indicators (Sphere, UNHCR)**

| Description | Indicator |
|---|---|
| Maximum distance from shelter to container or household refuse pit (metres) | 15 |
| Number of families per 100-litres refuse container | 10 |

Commonly used waste collection methods at households, market places, schools and other public spaces are:

- refuse pits, bins or containers for single households or groups of households
- communal pits and rubbish disposal sites for larger groups of households
- household or communal recycling bins.

There are four main techniques frequently used in camps for the disposal of solid waste:

- Burial of waste (also called sanitary land-filling or controlled tipping) in trenches or large pits is relatively simple but requires caution. Proper drainage is essential to avoid contamination of water sources. When drainage is not adequate, trenches may, sooner or later, become disease-carrying cesspits. Burial pits need to be closed safely with layers of soil when they are full. They should always be fenced off and placed at a safe distance from

shelter and WASH infrastructure.

- Burning or incineration is sometimes the only option when there is insufficient land available for burial. In this case, it should be done off-site since fire and smoke may pose serious hazards in a congested camp setting. Medical waste, however, should never be buried but only burned in a technically appropriate incinerator at health centres and under the supervision of trained medical staff.
- Composting is obviously useful for gardening and agricultural activities but difficult to implement in emergency situations. It may only be feasible in longer-term camps and where there is enough space in and around the camp. It requires specific technical knowledge, training and follow-up. Garbage must be carefully sorted. Larger composting sites and pits also increase the risk of fumes that can pose a health risk for the camp population.
- Recycling bins or designated collection areas for items such as tin cans, bottles, paper or plastic bags, established as soon as feasible, will prevent waste of potentially useful materials and reduce the overall volume of waste to be disposed.

When setting up a camp's waste disposal system, the WASH service provider and the Camp Management Agency should make sure that:

- All material and infrastructure, whether bins, containers, pits or incinerators, are of solid quality and safe for use.
- All sites and places for garbage and waste disposal are fenced off, particularly to protect children, and to keep animals away.
- In cooperation with the WASH committees and the camp population, daily work plans and schedules are established for waste disposal and control and maintenance of sites and pits.
- Roles and responsibilities have been agreed with the camp population and the WASH Committees, so that tasks are clearly distributed. It is recommended to draw up a formal ToR outlining these roles and responsibilities.
- Materials such as wheelbarrows and shovels are available for cleaning and maintenance.
- Reusable materials, such as from construction sites, are collected and given to those who can make use of them.

**NO WASTE AROUND!**
Waste lying around and not being disposed of creates a demoralising physical environment. A filthy, smelly and unhygienic camp will affect and damage the morale of people already facing many daily challenges.

## DRAINAGE

Effective drainage must be ensured to minimise the risk of flooding, and the degradation of environmental health conditions due to stagnant water, muddy living conditions or erosion. Drainage must be ensured to collect waste-water around infrastructure and to safely transport waste and rain water away from living areas. Ideally, a camp site is planned prior to the arrival of IDPs or refugees, preferably on sandy soil and a slightly sloping ground to facilitate drainage. Such sites may require only limited interventions to ensure adequate drainage throughout the camp. However, in sites on flat or steep terrain, effective drainage becomes paramount, but may pose a particular challenge.

**DRAINAGE STANDARDS**
The Sphere Project's key standard for drainage stipulates that people should have an environment in which health risks and other risks posed by water erosion and standing water, including storm water, flood water, domestic wastewater and wastewater from medical facilities, are minimised.

Effective drainage serves to:

- remove surface water from living areas
- prevent stagnant water, flooding and erosion
- ensure easy vehicular or pedestrian foot access at all times.

In urban contexts, activities may be limited to the clearing or repairing of existing sewerage and drainage networks. However, in semi-urban or rural contexts, existing drainage networks may be non-existent. Typically, the construction of drainage systems for roadways, rainwater and flood or erosion control are large scale and often require heavy or specialised machinery and are typically not the responsibility of WASH service providers. They should be planned and separately financed during the site-planning phase of camp set-up.

For more information on site planning, see Chapter 7, Camp Set-up and Closure.

Adequate camp planning is often not possible as displacement often happens unexpectedly. Depending on human and financial resources, and varying from context to context, the establishment and maintenance of a camp drainage system may fall under the responsibility of either the Camp Management Agency, the WASH service provider or even the national sanitation authorities, particularly in urban areas. Prior to implementation the Camp Management Agency should ensure agreement on respective roles and responsibilities between the stakeholders.

**COMMUNITY PARTICIPATION IN DRAINAGE ACTIVITIES**

Planning and implementation of a camp drainage system provide good opportunities for Camp Management Agencies and WASH providers to involve the camp population. Provided with appropriate tools and technical training, households can be made responsible for the maintenance of simple water channels around individual shelters. If needed, the host community should equally be involved in the planning as drainage systems may affect the environment around the camp.

In an already well-drained site, WASH service providers should systematically ensure adequate drainage to:

- protect WASH infrastructures from surface water. Water points can be contaminated by infiltrating surface water and without proper protection communal defecation areas can contaminate the environment.
- ensure the proper drainage of waste water for it can carry faecal contaminants, and standing wastewater can easily become a breeding ground for insects such as mosquitoes.

Where drainage networks exist, providers should ensure that individual WASH infrastructure drain into the broader network. Where this is not possible, infiltration is commonly used. Soil type will determine options for infiltration systems. Where soils, such as clay, are relatively impermeable, care is needed to ensure the effectiveness of infiltration designs so as to avoid the pooling of waste-waters.

**OPEN CHANNELS**

Often the only available play space, wastewater in open channels running through a camp's living quarters may attract children.

## DISPOSAL OF DEAD BODIES

The mortality rate in camps and camp-like settings is especially high when displacement is recent or basic needs cannot be addressed. Epidemics, diseases, malnutrition or conflict can rapidly increase camp mortality rates.

Burial is generally the best and simplest way to dispose of dead bodies, if culturally acceptable. When planning a camp, the relevant stakeholders, including the Camp Management Agency, should assign appropriate sites for graveyards and ensure corpses are buried at a sufficient distance from shelter, other infrastructure and groundwater collection points. Burial areas should be selected in close consultation with the displaced community, following as much as possible local customs and traditions. Usually elevated areas or hillsides are selected as it remains important to avoid areas prone to flooding, with high water tables or otherwise susceptible to contamination.
Burials are in every culture a sensitive and emotional event.

Whenever possible, humanitarian organisations should respect the displaced community's traditional methods of burial. The relevant service provider should support the relatives of the deceased person by making available technical equipment for grave digging and burial as well as burial shrouds.

Some cultures practice cremation. In camps and camp-like settings this may often not be possible due to a lack of space, fuel and adequate infrastructure. In such cases the Camp Management Agency, together with the representatives from the displaced community, need to find other solutions. Under circumstances of displacement people may be able to change their traditional habits.

**VOICE FROM THE FIELD - SPACE FOR BURIAL**

In congested spontaneous camps, burial becomes particularly challenging. IDPs in camps in Northern Uganda for example, had to live for many years in highly congested camps and were not allowed to move outside. Freedom of movement was largely restricted. Hence, they had no other solution than to bury their dead within the camp close to shelter and groundwater.

It is misleading to believe that dead bodies necessarily enhance risks of epidemics. They usually do not unless death occurred as a result of typhus, plague, cholera or haemorrhagic fevers such as Ebola. In these cases, dead bodies should be buried immediately and funeral gatherings limited.

**MORTUARY**

In large-scale emergencies it may be necessary to construct one or several mortuaries to facilitate identification of corpses. In non-emergency settings, a mortuary may also be required for families to conduct a wake and to deal with their loss. A mortuary should be a secure building consisting of four sections: reception room, viewing room, storage room for bodies not suitable for viewing and a room for records and storage of personal effects.

### VECTOR CONTROL

In tropical countries, malaria and diarrhoea are still the vector-borne diseases of greatest public health concern as they present a major risk of sickness and death. Malaria is transmitted by mosquitoes and diarrhoea may be transmitted by flies. There are other nuisance vectors that can transmit a variety of diseases in camps where people and animals may have to live together in cramped surroundings.

**Table UNHCR Handbook for Emergencies, 2007, page 275.**

| Vector | Risk |
|---|---|
| Flies | eye infections, diarrhoea |
| Mosquitoes | malaria, filariasis, dengue, yellow fever, encephalitis |
| Mites | scabies, scrub typhus |
| Lice | epidemic typhus, relapsing fever |
| Fleas | plague (from infected rats), endemic typhus |
| Ticks | relapsing fever, spotted fever |
| Rats | Rat bite fever, leptospirosis, salmonellosis, Lassa fever |

**VECTOR CONTROL STANDARDS**
The Sphere Project's key standard for vector control stipulates that people should have the knowledge and means to protect themselves from disease and nuisance vectors.

Prevention of diseases and control of vectors starts at the household level, but involves all camp sectors and will require medical assistance from specialists to determine an appropriate control strategy. Vector control strategies should focus on reducing the number and density of vectors, contact between humans vector breeding sites. Without active involvement of the camp population, the Camp Management Agency and the WASH provider may fail to ensure that vectors and vector-borne diseases are under control. Local knowledge and experience is important to identify seasonal patterns, typical vector-borne diseases and breeding sites. Physical control of vector-borne diseases involves all the measures and interventions outlined above which can be used to:

- set up camps and sites where the physical characteristics and the geology are appropriate. Swamps and wetland are to be avoided
- provide safe drinking water at maintained water points
- put in place, and maintain, a sound camp drainage system, so that stagnant water cannot become a breeding ground for mosquitoes
- clean and empty latrines and toilets properly and in a timely manner so that flies cannot lay their eggs and breed
- distribute safe and adequate storage facilities for households, such as containers and vessels
- dispose of garbage safely so that food can be protected against rats and other rodents
- keep domestic animals away from where people live, eat, wash or fetch water.

**INSECTICIDE-TREATED MATERIALS**
Particularly in high malaria risk areas, it may be necessary to distribute insecticide-treated materials such as mosquito nets, blankets, sheets or tents. Spraying of tents is an established method of preventing infections. Non-tented shelter covered with tarpaulins can also be sprayed.

Chemical control of vector-borne diseases is not the best option in camps but may sometimes be unavoidable. During diarrhoea epidemics space and shelter spraying may be effective in reducing the number of adult flies. Chemical control requires specialist technical follow-up. Concerned staff and camp residents need to be trained accordingly. The WASH provider needs to make sure that sufficient information is available about all chemicals used. Additionally, staff and camp residents need to be equipped and protected adequately when handling chemical substances.

**ADDRESS VECTOR PROBLEMS**
Certain measures to address vector problems may become counter-effective. For example, an increase in the rat population has been reported where stipends were paid for each dead rat delivered at a drop-off point. The camp population failed to see the rodent population as a vector and instead perceived the scheme as an income source.

## HYGIENE

### HYGIENE PROMOTION

Hygiene education and promotion are closely related to health and health education and is a crucial component of WASH activities. Whether in well-planned or in spontaneous and congested camps, it is essential for the residents to understand the direct impact that adequate hygiene will have on their physical well-being. The distribution of soap, sanitary materials or cleaning tools or the availability of latrines and garbage pits are one matter, their appropriate and regular use another. The Sphere Project defines hygiene promotion as "the mix between the population's knowledge, practice and resources, and agency knowledge, and resources which together enable risky hygiene behaviours to be avoided".

**HYGIENE STANDARDS**
The Sphere Project's sets two key standards for hygiene. They aim to ensure that people are aware of public health risks and the correct use of constructed facilities, have access to key items needed to practice good hygiene and are involved in their selection.

Broadly speaking, hygiene promotion is a planned, systematic attempt to enable people to take action to prevent or mitigate WASH-related diseases. It is integral to all elements of WASH programming. Being based on dialogue, interaction and partnership, hygiene promotion approaches and methods provide a practical way to facilitate community participation and accountability through:

- community participation: Consultation on the design of infrastructure, composition of kits and appropriate outreach activities will help to achieve acceptance and engagement.
- use and maintenance of facilities: Providing user feedback on design and acceptability, ensuring regular maintenance and laying the foundation for longer-term maintenance.
- selection and distribution of hygiene items: Consultation and communication on selected items and their use.
- community and individual actions: Use of mass media, community dramas and group activities for both adults and children, outreach networks for home visits and engagement of local leaders in order to achieve behaviour change.
- communication with WASH stakeholders: Training and collaborating with local cooperatives, groups, NGOs, authorities and other sectors.
- monitoring: Regular monitoring of hygiene practices, and levels of actual usage of and satisfaction with facilities and hygiene items provided.

For more information on community participation and monitoring, see Chapter 3, Community Participation and Chapter 5, Information Management.

**THE THREE WASH COMPONENTS ARE INTERRELATED**
Hygiene promotion can never be a substitute for proper sanitation and sufficient water supplies, for they are key to practicing good hygiene. Conversely, water and sanitation interventions without targeted hygiene promotion and education will not achieve their full intended impacts.

Hygiene promotion messaging should ideally:

- target a small number of the highest risk practices
- target the audiences with the largest influence on the risk practice
- identify motives for changed behaviour and use clear, simple and positive hygiene messages
- use a mix of accepted communication channels.

During the initial phases of a response, the priority focus of hygiene promotion will be on the prevention of diarrhoeal diseases through encouragement of:

- safe disposal of excreta
- effective hand washing
- reducing the contamination of household drinking water.

During this phase, hygiene promotion messaging is often limited to the use of mass media to rapidly transmit key messages.

**REACH ALL WITH APPROPRIATE COMMUNICATIONS**
When displaced communities originate from remote rural areas many, particularly women, girls and older persons, may lack literacy. Camp Management Agencies and WASH providers should be aware that written announcements or hand-outs often reach only a minority of literate males.

During later phases, the breadth of issues might be expanded to other environmentally-related diseases. A range of interactive platforms and approaches may be possible through engagement and partnership with local groups and actors. These could include:

- megaphones, radio/TV broadcast or public announcements
- posters, signs, paintings and cartoons
- meetings and focus group discussions
- celebrations, traditional and community events
- film and video presentations
- dramas, role plays, games and songs.

## HYGIENE ITEMS

Appropriate and acceptable hygiene items may be required to enable safe practices. Proper hand washing and personal hygiene is not possible without soap and water, nor is the safe storage of water feasible without appropriate containers. Consultation with all segments of the camp population is needed to determine priority items. Post-distribution monitoring should be systematically conducted for feedback on items distributed.

For more information on non-food items and their distribution, see Chapter 13, Food Security and Non-Food Items.

**COORDINATION CONCERNS**

Multiple sectors may be engaged in hygiene promotion related activities, and the Camp Management Agency will need to ensure coordination between:

- the education, health and WASH providers to harmonise hygiene messaging and materials
- the food security, shelter and WASH providers with regard to provision of hygiene items.

The Camp Management Agency should ensure agreement on respective roles and responsibilities and ensure conformity with national level guidelines from the relevant authorities or the national WASH cluster.

## CLEANING AND MAINTENANCE OF WASH INFRASTRUCTURE

Cleaning and maintenance of WASH infrastructure is not the most pleasant work, but is necessary. Latrines will not be used if they are not clean, and water points may break down if not properly used and maintained. To keep all WASH infrastructure in good and useable condition, the involvement and support of the camp population is essential. Generally, the WASH provider will establish WASH Committees to ensure the regular maintenance of WASH infrastructure. Any remuneration for such activities must always be determined in coordination with other sector providers in the camp.

The Camp Management Agency has overall responsibility for the physical infrastructure of the camp. Initially maintenance may need to be under the direct administrative and financial management of the WASH provider in order to ensure continuity of life-saving services. As the situation stabilises, community-based WASH Committees should be encouraged and supported to take an active and expanded role in operational and maintenance tasks. In later phases the longer-term administrative and financial management of regular operations and maintenance work may fall to either the Camp Management Agency, the WASH provider or in urban areas the national authorities. The Camp Management Agency must ensure that clear roles and responsibilities are agreed and communicated among stakeholders.

In order to set up a well-functioning maintenance and monitoring system the WASH service provider, the WASH Committees and the camp population need to agree on roles and responsibilities, rules and regulations. A daily work plan for maintenance activities and inspections of WASH infrastructure should be established. Any gaps should be reported to the WASH provider. The WASH Committees, guided by the WASH provider and trained accordingly, can be made responsible for sensitising the camp population on the proper use, cleaning and maintenance of WASH infrastructure. WASH maintenance programmes are also commonly used as employment opportunities for camp residents.

The Camp Management Agency's support and assistance will do much to assure that roles and responsibilities, rules and regulations are clear and agreed among all stakeholders including camp population, WASH service provider(s), WASH Committees and national authorities.

For more information on community participation, see Chapter 3, Community Participation.

## PERSONS WITH SPECIFIC NEEDS/PERSONS AT HEIGHTENED RISK

The concerns of camp residents with specific needs or those at heightened risk are frequently neglected or given insufficient priority. In a situation of displacement, this marginalisation may increase as the community will be under particular stress. Traditional social welfare structures can collapse and families may lack capacity to care for others. The WASH provider will generally consult with all segments of the camp population to ensure specific needs are identified and addressed. The Camp Management Agency should ensure that particular attention has been paid to the WASH concerns of these persons at risk. It is important to remember that:

- Women and girls are often responsible for fetching water for their families. Well-functioning and sufficient water taps and pumps, jerry cans and vessels will decrease the risk for women and girls fetching water outside the camp where it is difficult to offer them protection.
- Public WASH facilities should be well lit and safely placed, so that women and girls do not have to fear to use them in the night. Pathways to WASH infrastructure should be level so that people on crutches or in wheel chairs can use them.
- Design of latrines and other WASH facilities should consider the particular needs of small children and physically challenged persons. The WASH provider should design and construct special latrines and bathing facilities that are appropriate and allow these groups to use them safely and easily.
- When water for drinking or cleaning and hygiene items are in short supply, the WASH provider needs to make sure that supply is prioritised to persons with specific needs and those at risk. Babies, children under five, breastfeeding mothers and/or older persons will suffer first from a lack of basics, such as water or soap.
- Information campaigns should be launched to address common misconceptions in relation to sick persons, such as the belief that a person living with HIV/AIDS can contaminate shared water points through their physical contact with water. People need to be told that HIV/AIDS can only be transmitted through blood, sperm, sexual fluids and contaminated needles.

For more information on persons with specific needs, see Chapter 11, Protection of Persons with Specific Needs.

# CHECKLIST FOR A CAMP MANAGEMENT AGENCY

### Roles and Responsibilities

- ✔ Camp staff are trained in the protection and care of groups with specific needs and have signed a code of conduct.
- ✔ WASH issues have been incorporated into multi-sectoral assessments.
- ✔ Appropriate coordination structures have been established to ensure WASH is integrated into site planning and all public services and spaces.
- ✔ A sufficient number of WASH service providers are operating in the camp and a WASH sector lead is nominated.
- ✔ WASH providers have sufficient technical expertise, trained staff and good quality material available.
- ✔ Roles and responsibilities in the WASH sector are clarified and agreed upon by the Camp Management Agency, the WASH provider, the WASH Committees and the national sanitation authorities.
- ✔ ToR of WASH service providers and relevant authorities are fixed.
- ✔ The camp population is sufficiently informed about who is doing what, where and when concerning WASH activities.
- ✔ Concerned stakeholders have agreed on which international or local standards to apply in the camp WASH sector.
- ✔ WASH services and infrastructure have been set up according to standards, indicators and guidelines and are regularly maintained and monitored.
- ✔ An overall monitoring system of WASH interventions is put in place including coordination modalities to share information with the Camp Management Agency and all relevant actors in the camp.
- ✔ Work plans and data are shared.
- ✔ Services, gaps and needs are reported by the WASH service providers.
- ✔ The camp population, particularly women and girls, is fully involved in all aspects of WASH interventions, from planning and design to implementation and construction, to monitoring and coordination, to maintenance and cleaning.
- ✔ The Camp Management Agency and WASH provider use a community-based approach and support and promote the community's involvement through the camp WASH Committees.
- ✔ Local knowledge and experience is considered and used.
- ✔ The Camp Management Agency's and the WASH provider's staff behave in culturally appropriate and sensitive ways vis-à-vis the camp population.

### Water Supply

- ✔ The current water sources, inside and outside the camp, are known and mapped. Alternative water supply has been assessed.
- ✔ The level of the groundwater table is known and taken into consideration.
- ✔ The camp population has access to sufficient water of reasonable quality according to standards and indicators.
- ✔ Water points and sources are easily accessible, safe and protected.
- ✔ Water quality is regularly controlled and monitored.
- ✔ Particular attention is paid to good drainage around infrastructure for water supply.
- ✔ Water supply is organised based on assessment of short-term and long-term water needs.
- ✔ A contamination risk assessment for water and water sources has been carried out.
- ✔ If necessary, water has been treated accordingly to improve the quality.
- ✔ Camp residents have enough water storage facilities such as vessels and jerry cans.
- ✔ Agreements with the host community are made where water sources outside the camp are being used.
- ✔ Possibilities have been assessed whether and how the host community may benefit from camp WASH services provided.
- ✔ If water is rationed, the camp population is sufficiently and transparently informed about the reasons why and the alternative measures to apply.
- ✔ 4R Guidelines are applied.
- ✔ Persons with specific needs and those at risk are prioritised when water is scarce.

### Excreta Disposal

- ✔ A sufficient number of safe and culturally appropriate latrines, washing and bathing facilities, laundry and drying facilities are available.
- ✔ Sanitation facilities are placed safely according to standards.
- ✔ The availability of local materials for construction has been assessed.
- ✔ Women and girls have been involved in the design and placement of sanitation facilities.
- ✔ Camp residents feel comfortable with WASH infrastructure and know how to use and maintain it.
- ✔ All sanitation facilities consider the aspects of comfort, hygiene, safety, privacy and cultural appropriateness.
- ✔ Local traditional defecation practices are known and considered in relation to hygiene and safety.
- ✔ The capacities of latrines in relation to the disposal of human excreta have been previously considered during the planning phase.
- ✔ Latrines are regularly emptied. All WASH infrastructure is frequently cleaned and maintained, as appropriate.
- ✔ Latrines and open defecation sites have hand washing facilities.
- ✔ The soil conditions for on-site disposal of human excreta have been assessed.
- ✔ Open defecation sites are fenced off and designated at a sufficient distance from individual shelters, groundwater and public infrastructure.
- ✔ The camp population is sufficiently informed about the risks that open defecation may have.

### Solid Waste Disposal

- ✔ The local practices of disposing of solid waste are known and taken into consideration.
- ✔ The types of solid waste, such as domestic, commercial and medical, are identified.
- ✔ A regular and sound solid waste disposal system is established and monitored.
- ✔ Timetables and schedules for solid waste disposal are established in consultation with the camp population and WASH Committees. Mutual roles and responsibilities are clear.
- ✔ Rubbish sites, bins and containers are safe, designed and

designated according to standards and indicators.
- ✔ Medical waste is burned in incinerators under supervision of trained staff.
- ✔ Tools such as wheel barrows and shovels are available to collect and transport solid waste.
- ✔ Reusable material is collected, and given to those that can make use of it.

**Drainage**
- ✔ The camp site is generally clean.
- ✔ A technically appropriate drainage system has been established, ensuring the camp site is protected from standing wastewater and flooding.
- ✔ The drainage system is regularly maintained through the camp population and the WASH Committees.
- ✔ The slope of the camp site, the type of soil and the degree of infiltration are taken into consideration when planning and setting up the drainage system.
- ✔ Particular attention is paid to good drainage around WASH infrastructure.
- ✔ Tools and material are made available to the camp residents, so that they can protect their shelters and infrastructure from flooding and wastewater.
- ✔ The camp WASH Committees and the camp population are mobilised for cleaning and maintenance. Mutual roles and responsibilities are clear.

**Disposal of Dead Bodies**
- ✔ The mortality rate in the camp is known and monitored.
- ✔ Camp residents report all deaths to the local administration and the Camp Management Agency.
- ✔ Appropriate sites for burial and graveyards are fenced-off and designated at a safe distance from individual shelters and groundwater.
- ✔ Relatives of the deceased are supported with material for grave digging and burial as well as with burial shrouds.
- ✔ People who have died of typhus or cholera are buried rapidly.

**Vector Control**
- ✔ The local frequency of vector-borne diseases is known.
- ✔ Major vector-borne diseases are identified according to their level of risk.
- ✔ The camp population understands the relation between inadequate hygiene and vector-borne diseases.
- ✔ If chemicals are used for disinfection, they are known and adequately stored and used and concerned staff are thoroughly trained in how to do so.

**Hygiene Promotion**
- ✔ Major hygiene issues are identified and known.
- ✔ A strategy to promote hygiene is drawn up and hygiene education provided to the camp population.
- ✔ Clear and simple messages and information are provided to the camp population to promote hygiene.
- ✔ Women and children are involved in hygiene promotion to the maximum extent.
- ✔ Creative means, such as dramas, role-plays, cartoons and paintings are used to communicate with children and non-literate people.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

**General WASH**
- CARE, 2011. WASH Emergency Response Programming Guidelines
- Merlin, 2012. Water, Sanitation and Hygiene Guide
- OXFAM. Introduction to Contracting out PH Engineering Works and Contact Management
- OXFAM. Vulnerability and Socio-cultural Considerations for PHE in Emergencies
- The Sphere Project, 2011. The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response
- UN Refugee Agency (UNHCR), 2007. Handbook for Emergencies
- Water, Engineering and Development Centre, Loughborough University. Choosing an Appropriate WASH Technology

**Water**
- OXFAM, 2006. Water Quality Analysis in Emergencies
- OXFAM, 2008. Household Water Treatment and Storage
- World Health Organization (WHO), 2009. Delivering Safe Water by Tanker
- WHO, 2009. How Much Water is Needed in Emergencies
- WHO, 2009. Measuring Chlorine Levels in Water Supplies
- United Nations Children's Fund (UNICEF), 2007. Water Safety Plans

**Sanitation**
- OXFAM, 2005. Excreta Disposal For Physically Vulnerable People in Emergencies
- RedR, 2006. Latrine Decommissioning Training Notes South Asia Earthquake
- WHO, 2009. Planning for Excreta Disposal in Emergencies
- WHO, 2009. Technical Options for Excreta Disposal

**Solid Waste**
- OXFAM, 2008. Domestic and Refugee Camp Waste Management Collection and Disposal
- OXFAM, 2008. Hazardous Wastes
- WHO, 2009. Disposal of Dead Bodies in Emergency Conditions

**Drainage**
- OXFAM, 2008. Low Cost Drainage for Emergencies

**Vector Control**
- Global WASH Cluster (GWC). Reducing environmental impacts of vector control chemicals in emergencies

**Hygiene**
- GWC, 2009. Introduction to Hygiene Promotion

– Oxfam, 2008. NFI Distribution How to Guide
– WHO, 2009. Hygiene Promotion in Emergencies

## REFERENCES

**General WASH**
– Medécins Sans Frontières (MSF), 2010. Public Health Engineering in Precarious Situations
– Oxfam, 2003. Guidelines for Public Health Promotion in Emergencies
– RedR, 2002. Engineering in Emergencies: A Practical Guide for Relief Workers
– Water, Engineering and Development Centre, Loughborough University, 2004. Out in the Cold: Emergency Water Supply and Sanitation for Cold Regions

**Water**
– Water, Engineering and Development Centre, Loughborough University, 1997. Emergency Water Sources
– WHO, 2008. Guidelines for Drinking-water Quality

**Sanitation**
– International Rescue Committee (IRC), 2007. Sanitation for All?
– Water, Engineering and Development Centre, Loughborough University, 2007. Excreta Disposal in Emergencies: A Field Manual

**Solid Waste/Drainage**
– Peter Harvey, Sohrab Baghri and Bob Reed, 2002. Emergency Sanitation: Assessment and Programme Design

**Hygiene Promotion**
– GWC, 2009. Hygiene Promotion in Emergencies
– Kamal Kar, Robert Chambers, PLAN, 2008. Handbook on Community-led Total Sanitation
– Water Supply and Sanitation Collaborative Council, 2012. Hygiene and Sanitation Software: An Overview of Approaches

PHOTO: NRC

# CHAPTER 15
# SHELTER

## CAMP SERVICES

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Shelter is more than a roof. It is a means of ensuring people's rights to physical security, health, privacy and dignity. As such, it is an important component of protection.
- The Camp Management Agency, together with the Camp Administration, the Camp Coordination and Camp Management (CCCM) Cluster/Sector Lead Agency, must ensure that shelter programmes are closely linked to other services in the camp.
- The Camp Management Agency should recognise that shelter needs and usage change over time. People may need support to maintain, reuse and/or upgrade their shelter. Materials and designs should be durable and flexible.
- International shelter standards are helpful in providing guidance to help improve temporary housing/living conditions. Country level adjustments to international standards can be requested from the Shelter Cluster. Shelter design should be based primarily on the camp population's needs, cultural norms, the duration of use and national standards. Special attention must be given to the needs of vulnerable groups.
- Organisations implementing shelter programmes should assess which building materials and skills are used and are locally available for shelter construction. They should consider possible issues around their environmental sustainability and the consequences of increased material harvesting from the local area.
- It is important to incorporate risk management measures into shelter programmes. This can be done by reducing threat multipliers that can cause public health outbreaks, fire, violence, theft or damage from seasonal climatic changes and extremes of weather such as flooding and high winds. These risk management measures should contribute to avoidance of protection concerns and the risk of increasing the vulnerability of displaced families.
- The Camp Management Agency should not underestimate the need for strong technical support for shelter activities. The Camp Management Agency and shelter providers need to ensure that sufficient skilled staff is available for effective programme design, technical supervision of shelter construction and monitoring of usage and occupancy.

## INTRODUCTION

Shelter is a means of ensuring people's protection by responding to their rights to physical security, health, privacy and dignity. It provides a shield from adverse weather and a space to live and store belongings. Good shelter programmes can provide a family with a place in which to base livelihood activities and promote a sense of security whilst living in a temporary community.

**WHAT IS A SHELTER IN CAMP MANAGEMENT?**

A shelter is a «habitable covered living space, providing a secure, healthy, living environment with privacy and dignity to the groups, families and individuals residing within it.» Tom Corsellis and Antonella Vitale, Transitional Settlement Displaced Populations, p.411.

At the start of an operation, assess all options for sheltering displaced families, including options for sheltering populations outside of camps. If upgrading an existing camp or building, shelter providers and the Camp Management Agency should take time to assess what has already been built by the inhabitants of the camp or settlement. It may be more appropriate to consider repairing existing buildings, renting unoccupied structures or accommodating the displaced with host families. All options considered should have clear advantages and disadvantages to the overall operational objectives. Sound planning for a shelter project entails simultaneously meeting the needs of displaced families whilst mitigating and compensating for the negative impact their presence has on host communities.

**SHELTER IS MORE THAN A ROOF**

Remember that the physical components of a shelter programme include not only walls and a roof but also clothing, bedding and cooking sets and other non-food items (NFIs).

### VOICE FROM THE FIELD - SHELTER IN COLLECTIVE CENTRES

Immediately after the main displacement of the population in Gonaives, Haiti, following flooding in 2008, some internally displaced persons (IDPs) found refuge in tented sites, but the majority were hosted by friends or families and in larger buildings. A wide variety of buildings were used as collective centres, including hotels, warehouses, church halls and schools.

The needs for individual family dwellings will help to determine the scale and pattern of the camp site or layout of the collective centre. Settlement planning, shelter designs or required upgrades to collective centres must take into consideration the needs of host and displaced communities, the delivery and maintenance of other services, such as food and NFI distribution, other infrastructure and external logistics supplies. Overall, a clear site plan should be developed before starting construction activities or distributing materials. Site planning considerations need to be understood in relation to shelter and how people will live and use space within the camp.

### LAND NEGOTIATION

The way land has been negotiated and the early relationships that have been developed between the camp population and the host community will also have an impact on the running and management of a camp.

Even if in rare cases, optimally, camps are selected and designed before displaced people arrive. In some countries, the national authorities may have assigned certain buildings as planned collective centres for use as temporary shelter for displaced populations in case of natural disasters, such as cyclone, hurricane, storm and flood shelters.

More frequently, a displaced population will settle themselves in unoccupied buildings or land, before the Camp Management Agency is operational. Depending on the size of a self-settled camp, rather than building new structures, the focus may be on upgrading existing structures and the existing infrastructure, and to meet agreed national or international standards. IDPs can be moved in order to restructure the camp. Safety measures can be implemented to protect people.

The CCCM Cluster recommends the use of the minimum shelter standards as documented by Sphere and the Office of the UN Refugee Agency (UNHCR) for initial guidance. In the majority of instances it may be difficult to reach the agreed standards at the beginning of operations. Attaining optimal standards or living conditions may be a process that develops over time. Although minimum standards and associated indicators are meant to be universal, whether they can be delivered or not will depend much on local and cultural factors.

Shelter activities should be carried out by a specialised shelter service provider, in close collaboration with the Camp Management Agency, the CCCM Cluster/Sector Lead Agency as well as the Shelter Cluster/Sector.

### INDICATORS OF POOR SHELTER CONDITIONS

Increased rates of Acute Respiratory Infections (ARI), eye infections, and cases of scabies outbreaks are all indicators of poor shelter conditions within a camp. Monitoring health data of several camps can help to identify when regional or national issues are arising.

## KEY ISSUES

### ROLES AND RESPONSIBILITIES

The Camp Management Agency is responsible for coordination of all shelter interventions in camps in close coordination with the CCCM Cluster/Sector Lead Agency at inter-camp/regional level. This includes:

- supporting the CCCM and Shelter Clusters in ensuring that national strategies and standards are followed by all stakeholders in camps
- establishing a close partnership with shelter providers in camps
- assessing, identifying and ensuring response and follow up of all needs and gaps related to shelter within the displaced population
- paying special attention to vulnerable groups, for example persons with disabilities, female-headed households, teenage-headed households, older and sick persons
- monitoring shelter allocation to ensure that shelter delivery targets those with the most significant shelter needs
- ensuring that shelter provision is coordinated with other sectors within the camp
- considering possible complementarities with other programmes and sectors
- ensuring that actors engage in appropriate community consultation, mobilisation and that representative committees are established in support of shelter related activities, such as fire safety and the management of communal areas to reduce encroachment
- ensuring promotion of shelter safety and security within the camp
- coordinating all liaison, information-sharing and shelter-related advocacy with the Camp Administration and other relevant national authorities and humanitarian actors
- advocating towards the CCCM Cluster/Sector Lead Agency to ensure that details of programme implementation such as day rates, designs and material quality are consistent across all camps.

For more information on the roles and responsibilities of a Camp Management Agency, see Chapter 2, Roles and Responsibilities.

## PLANNING FOR SHELTER INTERVENTIONS

Shelter programmes in the camp context can roughly be organised into the following phases of response:

- preparedness/contingency
- emergency
- post emergency (transitional/temporary)
- care, maintenance and upgrade of shelter
- camp closure.

### PREPAREDNESS/CONTINGENCY

The Camp Management Agency should plan shelter options to address any increases in population over both the immediate and longer term. Options should balance considerations for the camp population such as time frames, costs and physical shelter needs and shelter-related protection requirements. Planning will help to ensure that reserves of appropriate shelter materials are available and access to additional land or buildings has been negotiated in advance of it being needed. Exit strategies should also be considered at this stage. The Camp Management Agency should:

- prioritise during preparedness activities negotiation of agreements regarding the use of land and structures
- consider shelter options beyond the initial influx. Careful selection of materials for initial distributions could allow them to be re-used in secondary shelter options if these options are considered in advance
- be aware that buildings suitable for use as collective centres have almost always been constructed prior to displacement and are usually not designed for use as accommodation. These may require significant and potentially costly preparatory work to make them habitable and meet structural safety standards appropriate to the local context and possible hazards, such as earthquakes. The cost and time to undertake such work is usually a key consideration
- undertake all shelter planning activities in coordination with other sectors
- in settings of protracted displacement, plan for a natural population increase in camps of between three and four per cent and allow room for family expansion
- resolve ownership issues before shelter construction begins.

**VOICE FROM THE FIELD - PREPAREDNESS ACTIVITIES**

**Prepositioning in Haiti**

After the earthquake of 2010, prepositioning of roofing, bedding and other NFIs in a disaster prone country was useful to initiate response to needs in spontaneous settlements.

**Evacuation Centres in the Philippines**

Evacuation Centres are pre-identified by national authorities and often the population displaced by floods seeks refuge in school facilities. In different responses to floods affecting the country, the population displaced inside classrooms has been transferred to tents and emergency shelters in school compounds.

### EMERGENCY SHELTER OPTIONS

Emergency shelter support must be designed for rapid implementation. In the initial phases of a response, or when there is strong pressure to ensure that camps remain a short term solution, tents or plastic sheeting are often distributed or public buildings are occupied with minor adaptations. However, it should be understood that displacement can often last for much longer than anticipated and many buildings will be required for their primary purpose. The aim of any emergency shelter support will be to provide immediate physical protection for the displaced from local climatic conditions.

**VOICE FROM THE FIELD - AVERAGE CAMP LIFESPAN**

In conflict and refugee situations, the average lifespan of most camps is 12 years, with many having been in existence for much longer. Some Palestinian refugee camps have been in existence for over 60 years. Camps tend to have a much shorter lifespan after natural disasters, although some may continue for several years.

### POST EMERGENCY (TRANSITIONAL/TEMPORARY)

Emergency shelter provision should be followed as soon as possible by programmes supporting the provision of shelter options that meet more than the basic survival requirements of the affected population. The term 'T-shelter' ('T' for transitional or temporary) is commonly used to imply that the shelter is moveable, adaptable and expandable. Materials such as plastic sheeting, tents or sticks/bamboo may, if appropriate, be re-used at a later stage in the transition to a more long-lasting, and ideally durable, dwelling. However, transitional shelter programmes imply that there is a vision of what and where the durable shelter solutions will be. This is often not the case in camps. If the shelters or materials provided during displacement are not intended to be used in any future

construction of a permanent dwelling, then these may be better described as temporary or semi-permanent shelters.

Within a collective centre this post emergency phase could entail further efforts to seal off and insulate the building along with repair works and progressive upgrades focusing on increased privacy, such as plywood walls, and improvement of services. Adaptations will be needed to address the requirements of individual families, to ensure the safety of the collective centre residents from possible fire hazards and to respond to the specific needs of vulnerable groups such as the construction of access ramps.

Investment in transitional or incremental shelter, rather than repeated emergency distributions, generally proves to be a better and significantly more cost efficient solution in the medium term.

**VOICE FROM THE FIELD - EXAMPLES OF EMERGENCY AND POST EMERGENCY SHELTER**

- **Guinea:** two plastic sheets were distributed to Ivorian refugee families. These lasted for about six months but there were only funds to replace the sheeting every one or two years. The refugees discovered that covering the sheeting with grass lengthened the life of the plastic sheeting by several months. When new sheets were distributed they also kept the old sheets underneath so that they had several layers which significantly improved its water proofing function.
- **Pakistan:** Tents were distributed with blankets, stoves and cooking sets. A few months after the earthquake, training was given on the correct set-up of tents and mobile teams were formed to help with tent set-up. People were able to relocate tents to the sites of their destroyed houses during the reconstruction phase.
- **Lebanon:** Owners of disused and unfinished buildings were provided with grants to undertake needed repairs and seal off structures, making them suitable to host displaced families.
- **South Sudan:** Displaced families were provided with kits of plastic sheeting, timber poles and traditional grass mats with which to construct shelters. Training was provided to ensure the most efficient and durable use of materials and vulnerable individuals provided with additional assistance.
- **Ethiopia:** A selection of durable shelters was prepared by shelter agencies and the final design selected by a committee that included camp representatives. The selected design was built in centralised workshops and erected by refugee cooperatives, providing income generating opportunities.

## CARE, MAINTENANCE AND UPGRADE OF SHELTER

Following the early stages of a shelter response, more durable shelters will be required to last for the duration of displacement. This is especially the case in areas with extreme temperatures, rainfall, snow and/or winds. A shelter built for short-term use usually is expensive to maintain over the longer-term, as well as not fulfilling the role of shelter in terms of providing privacy and dignity. Whenever upgrading shelters, consider the anticipated desired life span of both the shelters and camp.

Durable shelters should not usually be constructed in camps unless a long-term use and ownership are agreed and planned. An example of this is where buildings that are constructed could be handed over to the host population, or where buildings used as collective centres will be returned to longer term use after their occupation by the displaced.

Overcrowding and initial poor site planning can make it challenging to maintain and upgrade shelters at a later stage. However, upgrading of poorly constructed shelter is a priority for camp maintenance and may fall directly to the Camp Management Agency to organise.

**COMMUNITY ENGAGEMENT IN SHELTER MAINTENANCE**

Optimally, camp residents take on responsibility for maintenance and upgrade of their shelters. Sourcing of materials for such work needs to be suitably considered if collected in the local area so as to prevent environmental degradation or conflict with local communities.

The Camp Management Agency can initiate programmes by:

- assessing baseline conditions, including use of current shelters by inhabitants and the function of current shelters
- ensuring that Camp Shelter Committees survey and report on shelter status and needs
- establishing an efficient assessment and monitoring system for quick response and support
- establishing maintenance committees and building capacities amongst the agency's own staff and the displaced community
- ensuring availability and storage of maintenance equipment, tools and the most frequently needed materials
- resolving disputes over shelter and plot allocation within the displaced communities
- mediating disputes over shelter and plot allocation between the national authorities or host community and the displaced communities
- negotiating in IDP settings with national authorities and land-owners as to whether people are allowed to upgrade their shelters and plots. National authorities may have specific restrictions on IDP settlements
- ensuring that new arrivals are registered, shelter needs are quickly met and vacant plots are prepared and allocated
- identifying, and potentially removing, vacant shelters

- replacing old, damaged or destroyed shelters. It is often simpler to reclaim damaged materials. This will also avoid shelter inhabitants causing intentional damage in order to get new materials
- ensuring clear and transparent rules on when and under what conditions materials will be replaced
- ensuring community participation in maintenance activities and sensitising displaced communities to the importance of shelter maintenance.

**CAMP CLOSURE**

When closure of a camp approaches, the Camp Management Agency must prepare all stakeholders on the issue, in close coordination with the CCCM Cluster/Sector Lead Agency. In addition to all questions related to durable solutions for the camp population it is important to resolve in advance how to close programmes, address environmental concerns, what to do with various buildings and materials and how to address ownership of them.

At the time of camp closure, final ownership of structures and shelter materials will vary. Ideally, durable constructions are handed over to the host community, unless there is a default landowner. Where ownership will remain with those who lived in the shelters, this should be made clear at the time of distribution.

However, there are circumstances where the national authorities, Camp Management Agency and the CCCM Cluster/Sector Lead Agency may wish to retain materials or keep dwellings intact for future use. In collective centres the terms under which the building is returned to its owners should have been agreed before beginning initial works and operation. These terms may return the building to the owners, either with all infrastructure and subdivisions intact for their own usage, or with the building stripped back and repaired to its original state. Such clauses must be clearly stated in any agreements and handover signed off by owners and the responsible authorities to ensure all parties are satisfied.

For further guidance on environmental rehabilitation, see Chapter 6, Environment.

Arrangements should be made for:

- onwards transport of shelter materials to permanent settlement locations. This will often require vehicles to be provided, as housing materials are bulky. Groups with specific needs and more vulnerable groups will need support to disassemble, carry and reassemble housing materials
- disposal of abandoned shelter materials. Burning, burial and decommissioning are all options. Cleaning and environmental rehabilitation of the site will be harder to do if concrete and other durable shelter materials have been used in construction.

**VOICE FROM THE FIELD - PERCEPTION OF LAND OWNERSHIP**

In Kenya's Dadaab camps there were issues with the ownership of the land on which the shelters had been constructed. Refugees felt they owned the land and were thus free to sell or rent it out to fellow refugees or host families when they left the camp, mostly on resettlement. It should be clarified at the time of plot allocation that the plot reverts to the Camp Management Agency when a durable solution is found for the refugee. The resettlement agency and the Camp Management Agency had to establish procedures so that the names of refugees chosen for resettlement were communicated by the Camp Management Agency a few days in advance of the refugee departure so that they could take over the plot.

## TECHINCAL CONSIDERATIONS

### SHELTER STANDARDS AND INDICATORS

Any camp shelter intervention must include agreement on the amount of living space available per person or family. International minimum standards, indicators and guidance notes, such as those set out by Sphere and in the UNHCR Handbook for Emergencies, can provide useful guidance, but these are often misquoted. There is often confusion between standards and indicators. It is often forgotten that these are minimum standards and should only be used as guidance during immediate crisis situations. Usually the shelter coordination mechanism will need to agree on appropriate local standards to ensure that needs are met and that there is no conflict.

In any camp, the primary aim of the Camp Management Agency and partners should be to promote as high a quality of life as possible for the displaced population. The size of shelter provided to families should therefore be based more on people's needs, cultural norms, the duration of use and national standards, along with an assumption of incrementally improving standards of shelter.

Currently, no comprehensive internationally agreed standards exist specifically for collective centres. It should be noted that these often have increased chances of congestion and reduced privacy due to the complexity of adjusting buildings for mass habitation. The uncertainty over unclear or inconclusive standards in these settings can lead to disregard by some actors of their responsibilities to exceed emergency standards when this is possible.

**VOICE FROM THE FIELD - ADAPTING STANDARDS TO DO NO HARM PRINCIPLE**

In Port au Prince, Haiti, in 2010, conditions in camps were very crowded. Insisting on 18m$^2$ shelters would have led to evictions, so smaller shelters were deemed acceptable on a temporary basis.

### SIZE OF SHELTERS

Sphere shelter and settlement standard number three specifies that people should have sufficient covered space to provide dignified accommodation, undertake essential household activities and support livelihoods.

- The Camp Management Agency needs to be pragmatically aware of social dynamics and be prepared to make exceptions.
- Shelter programmes and NFI distributions might be conducted on the basis of a western model of a nuclear family of four or five people. However, family sizes may vary significantly, as well as change over time. Strictly following an approach of one family/one shelter can lead to situations where a single individual can have the same size shelter as a family of 12.
- In many cultures families of multiple generations or siblings may traditionally live together in extended families, sharing their lands, homes and resources. In a displaced setting these extended families provide strong mutual support and coping mechanisms which should be maintained if at all possible.
- Complications may arise with polygamous relationships where several wives may be registered as belonging to the same family. This can lead to significant social and privacy issues if all are forced to live in the same house.
- In some countries, religious and cultural considerations may require that certain male and female family members above certain ages are permitted only limited interaction. This may impact on how shelters can be used and should be a consideration, especially during design and allocation phases.
- A marriage or a divorce may mean that families are forced to live in closer proximity than they would wish. In the case of divorce, the women and children are the most likely to be made homeless and Camp Management Agency intervention or support may be required.
- Some groups, for example people with disabilities, may have specific requirements around design or access.

**VOICE FROM THE FIELD - ASSESSMENT OF FAMILY COMPOSITION**

In Sierra Leone some marriages of convenience took place so that people could qualify as a new household and receive larger family-size shelters. This led to protection issues where women were forced into marriage.

To avoid similar situations, the Camp Management Agency must ensure that inter-personal relations and family compositions are assessed closely.

**VOICE FROM THE FIELD - SHELTER SIZE ACCORDING TO FAMILY SIZE**

In Ghana a plot and shelter distribution protocol was defined and shared with field staff and the Camp Management Agency. Various sized families received different sized shelters. Single people and families with two people were invited to combine so that a minimum of four persons were allocated a plot and shelter. Families with between five and seven people received a standard plot and a shelter of 24m$^2$. Families with more than seven members received two or more shelters and plots.

### DIVISION OF INTERNAL SPACE

Within individual shelters internal subdivision should be provided, particularly where men, women and/or children traditionally sleep in different rooms. Note that in some contexts it is common for extended families to combine and share shelters, allowing men and women to sleep in separate shelters or to split sleeping arrangements by age.

In collective centres and other mass shelters, partitioning of large areas into family units will be one of the primary activities and should encourage the grouping of extended families. Internal layout should promote division of household and personal space. The materials used to partition collective centres need to provide as much sound insulation as possible to give families some degree of privacy from their immediate neighbours.

### SHELTER AND VULNERABILITY

Vulnerable groups within the camp population will need particular support in constructing and maintaining their shelter. The Camp Management Agency should carefully monitor the selection of these individuals to reduce risk of their marginalisation. It is important to carefully monitor their specific needs. Guidelines should be developed for assisting them during:

- distribution and carrying of shelter materials to plots, as shelter items tend to be heavy
- construction and maintenance of shelters as this can be a physically demanding activity.

Assistance to vulnerable groups can be organised in collaboration with volunteers, shelter committees or through hired labour.

## TYPES OF SHELTER ASSISTANCE

Some different types of shelter response in camps are listed below. These may need to be combined as circumstance dictate, such as when materials are not locally available. People may find their own out-of-camp shelter solutions, including renting, staying with host families and other informal arrangements, and should be supported whenever possible.

The Camp Management Agency should ensure consultation and the establishment of committees along with the training of camp residents to monitor shelter needs, supervise shelter construction, materials delivery and to prepare for and deal

with fires, flooding and other hazards.

- Roof and covering
  - Plastic sheeting: used as an emergency measure, to provide physical protection from the weather, can be used to make tent like shelters or for sealing off or dividing existing buildings. Insisting on better quality will reduce the regularity of replacement.
  - Tents: used primarily in emergency phases, like plastic sheeting, have a limited lifetime.
- Material support (NFIs)
  - Clothing, bedding and other NFIs: are the most essential commodities to meet personal needs. To reduce dissatisfaction among camp residents, Camp Management Agencies should aim to coordinate and standardise the quality of items, both within the camp and with the host community, and between distributing organisations. Where markets exist, and have the supply capacity, vouchers or cash can be provided as alternative.

**DISTRIBUTION OF SHELTER NFI**

Distributions of shelter NFIs, such as plastic sheeting and fixings, will depend on the context and the quality of the materials. Distributions will have to be repeated every twelve months or less if the population is not permitted or able to upgrade their shelters.

For more information on food distribution and NFIs, see Chapter 13, Food Security and Non-Food Items.

It is important to:

- support people to maintain, repair, modify and improve their shelters, through materials, construction teams, cash or other means
- where possible, use vouchers instead of delivering materials, allowing camp residents to redeem them with designated traders. This can help people to receive what they actually need to construct their dwellings. However, schemes depend on the capacity of traders and can create a secondary currency
- consider using cash distributions instead of distributing materials and to pay for locally sourced labour. Cash is given so that people can identify and source what they need. Cash is more common as a shelter intervention with dispersed populations, rather than for those in formal or urban camps
- provide rental support, for example, in small collective centres or settlements. Support with rental costs may be more common in dispersed settlements than in camps
- provide common building materials, where shelters are constructed for or by the residents
- provide additional items as return kits, such as vouchers or cash, when people leave camps
- offer training programmes in conjunction with constructing the temporary house. In addition to construction techniques they can include fire and flooding risks and tent erection.

**FACTORS INFLUENCING SHELTER DESIGN**

Shelter design will depend upon many issues, such as:

- local climate, including seasonal variations and weather-related hazards
- what people need
- what people are able to build
- what kinds and volumes of materials are available and any environmental concerns related to the harvesting of these
- levels of available funding
- the anticipated or realistic timeframe of displacement
- demographic and cultural norms of displaced people
- what types of buildings the host population live in.

**ENCOURAGING COPING STRATEGIES**

Remember, even individuals or groups needing assistance are not helpless per se. Displaced persons may have lost their homes and belongings but have not lost their skills and experience. Take care to support and optimise the coping strategies of all groups' including persons with specific needs.

For more information on protection of persons with specific needs, see Chapter 11, Protection of Persons with Specific Needs.

## CONSTRUCTION MANAGEMENT

All construction, whether for the upgrading of existing buildings or the delivery of shelter, schools, clinics or technical infrastructure, requires suitably qualified technical staff for supervision. The methods that are selected in organising and managing shelter programmes should involve the displaced and host communities through focus groups and Camp Shelter Committees. The policies and methods of implementing shelter programmes in camps will depend on the nature of displacement, national authority policies, local context, availability of building materials, local ways of building, availability of qualified staff, and skills within the displaced and host community. The Camp Management Agency should be aware of some options to implement shelter programmes. Some are listed below.

### DIRECT IMPLEMENTATION

The organisation responsible for shelter directly manages the construction process, employing and supervising the labour force. This requires significant levels of staff management time and qualified supervisors who can oversee all aspects of the work. These types of programmes can lead to a lack of ownership for residents because they put the focus of accountability for construction on the implementing organisation.

### CONTRACTING

The organisation responsible for shelter employs a contractor or partner organisation to undertake all aspects of the work, including all staffing and procurement. Contracting requires skilled staff to monitor the ongoing construction works for quality and to sign off at pre-agreed construction milestones, for example foundation, lintel and roof. It can also lead to a lack of ownership for camp residents due to reduced opportunities for participation. Contractors may not be bound by ethical considerations around sourcing material or labour.

### SELF-BUILT OR COMMUNITY-LED CONSTRUCTION

When community members build their own shelter this may either be unpaid or paid, in cash or food, depending upon capacities and complexity of the shelter. This technique can be particularly effective for simple and traditional shelter designs and with communities accustomed to constructing their own shelters. It is not suitable for complex structures, such as those made from reinforced concrete, that only a few community members in the building trade would know how to construct. Supervision and support is required and identification and support for vulnerable camp members is critical.

When planning self-build approaches, consider aspects of culture such as traditional gender roles in construction and how these are impacted by the different priorities and contexts found during displacement in camp-like settings. Women are often overburdened with family responsibilities, like water collection, and it may be difficult for them to also contribute to construction in traditional ways whilst some male construction responsibilities may be provided by shelter agencies. Care must be taken to balance active participation with avoiding the risk of reinforcing traditional gender roles.

Collective centres may involve larger buildings which require civil engineers to review their structural safety, especially in locations prone to natural hazards. Providing appropriate shelter is a challenge due to the limited flexibility for improvements to pre-existing collective centre structures.

### USING AND MANAGING TECHNICAL CONSTRUCTION EXPERTS

For certain tasks related to shelter provision, technical experts may be required. If in doubt about a technical issue related to safety of shelter, the Camp Management Agency should ensure that suitable specialist advice is sought. This is particularly the case in relation to multi-storey structures and larger collective centres.

Be aware that there are many different types of technical experts with specific skills which may be needed at different stages of a shelter programme. The experts most used in shelter programmes include:

Civil engineers deal with the design, construction, and maintenance of the built environment including works on roads, site infrastructure and buildings.

Structural engineers deal with design and analysis of buildings from a safety perspective.

Architects are trained in the planning, design, and oversight of building construction.

Quantity surveyors are concerned with construction costs and contracts.

Construction managers are usually responsible for the planning, coordination and control of a construction project.

These different forms of expertise will not all be required in any given programme but awareness of when these skills may be required is essential. Examples when technical staff may be required:

- during shelter programme set-up, implementation and monitoring
- when detailed construction projects or building plans need to be drawn up for more durable shelters, upgrades of existing buildings or major infrastructure buildings. Check that the local construction industry is capable of building what is designed
- when a supervisor assists to monitor and oversee construction contracts.

**ANTI-CORRUPTION STRATEGIES**

Corruption is always a problem where commodities are being used, people are being contracted or distributions are being made. It can occur in all aspects of camp life from for example the formation of camp committees to the selection and registration of camp residents. In the case of shelter programming, it should be tackled together with the shelter provider. Some anti-corruption strategies include:

- **Deterrence:** discouraging corrupt behaviour by imposing penalties. Appeal to the existing legal system and use local internal investigation and dismissal mechanisms
- **Protection systems and procedures:** to minimise opportunities for corruption to develop. These may include logistics and accounting systems, tender procedures, audit functions and monitoring and management procedures
- **Acceptance:** relates to the way humanitarian agencies are perceived by the communities in which they work and includes strategies to command local support for aid interventions through increased information and camp residents' involvement. It is not about the acceptance of corruption, but about how gaining the communities' acceptance and support of the agency may prevent corruption.

A combination of these approaches is probably the best way to combat corruption in a camp setting.

## INFRASTRUCTURE SERVICES

### NUMBERING SHELTERS

When engaged in shelter management it is recommended that the Camp Management Agency, in collaboration with the shelter providers, number the shelter according to an agreed system. Numbering shelters helps to:

- clarify who is registered as being in the camp
- identify families
- trace camp residents, especially if residents are linked to the number of the house in which they live.

Data can be held in a secure spreadsheet or in a Geographic Information System (GIS) and be used to track information related to damage, improvement works or specific issues, such as disease outbreaks. Frequent updating and maintenance of such information is essential for it to remain useful.

To identify individual houses/shelters and the blocks they belong to, shelters should be numbered in a logical order and blocks should be marked by letters or symbols. Permanent paint can be used.

In complex environments people may be reluctant to have their shelters numbered due to security concerns. Sensitivity is thus required on numbering and use of related data.

For more information on numbering shelters, see Chapter 7, Camp Set-up and Closure.

**VOICE FROM THE FIELD - CONFLICT SENSITIVE SHELTER NUMBERING**

There may be some issues with the colour of paint used. In El Geneina, West Darfur, the Camp Management Agency learned that red was traditionally used by factions opposed to people in some of the camps.

### ELECTRICITY/LIGHTING

Electricity supply is often too expensive to maintain and install and may make the camps more permanent than desired. However, there are many circumstances where it has been provided. Usually it is the responsibility of the national authorities or official electricity board to install and maintain. If there are electricity grids in or near the camp, people may tap into the electricity supply which has cost implications for the supplier. More critically, such connections or the use of portable household generators can lead to safety issues.

Solar technology is becoming increasingly accessible and in some settings may provide more affordable and sustainable access to basic electrical needs such as lighting and the charging of mobile phones. Distribution of solar panels and lamps is becoming increasingly common in humanitarian settings and may potentially contribute to addressing a number of important needs related to education, allowing people to study in the hours of darkness, and protection, reducing places for potential attackers to hide. In camps where electricity is available the Camp Management Agency needs to:

- ensure that a professional electrician has checked camp wiring to reduce risk of electrical shocks or fires
- monitor illegal connections and ensure that clear mechanisms exist for payment for legal connections
- check domestic wiring arrangements and ensure that bulbs are not too close to flammable materials, such as thatch roofs, canvas or blankets
- monitor if any families in the camp have acquired their own generator/other electricity sources. If necessary, carry out awareness raising on issues such as the safe storage and refilling of fuel containers and the proper venting of exhaust gases.

### GAS/KEROSENE/DIESEL

Gas is sometimes provided in canisters for cooking and in cold climates, along with diesel or kerosene for heating. If highly combustible fuels are used within a camp then canisters and fuel containers must be stored outside shelters to avoid dangerous fumes. Additional fire safety measures may need to be put in place along with security considerations to prevent theft.

On the rare occasions where piped gas is used, ensure that professional technicians check installations. Depending upon agreements, the Camp Management Agency may need to monitor usage.

## RISKS

Risks represent a combination of threats, such as flooding of shelters, with the likelihood of exposure to high risk where there is no drainage. Exposure may be increased by factors, such as poor site selection, for example if a site is located in a flood plain. Ideally, the Camp Management Agency and the Camp Administration along with other stakeholders should undertake multi-hazard risk assessments as part of any planning process at camp level, in coordination with the CCCM Cluster/Sector Lead Agency doing a similar exercise at inter-camp/regional level.

Localised risks related to shelter are often well represented in the local vernacular (traditional) architecture. Where possible, such design and material usage should be considered and improved upon to reduce the exposure to risk of the displaced population. Proper maintenance is required to ensure that shelters exposed to localised issues are better able to withstand their effects and therefore aspects of risk do not increase with time.

### COLD CLIMATES/WINTERISATION

Even in desert environments which may be hot during the day, temperatures can fall dramatically at night and there may be significant seasonal climatic variations to consider in shelter planning. Cold seasons are associated with a general rise in mortality rates through increased cardiovascular complications and respiratory infections.

There are additional rises in the incidence of fire injuries, respiratory infections and eye infections due to the effects of heating and indoor cooking. Where the supply of heating fuel is possible, appropriate logistical and safety protocols must be in place to ensure the safe movement and storage of flammable commodities. Communication with camp population around the regularity of fuel replenishment as well as suggested usage patterns is advised so as to promote conservative use. Cold weather priorities are:

- keeping the space next to the skin warm and dry (clothing, bedding, blankets, mattresses and roof)
- keeping the immediate environment warm by maximising insulation and minimising drafts by sealing gaps or reducing wind chill with low solid walls.

In order to support camp residents in cold climates, the Camp Management Agency can:

- ensure that families have sufficient plastic sheeting, blankets or other materials to block draughts and insulate living areas. This is essential to improve ambient air temperatures and thermal comfort especially where limited fuel is available for heating. Conversely, reduced air flow can lead to a spread of respiratory infections such as tuberculosis. Extremely high ventilation rates are required to reduce transmission rates of respiratory diseases, and are not practicable without allocating major fuel resources for heating
- negotiate with land owners and Camp Administration for solid low level walls to be built around the shelter from mud or other materials to reduce cold draughts at floor height and to shield doors. If viable, ensure that sufficient water is available for construction of these walls, and if necessary loan basic tools to camp residents
- coordinate with the WASH agency on winterisation of water supply and access roads
- ensure that camp residents have access to sufficient food supplies as they require more calories in cold weather. It is useful to get technical support from a nutritionist if in doubt
- consider constructing communal heated areas, potentially separating men and women. For instance, communal ablution blocks providing hot water for a few hours a day will promote continued hygiene
- coordinate to provide families with additional fuel to support heating requirements.

### SNOWY WEATHER

Heavy snow can cause shelters to collapse and disrupt deliveries to camps. The Camp Management Agency should ensure camp population and committees are prepared for heavy snow falls prior to the onset of winter. What the Camp Management Agency can do, to prepare for snow falls in tented camps:

- form teams with staff members or through camp committees in preparation for snowfall
  - send the team around camps to ensure shelters are correctly braced/erected and tighten guy ropes on tents and ensure the canvas is taut
  - explain to families the need to brush snow from shelters regularly as it falls, even if it is at night, to reduce the weight on the shelter
- prepare additional emergency shelters in case of collapse
- coordinate with WASH providers to ensure drainage is in place to prevent flooding from snow melt
- consider distributing additional rope or fixings to secure structures or plastic sheeting to keep structures dry and help snow to slide off
- be aware that tents or shelter could collapse onto fires or heaters, so ensure there are no open fires in tents/shelters and that stoves are under protected roofs which will not fall.

### HOT WEATHER

In hot weather, shade and ventilation are essential. The use of materials such as thatch, banana leaves or reflective paint on roofs helps reduce temperatures inside shelters and should be encouraged. Shade nets can also provide a well-ventilated solution that is preferable to plastic sheeting. Additionally the Camp Management Agency should:

- encourage shelter providers to use improved ventilation, external shaded areas, awnings or higher ceilings
- support camp residents to build awnings and make other improvements
- encourage the planting of fast growing foliage around shelters to provide shade
- consider whether electric fans may be appropriate.

### WIND/TYPHOONS

High winds such as those associated with typhoons or seasonal storms can destroy shelters. Practical advices for a Camp Management Agency in preparedness for strong winds are:

- conduct a structural assessment of shelter in camps and collective centres. If there is no qualified staff, bring in engineering support
- act on the outcomes of the assessment and, if time allows, modify shelter designs, ensuring that any upgrades will not make the hazards worse
- ensure loose materials, especially corrugated iron/tin sheeting are secured, as they can be dangerous in high winds
- consider distributing additional rope, roofing nails and other fixings before winds are due
- bring in structural engineers to check common failure points, poor connections between roofs and walls, lack of diagonal bracing and poor foundations
- attach thatch and roofing materials with rope
- ensure ropes on tents and other temporary structures are well-secured and tight to prevent structures from flapping in the wind
- put in place fire controls during periods of high wind to prevent airborne embers from fires.

### RAIN/FLOODING

The best way to avoid risk of flooding is through good site selection and planning.

For further information on site planning, see Chapter 7, Camp Set-up and Closure.

As much as possible, organise plastic sheeting distributions, replacement and roofing repairs for non-waterproof shelters in the months before rains are due. Additionally, much flooding prevention is connected to maintenance of drainage ditches and irrigation channels. If a site survey prior to the rainy season indicates that shelters fall within flood risk areas, it may be necessary to move them. If there is no other option elevated platforms should be considered. Practical advices for a Camp Management Agency in preparedness for flooding are:

- maintain a stock of tools (shovels, pick axes) and sand bags, such as empty food sacks, for emergency earthworks that can either be loaned to camp residents on a daily basis or through the Camp Maintenance Committee
- explain to each family that they should raise floors and dig their own shelter drainage in advance of the rains. This can be linked to care and maintenance programmes or be organised by a WASH agency
- ensure that individual shelter drainage ditches connect to a site drainage system and do not flood the shelters of neighbours
- provide physical support, or encourage the community to provide support, to dig drainage or raise floors, for vulnerable individuals
- identify areas of the camp, prior to rainy seasons, that are prone to flood and seek engineering support to re-engineer the land to improve drainage or to advise on relocation due to flood risk
- assess shelters that are likely to leak
- prepare materials such as plastic sheeting and fixings or tarred tape to repair roofs
- provide gravel for drainage ditches, noting that in areas with very high rainfall cement drainage may be required
- work on a triage principle for facilities when planning in flood areas, allowing least important areas to flood first.

### EARTHQUAKE

If in doubt about the seismic resistance of shelters in a camp, and especially in collective centres, a structural engineer should be employed to assess the structures and suggest improvements. Where earthquake or aftershock risk is high, consider hiring an engineer to assess the safety of existing buildings before using them as collective centres. Generally, lightweight and well-braced structures are less likely to cause injury. The Camp Management Agency should remember that:

- during site-planning, shelters must not be put on steep slopes or land prone to slippage or liquefaction in an earthquake
- where earthquake risk is high, people should be encouraged to store heavy objects and jars nearer the ground where they cannot fall on heads
- when an earthquake occurs, people need to be trained to move away from buildings where roofing tiles and glass could fall from above
- in collective centres, information campaigns should be run to train camp residents on earthquake drills and evacuation protocols.

### TERMITES AND VERMIN

Techniques to protect shelters against termites and vermin include:

- procuring pre-treated materials, especially timber, to resist insect attack or treating timber poles (for example with sump oil) after wood has been cut, but before construction
- sealing holes and other places where pests can gain access
- keeping food in sealed, pest-proof containers
- removing rubbish and other material that might provide food or nesting material
- maintaining individual shelter drainage ditches and filling holes in mud block production areas to reduce standing water
- maintain and update shelter data (house registration and numbering, distributions, repairs, cost estimates for upgrades and other planning data) that can be shared with others. This information can be cross-referenced in the event of a health outbreak or used to treat specific problems associated with pests that may develop in certain sections of the camp.

For more information on hygiene, vector control, drainage and WASH infrastructure, see Chapter 14, Water, Sanitation and Hygiene.

## FIRE

Fire can be a significant cause of injury, death and loss of property in a camp setting. Plans must be in place to ensure prevention and preparedness. As much as possible, these plans must be shared with the camp population so that people know what to do in case of fire. Committees should be appointed to be responsible for fire prevention, preparedness and fire response. Advice for the Camp Management Agency on dealing with fire risk:

**Prevention**

- ensure there are regular firebreaks to be maintained by the Camp Management Agency
- ideally, the space of shelters should be at a minimum of twice their height apart – and more when roofing is made of flammable material such as thatch
- prohibit open fires or bare flames inside shelters unless in a well-contained area. Note that national policies on this may vary. Where culturally appropriate, and for collective centres, communal cooking facilities or designated areas should be encouraged
- regulate where cooking fires are allowed in dry seasons
- remind camp residents to never leave flames, including candles, unattended
- provide sensitisation training on the risks associated with smoking inside or near shelters
- ensure stoves do not touch or adjoin flammable walls and that chimneys project through a solid wall or through a fire-proof plate
- ensure electric light bulbs and any electrical connections are at least 20 cm. from tent canvas or other flammable materials and regularly inspect electrical wiring
- ensure fuel for cooking/heaters/generators is stored away from sources of ignition.

**Preparedness**

- provide fire stations with buckets with small holes to reduce risk of theft, sand, fire beaters and fire extinguishers
- collective centres especially must have clearly marked and well maintained escape routes. Where possible, fire doors and alarms should be fitted
- provide a fire bell to alert other camp residents to large fire outbreaks
- enforce firebreaks, and keep them free of debris
- ensure fire stations are equipped to help deal with fires
- set up community fire committees to train camp residents on preventing and dealing with fires and on evacuation protocols from collective centres or other high density settlements
- note that spraying water will only cause kerosene fires to spread
- establish a roll call for collective centre residents.

**In case of fire**

- check that there is no-one inside the shelter/tent. If possible, knock it down to help prevent the fire from spreading
- remind the camp residents of the «stop, drop and roll technique», if your clothes are on fire, stop where you are, drop to the ground and roll to extinguish the flames.

**In case of burn casualties**

- cool the affected area with cold water or a wet towel immediately
- protect the burn with a clean cloth
- seek medical help as soon as possible
- keep burn victims warm.

**UNHCR 2007 FIRE SAFETY STANDARD**

"If space allows, the space between individual buildings should be adequate to prevent collapsing, burning buildings from touching adjacent buildings. The distance between structures should therefore be a minimum of twice the overall height of any structure. If building materials are highly flammable (straw, thatch etc.) the distance should be increased to 3–4 times the overall height. The direction of the prevailing wind should also be a consideration."

**VOICE FROM THE FIELD - REDUCING FIRE RISK IN PUNTLAND**

In Puntland, Somalia, the scale of fires was reduced through site planning, replacement of the most flammable shelters, establishment of fire points, construction of household cooking areas and the establishment of fire committees who maintained fire lanes and improved site cleanliness. Shelter kits were held in storage to rapidly support households whose shelters had burned down.

## THEFT AND SECURITY

Practical tips to consider are:

- provide door and window locks to safeguard possessions and ensure security
- negotiate with land owners/authorities so that people are allowed to build fences around their plots if they wish to do so, and if there is enough space
- create material distribution programmes which encourage flexibility and camp resident's choice on how to assess and deal with security threats. Informing the authorities and donors of this policy will make it easier for partner organisations to obtain funding. For example, clarify if camp residents take plastic sheeting distributed for shelter but instead use it to protect their livestock
- if environmental resources and the political environment allow, encourage families to upgrade and make their shelters more private in ways that are most culturally acceptable to them. Even a plastic sheet or grass wall can help to make people feel more secure and help reduce theft.

For more information on security, see Chapter 12, Safety and Security.

# CHECKLIST FOR A CAMP MANAGEMENT AGENCY

### ASSESSMENT AND COORDINATION

- ✔ A national/regional shelter coordination mechanism has been established and has active members in the camp.
- ✔ Baseline data are available on the affected population and hazards.
- ✔ Shelter and settlement options, risks and vulnerabilities have been identified.
- ✔ A shelter contingency plan has been designed to inform the response.
- ✔ Initial assessment information has been identified and analysed.
- ✔ A shelter/non-food items inter-agency assessment has been planned or conducted.
- ✔ Other feasible settlement options such as rental have been considered.
- ✔ A coordinated and realistic site plan is in place before building begins.
- ✔ There is a water and sanitation plan for the camp, including water supply, site drainage, hygiene promotion and solid waste disposal.
- ✔ Site selection has taken place to ensure that the camp is located away from insecurity and safety threats such as conflict areas or landslides.
- ✔ The impact of displaced populations' presence on host communities has been assessed.
- ✔ The material, financial and human resources of the affected populations to meet some or all of their urgent shelter needs have been identified.

### DEMOGRAPHICS

- ✔ The number of people comprising a typical household, disaggregated by gender and age, is known.
- ✔ The number of people, disaggregated by gender and age, who do not form typical households, such as unaccompanied children or particular minority groups with household sizes, is known.
- ✔ The number of households in the camp who lack adequate shelter has been identified.
- ✔ The number of households that can be assisted to return the site to their original homes or to find shelter with host families has been identified.

### RISK AND VULNERABILITY

- ✔ The issue of family and individual privacy has been taken into account.
- ✔ Programmes have been planned enabling people to live in dignity and to provide care and protection to their families.
- ✔ There is no immediate risk to life due to inadequate shelter, clothing and bedding.
- ✔ Particular risks for vulnerable individuals, including women, children, unaccompanied minors, persons with disabilities or those with chronic illnesses, due to the lack of adequate shelter have been identified.
- ✔ The potential risks for conflict or discrimination among or between groups within the affected population have been identified.
- ✔ Monitoring is in place to find out if the occupants are affected by violence or subjected to harassment, when accessing camp shelter assistance.
- ✔ Potential risks to lives, health and security through inadequate shelter have been assessed.
- ✔ The effect of general living arrangements and the social organisation of the displaced population on the protection and care of vulnerable persons have been taken into account.
- ✔ The potential risks for conflict or discrimination among or between groups within the affected population have been identified.
- ✔ Vulnerable persons and those with specific needs are being supported to construct or upgrade their shelters, and to transport their shelter materials from distribution sites.
- ✔ Measures have been implemented to monitor and to improve the living conditions of those with specific needs and their carers or families.

### CONTINGENCY

- ✔ There is a plan in place and sufficient materials to deal with new population influxes and other scenarios.
- ✔ Discussions have taken place on more durable shelter plans between camp management, national authorities and residents.

### MANAGEMENT

- ✔ There is an active shelter organisation in the camp which has sufficient resources, skills and capacities to support shelter needs.
- ✔ Skilled individuals, local or international, are available to be hired to support shelter programmes.
- ✔ Sufficient and skilled staff are monitoring construction projects.
- ✔ There is a functioning Shelter Committee which has a clearly defined role and representative of women, men, minorities and persons with specific needs.

### HOUSEHOLD ACTIVITIES

- ✔ Household and livelihoods-support activities typically taking place in and around the shelters of the affected population are known, and issues around sufficient space have been addressed.
- ✔ The different needs and activities of women and men, children and persons with specific needs have been taken into consideration.

### HOST COMMUNITY AND ENVIRONMENTAL IMPACT

- ✔ Issues of concern for the host community are known and are being addressed.
- ✔ The environmental impact of shelter, fuel, sanitation and waste disposal has been assessed and planned for.
- ✔ Thought has been given as to whether shelters and shelter infrastructure can be used by the host community when the camp is closed.
- ✔ Local environmental concerns regarding the local sourcing of construction materials and fuel have been identified.

### OTHER CONSIDERATIONS

- ✔ The shelter provision in the camp is in line with local practices and norms.
- ✔ Household and livelihoods-support activities typically taking place in and around the shelters of the affected population are known, and considerations of space provision are being addressed.

- ✔ Livelihood support opportunities are being considered through the sourcing of materials and the construction of shelter and settlement solutions.
- ✔ If communal buildings, particularly schools, are being used for shelter by displaced populations, a process and timeline for their restoration to normal use has been identified.

**MAINTENANCE**

- ✔ Issues or improvements that have the highest net worth to inhabitants have been assessed.
- ✔ People are being supported to maintain their shelters through the most appropriate means.
- ✔ The Camp Management Agency is advocating for solutions in the event of any administrative reasons why people cannot upgrade their shelters.
- ✔ There is physical space available to upgrade or expand shelters.
- ✔ Camp residents have access to tools and materials to upgrade their shelters.
- ✔ The impact of upgrades on local natural resources has been accounted for.
- ✔ Physical and technical support is being provided, as appropriate, to help camp occupants maintain their shelters.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

- Fire Safety Guidance, 2011. Dadaab
- Oxfam. Oxfam briefing note on shelter and gender
- Oxfam. Oxfam briefing note on shelter minimum standards
- Sample of a shelter strategy
- Technical Guidelines for Winterization Strategy Pakistan, 2005.
- Transitional Housing – Tenancy Agreement (sample from East Timor), Outline of technical implementation of transitional shelter

## REFERENCES


- Catholic Relief Services (CRS), 2013. Managing Post-disaster (Re)-Construction Projects
- Centre on Housing Rights and Evictions (COHRE). The Pinheiro Principles - United Nations Principles on Housing and Property Restitution for Refugees and Displaced Persons, 2005.
- Inter-Agency Standing Committee (IASC), Shelter Centre, 2008. Selecting NFIs for shelter
- Médecins Sans Frontières (MSF) and Shelter Centre, 2006. Shade Nets: Use and Deployment in Humanitarian Relief Environments
- Office for the Coordination of Humanitarian Affairs (OCHA), 2004. Tents – A Guide to the Use and Logistics of Family Tents in Humanitarian Relief
- OCHA, International Federation of Red Cross and Red Cres cent Societies (IFRC) and CARE, 2008. Timber. A Guide to the Planning, Use, Procurement and Logistics of Timber as a Construction Material in Humanitarian Operations
- Oxfam GB and University of Cambridge, Tom Corsellis and Antonella Vitale, 2005. Transitional settlement displaced populations
- Oxfam, IFRC, 2007. Plastic Sheeting, A Guide to the Specification and Use of Plastic Sheeting in Humanitarian Relief
- Shelter Centre, 2010. Shelter after Disaster
- Sphere project, 2011. Sphere Handbook and Minimum Standards in Humanitarian Response
- RedR, J. Davies and R. Lambert, 2003. Engineering in Emergencies
- UN-HABITAT, UNHCR, IFRC, 2010 and 2011–2012. Shelter Projects
- UN Refugee Agency (UNHCR), 2007. Handbook for Emergencies
- UNHCR and International Organization for Migration (IOM), 2010. Collective Centre Guidelines

PHOTO: MIKEL FLAMM

# CHAPTER 16
# HEALTH AND NUTRITION

## CAMP SERVICES

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- The health status of a camp population is often fragile and many are exposed to a complex array of threats and risk factors for disease and death. The Camp Management Agency, in coordination with the Camp Coordination and Camp Management (CCCM) Cluster/Sector Lead Agency, national health authorities and health partners, should ensure that appropriate needs-based health care services, active case finding and health education are available to all camp residents so as to mitigate their vulnerabilities.

- Reducing loss of life (mortality), illness (morbidity) and disability and contributing to an improved quality of life are the main goals of health services in a camp situation. Health service providers must prioritise addressing the main causes of avoidable illness and death, identify priority gaps and advocate for age, gender and diversity appropriate health interventions.

- Effective health care services must engage the camp population in key decisions from the start and remain an essential part of the overall delivery and evaluation of health services. Health services should be provided with – and not for – the population.

- Measles is one of the most serious health problems encountered in a camp situation and is a leading cause of death in many refugee/internally displaced person (IDP) emergencies. Initiating a mass measles immunisation campaign is a top priority for health service providers in a camp.

- Prevention of diarrhoea and cholera outbreaks through hygiene promotion and access to safe water must be coordinated with Water, Sanitation and Hygiene (WASH) Cluster/Sector Lead Agency and involve engagement of camp populations.

- Acute malnutrition is known as a major cause of mortality in camp populations, mainly because malnutrition increases vulnerability to disease. A nutrition assessment and implementation of needs-based feeding programmes are important initial activities in the camp in order to ensure vulnerable groups and those with specific needs receive special attention, as appropriate.

- While the Camp Management Agency is often not a health specialist, its key role is to ensure that concrete steps are taken with health providers to limit the impact of epidemics. The quality of camp management can be a major determinant of life and death to a camp population.

- As the Camp Management Agency is often the first point of contact for camp residents or camp leaders when health emergencies occur, these types of requests for health care should be promptly referred and responded to.

## INTRODUCTION

Health is a state of complete physical, mental and social well-being. Reducing loss of life (mortality), reducing illness (morbidity) and disability, as well as contributing to an improved quality of life, are the goals of health services in a camp situation. Refugees/IDPs living in a camp environment are often faced with overcrowded living conditions, inadequate food and shelter, unsafe water, inadequate health care services, lack of immunity to the diseases of a new environment and poor sanitation. They may have arrived in the camp already in a frail state from disease or may have pre-existing medical conditions. Other circumstances such as hunger, persecution, physical violence and emotional distress raise camp populations' health vulnerabilities and enable diseases, either alone or in combination with malnutrition, to result in high mortality or morbidity rates.

Good health can be challenging to maintain or achieve in a camp setting but can be accomplished with multi-sector interventions. Required activities include:

- improving the environment and living conditions of the camp population by decreasing overcrowding
- proper excreta disposal
- ensuring adequate food and water supplies
- vector control
- providing adequate shelter
- health education and training on key messages.

The health sector contributes to the goal of reducing mortality, reducing morbidity and disability and thus increasing quality of life via the implementation of preventive measures and appropriate case management of diseases within a neutral, impartial, independent and humane environment. Activities include:

- ensuring an early and adequate warning and disease surveillance system is in place
- ensuring an early and adequate response when data suggests the occurrence of an outbreak
- putting in place coordination and planning mechanisms so that information is shared and translated into effective and timely decision-making and action planning
- implementing a basic primary healthcare with adequate staffing and necessary supplies to ensure early and adequate treatment of the main diseases
- provision of health education on prevention of disease and maintenance of good health to all persons living or working in the camp, using acceptable age, cultural and language appropriate methods.

The various phases of camp life begins at the onset of displacement and lasts until a durable solution is implemented. The emergency phase is associated with the onset of displacement that forces individuals to seek refuge outside of their home areas or countries. The emergency phase can be characterised by:

- high mortality rates (over 1 death/10,000 population/day)

- absence of health and referral services in the camp or overwhelmed and inadequate health services
- inadequate response from the national authorities
- breakdown of any regular coordination mechanisms.

The ideal is not always feasible in the emergency phase of a camp environment and there are often significant constraints to delivering basic services. However, every possible effort should be made to ensure that services remain camp population-centered, and to implement effective practices, even with limitations in staffing, material resources, support systems, security, funding and coordination. Emergency services are specific to each camp environment. Services challenging to sustain in the medium to long-term are often justified until mortality rates are brought under control.

The second phase, or post-emergency phase, is marked by greater stability. Mortality rates have lowered to less than one death/10,000 population/day and minimum standards for basic needs such as food, water and shelter have usually been met. This phase is a chance to expand and improve health services established during the emergency phase, and to develop, strengthen and see the benefits of health education programmes.

In the third and final phase durable solutions are identified, and camp inhabitants leave the camp. In certain situations, interim solutions may include temporary transfer to another camp location or settlement with better facilities until a durable solution is found. In this phase issues around information management such as information campaigns, referrals, data protection and confidentiality of medical records need consideration. Handover/decommissioning of health care facilities in the camp, and an assessment of health care provision in areas of return and/or resettlement, are required. The health care needs of the camp population during camp closure and the returns/resettlement process need to be planned, especially for those with impaired mobility and other specific health care needs.

This chapter will present health care issues that a Camp Management Agency needs to be aware of in order to support the coordination of the health sector and monitor interventions of health service providers as required in the various phases of a camp life cycle.

## KEY ISSUES

### ROLES AND RESPONSIBILITIES

The Camp Management Agency is the overall coordinating and monitoring body in the camp, but generally a health service provider coordinates the health sector. This health service provider is therefore primarily responsible for the planning, implementation, management and monitoring of health services. If there are several health service providers, including governmental, non-governmental and/or privately-run health facilities operating within the camp, the Camp Management Agency should work with relevant national authorities and the Health Cluster/Sector Lead Agency to establish a lead health agency in the camp.

The primary roles and responsibilities of the Camp Management Agency are:

- understanding key terminologies and strategies of health services in camp situations in order to interpret results of reports from health services providers
- disseminating information updates on health issues and alerting relevant coordination bodies about any gaps and duplications
- using this information to advocate for appropriate responses to health issues in the camp
- supporting and coordinating with the lead health agency on any matters which may require additional assistance
- addressing and referring urgent health care requests to health care providers.

The primary roles and responsibilities of the lead health agency in camps are:

- coordinating with national health authorities in all aspects of the health services within the camp
- facilitating cooperation among all health service providers to ensure appropriate implementation and monitoring of health services agreed in coordination meetings
- collecting age and gender disaggregated information from the health service providers and generating reports on relevant health issues
- disseminating information on health issues to other relevant sectors and agencies
- coordinating with the Camp Management Agency.

Both agencies are responsible for ensuring that the level and quality of health services provided by all health agencies adhere to locally or internationally accepted standards and medical ethics.

**COOPERATION WITH NATIONAL HEALTH AUTHORITIES**

National health authorities must be contacted and involved from the outset of health planning and programmes in a camp. Their cooperation in establishing or supporting health structures is key to successful and sustainable programmes.

**WORLD HEALTH ORGANIZATION (WHO)**

WHO is the global lead for health and works in close collaboration with national health authorities. This agency is consulted for advice and supplementary expertise.

Health care information management is an important aspect of the role of coordination that can be facilitated by the Camp Management Agency. It should be clear how information is shared while at the same time assuring confidentiality and protection of data to the extent possible. Generally, information from the camp population feeds directly to the health service providers. When a camp has multiple health service providers the information flow can be complex. Not only do the lead health agency and Camp Management Agency need

to have all relevant information for planning and decision-making, but other health service providers should also be provided with information.

In these situations, health coordination meetings should occur on a regular basis and be managed by the lead health agency. These meetings should collect and disseminate health information between providers and generate important information to feed to camp coordination meetings convened by the Camp Management Agency. Health meetings should happen on a weekly or monthly basis, sometimes daily during epidemic outbreaks. Communication channels should also enable the health agencies providing services within the camp to share information or concerns with the lead health agency when needed for emergency issues.

**HEALTH COORDINATION MEETINGS**
It is advantageous to hold health coordination meetings a few days before general coordination meetings so that key points can be raised in a timely fashion with all sectors and the Camp Management Agency.

The following sections of this chapter will highlight key terminology and aspects of health strategies and services in a camp and explain important points for supervising and coordinating health services. Additional roles and responsibilities of the Camp Management Agency and the lead health agency are included.

**VOICE FROM THE FIELD - COORDINATION BETWEEN NATIONAL HEALTH AUTHORITIES AND HEALTH RELIEF AGENCIES**
National health officials resist assessment findings or health interventions which reflect poorly on the government or the nation. The Camp Management Agency should advocate for necessary interventions and appropriate standards, always seeking to maintain a functional working relationship with the authorities.

## ASSESSEMENTS

An initial assessment coordinated by the lead health agency in cooperation with the Camp Management Agency and the national health authorities will identify health needs, services available and gaps. The results of the assessment will establish priority and evidence-based interventions and inform about implementation strategies, including whether to support established services or if new services are required.

It is important that the assessment team is experienced, as objective as possible and independent of political or other influences. Ideally, the initial assessment, whenever possible included within a multi-sectoral assessment, should be completed within three days of forming a camp or within three days of arrival at an already established camp. If there is time to plan for a camp set-up, and people arrive in a moderate and manageable stream, then health screening for each person can constitute an initial assessment.

### ELEMENTS OF A HEALTH ASSESSMENT

**General Information**
Key information includes background of the displacement, population size disaggregated by age and gender and availability of health services, food and water. Accurate population figures are important for meaningful health statistics.

**Identification of Priority Health Issues**
Information collected includes an estimation of mortality rates and causes of mortality, morbidity data on the most common diseases, presence of diseases with epidemic potential (such as cholera, shigellosis, measles and meningitis), prevalence of acute malnutrition and data on vaccine coverage. Mortality rates offer the best indicator for assessing the severity of a situation and understanding the causes of mortality. They are key to guiding initial interventions.

**The Presence and Activities of UN, Government and Non-Governmental Actors in the Health Sector**
The initial assessment should give an overview of who is present in the camp, which services are offered or planned to be offered by each organisation, what is their operational capacity and what areas their services will cover. In very large camps health agencies may offer the same services in different zones of the camp. This overview is essential in order to maximise resources available and prevent overlapping services.

Existing health services within or outside the camp should be explored and their ability to provide health care to the camp population identified. This includes identifying and ensuring access to a referral hospital, a referral laboratory for specimen analysis and already established medical services. The team should identify the qualified health personnel available from the national health authorities and health relief agencies already present within the camp, as well as camp residents with health qualifications. Their level of training should also be assessed.

**NEEDS ASSESSMENTS**
The Camp Management Agency facilitates and coordinates with other cluster/sector partners in conducting rapid or specific needs assessments especially at the onset of the crisis. For example, the lead health agency will usually initiate mapping of available health services and specific health resources using the Global Health Cluster and WHO's Health Resources Analysis and Mapping System (HeRAMS) tool and the 3Ws (Who is doing What and Where). The 2012 Inter-Agency Standing Committee (IASC) Multi-Cluster/Sector Initial Rapid Needs Assessment (MIRA) tool has also been used by various clusters in recent emergencies.

### METHODS

The data should be collected quickly and simply in the initial assessment in order to produce a reliable snapshot of the population. Examples of assessment methods are interviews with the national health authorities, interviews with the camp population, collection of morbidity and mortality data from medical facilities, interviews with informal health providers, like traditional birth attendants, and direct observation, such as counting graves to determine mortality rates and visiting existing health facilities.

**COLLECT THE RIGHT INFORMATION**
Often less information is more useful. Remember that all information collected should be useful and resist the urge to collect volumes of detailed information with no immediate application.

For an example of an initial rapid health assessment, see the Tools section.

Initial assessments are done rapidly to measure the impact of the disaster or crisis and are used to inform emergency action. A follow-up assessment is required within one to three weeks and will provide more detailed information to maintain an organised, coordinated health response to the needs of the camp population. In addition, thematic assessments can be conducted at this time, such as assessing the prevalence of micronutrient deficiencies or immunisation rates among children. Surveys using a representative sample methodology should be implemented at this stage. Relief activities in the initial days, such as measles vaccination, food and water interventions, should not wait for a comprehensive assessment. These follow-up assessments can be carried out in coordination with the below activities.

**SELECTION OF KEY INFORMANTS**
Take care when choosing key informants. The most accessible, such as camp elders and leaders, may overlook health concerns of important health service users, particularly women. Child mortality is a key concern. Women and adolescents are usually children's primary caregivers and main users of health care services. They should be consulted in assessments. Further, persons with specific needs and groups at risk, such as minorities, and persons with disabilities, may have challenges in accessing health care and should be included as key informants.

## VACCINATION

### MASS MEASLES VACCINATION CAMPAIGN

Measles is a highly infectious disease that has been regularly reported by the WHO as the leading cause of mortality in children in many recent emergencies. Population movement and high population densities are risk factors that facilitate transmission of the virus and may contribute to outbreaks even in areas with high immunisation coverage. In addition, poor health and poor nutritional status of measles-infected persons are associated with high rates of mortality. For these reasons, even if the initial assessment finds no measles cases, mass immunisation for measles is a top priority.

**MEASLES VACCINATION**
Measles outbreaks can still occur in a population with high levels of vaccine coverage. The current measles vaccine, under normal conditions, covers 85 per cent of children when administered at nine months of age. A significant number of people are still susceptible to measles and vulnerable to further outbreaks due to the extreme infectiousness of the disease. The aim is to ensure coverage of all children aged six months to 14 years of age.

National health authorities maintaining an Expanded Programme of Immunisation (EPI) should be involved in the coordination and implementation of a mass vaccination campaign from the outset. A mass immunisation campaign is principally a logistics exercise. It is the Camp Management Agency and the lead health agency's responsibility to ensure that all systems coordinate in order to reach the goal of close to universal coverage. United Nations Children's Fund (UNICEF) and WHO usually support national authorities and other partners to ensure that all children are immunised against measles in emergency situations.

Ideally, all children from six months to 14 years of age should be vaccinated, regardless of previous vaccination status. This non-selective vaccination strategy has the following advantages:

- A second dose of the measles vaccine does not have adverse effects and can improve the immunological response.
- The vaccination campaign can cover the population rapidly, while checking individual vaccine cards is time consuming.
- There is less possibility of error, like cards read incorrectly or sibling cards being switched.

However, vaccine availability, funding, human resources and local measles epidemiology may influence the choice of the groups covered. If it is impossible to immunise the entire camp population, then the following groups should be vaccinated, in this order of priority:

- malnourished or sick children aged six months to 12 years who are enrolled in feeding centres or in-patient wards
- all other children aged six–23 months
- all other children aged 24–59 months
- all other children aged 60 months–14 years of age.

Vaccination of children under six months of age is not recommended as there is a risk of interfering with maternal antibodies. Measles vaccination programmes in stable situations

vaccinate only to age five, but due to the high risk environment in camp situations the recommendation extends to children aged 14. Mass measles immunisation campaigns should be coupled but not delayed by Vitamin A distribution to children aged six months to 14 years. Vitamin A supplementation has been shown to markedly reduce measles-associated mortality.

**DOSES OF MEASLES VACCINE**

All children under nine months of age should receive a second dose of measles vaccine at nine months of age, with a minimum interval of one month between the two doses. Children may receive a second dose of Vitamin A if there has been an interval of four/six months since the previous dose.

Measles vaccination can occur on arrival in the camp. However, if this is not possible because the population is settled or is overwhelming reception centres, then a mass immunisation campaign is required. This campaign has the following elements:

- information and education campaigns: Camp populations should be informed in their local language(s) about location of vaccination posts, information about the vaccine, risks involved and the importance of receiving the vaccine.
- training of immunisation teams: Some team members do not have to be qualified health workers as comprehensive training can prepare them for the campaign.
- immunisation posts: There should be one or two vaccination posts per 10,000 people as distance to vaccination posts is a potential obstacle to immunisation and multiple posts dispersed within the camp are preferable to a centralised facility.
- outreach activities: Community health workers can move through the camp during the campaign and refer children to the immunisation posts.
- vaccination cards: These are issued to every child. If a child is between six and eight months old it should be clearly indicated on the card, and explained to the caregiver that a second vaccine should be given at the age of nine months.
- reporting: A daily record should be made of the numbers vaccinated per day (and per site) and the number of doses used.

**SUPPLEMENTAL IMMUNISATION ACTIVITIES (SIAS) FOR MEASLES CONTROL:**

1. Catch-up campaigns: a one-time effort to vaccinate all children under the age of 15.
2. Follow-up campaigns: periodic mass immunisation campaigns every two to four years following catch-up campaigns.

**VOICE FROM THE FIELD - IMMUNISATION AS A COST-EFFECTIVE TOOL TO PROTECT CHILDREN'S HEALTH**

Vaccination campaigns inside Za'atari Refugee camp in Jordan in 2013 were stepped up following measles outbreaks in the region among displaced populations affected by the Syrian crisis. A massive information campaign using flyers, posters and mobilisation of volunteers going from tent to tent were critical factors in ensuring that children and young adults in the camp received measles vaccination and Vitamin A supplements.

### LOGISTICAL CONSIDERATIONS FOR MEASLES VACCINES

- The quantity of measles vaccine ordered has to be based on the size of the target population. Vaccine lost during a mass campaign should not be higher than 15 per cent. Vaccine reserves should, ideally, be held an additional 25 per cent of the total quantity.
- The measles vaccine is heat-sensitive and must be transported and stored between 2-8°C. A cold chain system must be established that keeps vaccines safely in appropriate temperatures whatever the outside temperature and seasonal climatic variations.
- To support universal precautions – the set of procedures designed to prevent transmission of human immunodeficiency virus (HIV), hepatitis B virus (HBV), and other blood borne pathogens when providing first aid or health care – sufficient quantities of auto-destruct syringes, designed to make reuse impossible, and safety boxes for sharps disposal should be available.

Effective measles mass campaigns depend on dedicated teams composed of trained health personnel as vaccinators and volunteers with no specific health training assigned to do crowd control, screening children and recording/tallying. Under normal circumstances, a team of two vaccinators together with three to four volunteers can vaccinate 300 to 400 children per day.

### OTHER VACCINES FOR EPIDEMIC-PRONE DISEASES

Unlike the measles vaccine, all other mass vaccination campaigns should be initiated only after confirmation of an epidemic-prone disease in the camp and an epidemic threshold, a point at which an outbreak is declared and mass vaccination can be considered, has been reached. The lead health agency should confer with national health authorities, officials and experts in communicable disease when considering whether to start a mass immunisation vaccination campaign for epidemic-prone diseases, as the methodology for vaccination differs according to context. Some important vaccine preventable epidemic-prone diseases include:

- Bacterial meningitis – caused by the pathogen Neisseria meningitidis and commonly referred to as meningococcal meningitis. Clinical features include a sudden onset with fever, intense headache, stiff neck and occasional vomiting and irritability. As the infection is usually transmitted

person-to-person via aerosols in crowded situations, the epidemic threshold is lower in a camp situation. The priority group for vaccination is children aged between two and ten.

- Yellow fever causes very serious epidemics with high mortality rates. The virus is spread to humans via mosquito vectors. Clinical features include a sudden onset of fever, headache and backache, muscle pain, nausea and vomiting and red eyes. These clinical symptoms appear in the acute phase and can be confused with many other diseases. A period of remission follows and then a toxic phase where the patient presents with jaundice (yellowing of the skin) two weeks after onset of the first symptoms. There may also be bleeding from the gums, nose, in the stool and vomit. A vaccine can be given to everyone in the camp from the age of two months and gives immunity for at least ten years.

**EPIDEMIC THRESHOLD AND OUTBREAK**
An epidemic threshold is how many cases of a disease must be confirmed in order to declare an outbreak. A low epidemic threshold indicates that the environment is more sensitive to the transmission of epidemic-prone diseases.

### ROUTINE IMMUNISATION: EXPANDED PROGRAMME OF IMMUNISATION (EPI)

In the post-emergency phase, a complete EPI programme should be an integral part of the longer term health care programmes. The standard EPI programme consists of measles, diphtheria, pertussis (whooping cough) and tetanus toxoid (DPT), oral polio (OPV) and Bacille Calmette-Guerin (BCG) vaccines. All children under five should receive necessary immunisations for their relevant age groups. This programme should not be started unless:

- the population is expected to remain stable, tentatively after six months but still depending on the context
- the human and material resources, such as cold chains, are adequate for implementation
- a plan exists for integration into the national immunisation programme.

Routine immunisations should be offered via fixed immunisation points such as a hospital, health centre, health posts, feeding centres or screening/registration centres. Each of these points should check vaccination status via vaccination cards and vaccinate children on the spot if vaccine facilities are available, or otherwise refer them to an immunisation point. Outreach activities via community health workers should also check vaccination status and refer to immunisation points.

## NUTRITION

In a displaced population inadequate or threatened food security often leads to an increased risk of malnutrition, which is a factor for increased morbidity and mortality. Malnutrition can be caused by deficiencies in macronutrients (nutrients that provide energy such as carbohydrates, protein and fat) and deficiencies in micronutrients (such as vitamins and minerals). Often, camp populations are vulnerable to nutritional deficiencies due to livelihoods lost, food supplies interrupted, long journeys to the camp and disease outbreaks. Persons arriving at the camp may already have high levels of malnutrition. Causes of malnutrition are often complex and cross-sectoral.

**COORDINATION WITH OTHER SECTORS**
The Camp Management Agency needs to monitor whether food and nutritional programmes are coordinated with health and other vital sectors such as Water, Sanitation and Hygiene (WASH), education and livelihoods. UNICEF is the global lead for nutrition and should be consulted by the Camp Management Agency or lead health agency for advice or additional expertise. World Food Programme (WFP) is the lead agency on food, responsible for both general and supplementary feeding rations.

### NUTRITIONAL REQUIREMENTS

When calculating energy requirements and designing food rations in a camp, 2,100 kcal/person/day is the initial planning figure in the emergency phase. An increase in the kilocalories/person/day of general rations should be considered if:

- there is a disproportionate number of adult men, as adult men require more kilocalories per day to maintain optimal nutritional status
- there are widespread illness, epidemics, general malnutrition and/or a crude mortality rate (CMR) > 1. (CMR is defined as deaths per 10,000 per day)
- there are increased activity levels among the entire population, like when a food-for-work programme is implemented in the camp and labour-intensive work is undertaken
- the average temperature is below 20˚C.

**VOICE FROM THE FIELD - MALNUTRITION IN DROUGHT SITUATIONS**
In 2011, the drought in several areas of the Horn of Africa resulted in very high malnutrition rates. Aid agencies provided food supplements loaded with micro-nutrients such as fortified biscuits, powders and pastes high in nutrients and calories, for people moving or without the ability to cook.

## MAJOR NUTRITIONAL DEFICIENCY DISEASES

Nutritional deficiencies can occur or deteriorate during an emergency. Such deficiencies and disease are inter-related. Diarrhoea can result in malabsorption and nutrient loss and other diseases suppress appetite while increasing the need for macro- and micronutrients to help fight illness.

There are two categories of malnutrition, acute and chronic. Chronic malnutrition is associated with malnutrition over a long period of time and is not associated with high rates of mortality. Acute malnutrition is the category that contributes to high morbidity and mortality rates in a camp and is thus what should be assessed during the emergency phase. Severe acute malnutrition (SAM) can present itself in different forms:

- **marasmus:** Characterised by severe wasting of fat and muscle, which the body breaks down for energy. This is the most common form of protein energy malnutrition in an emergency.
- **kwashiorkor:** Characterised primarily by oedema (swelling due to an accumulation of fluid in intercellular spaces of the body usually beginning in the feet and legs) and sometimes accompanied by changes in hair colour to greyish or reddish. Clinical features also include apathetic and irritable demeanour and a lack of appetite.
- **marasmic kwashiorkor:** Characterised by a combination of severe wasting and oedema.

Vitamins and minerals are also needed for adequate functioning of the body and protection against disease. Vitamins B, C, A and D and minerals such as iron, sodium, iodine, zinc, magnesium and potassium are the major nutrients the body needs in order to function properly. Micronutrient deficiencies can lead to an increased risk of mortality, morbidity, blindness, adverse birth outcomes and susceptibility to infection. With food distributions in camps it is imperative to verify that people are provided with appropriate micronutrients. Special groups with specific micronutrient needs include pregnant women, lactating mothers and young children. The general food ration should provide required micronutrients, which is normally achieved by adding some fortified food commodities (for example, iodised salt, fortified grains or vegetable oil enriched with Vitamin A). However, it may still be necessary to provide micronutrient supplementation through the health system (for example, iron tablets for pregnant women and Vitamin A for children).

For more information on food distribution, see Chapter 13, Food Security and Non-Food Items.

## ASSESSMENT AND SURVEILLANCE OF NUTRITIONAL STATUS

A nutrition survey will quantify the acute malnutrition in the population and is used to establish the degree of emergency for the delivery of food aid and to plan complementary food interventions. It is also baseline data used for comparison with future surveys to monitor the situation over time. An initial assessment of the nutritional status of the camp population should be done as soon as possible in the emergency phase and should be supervised by a nutritionist. The survey should measure a representative sample of children aged from six to 59 months. When the age of a child is difficult to ascertain height in the range 65 cm-110 cm is the inclusion criteria. The measurements collection during the survey should include:

- **weight and height:** These two measurements used to calculate the weight for height (WFH) index of each child is an objective assessment of acute malnutrition. This index is expressed as a Z score. The Z score is a standard deviation from a reference population.
- **age and gender of child:** Z score formulas are different for males and females and recording age verifies the inclusion criteria.
- **presence of oedema:** Defined above, bilateral oedema indicates severe malnutrition even without a corresponding WFH Z score.

Additional measurements to be collected as deemed necessary are:

- **mid upper arm circumference:** MUAC is a rapid, simple measurement of the left arm circumference at the midpoint between the elbow and shoulder. It can be a predictor of the immediate risk of death from malnutrition. However, this measurement has a high risk of error and it should be part of a two-step screening process. If a child falls below a certain cut-off circumference, then s/he is referred to a WFH measuring post where a second measurement is taken for inclusion in a selective feeding programme.
- **body mass index:** BMI measurements can be used in adolescents (persons> 137 cm) and non-pregnant adults to determine malnutrition. Adults and adolescents are usually at less risk than young children from malnutrition, but in specific contexts it may be necessary to include this age group. The formula is calculated as [weight in kg /(height x height in m)] = BMI.

Global Acute Malnutrition (GAM) includes both moderate and severe acute malnutrition.

There are no specific rules for repeated nutritional surveys, but it is recommended in the emergency phase that a nutritional survey be repeated as often as necessary and as resources allow. Where food supply systems are weak, there may be influxes of more people and thus a greater risk of epidemics and elevated mortality rates. Additional surveys can expand the indicators to include assessment such as of micronutrient deficiencies or measles vaccination status according to the priorities of the evolving situation.

### VOICE FROM THE FIELD - CAPTURING REPRESENTATIVE SAMPLES

A displaced population fled an insecure area in East Africa. Those who arrived first established a self-settled camp and new arrivals settled in ever-widening circles around its periphery. There was no systematic population count or organisation of households and the camp population fluctuated on a daily basis. A cluster sampling technique was implemented for a nutrition survey, but only started measuring children from the centre of the camp. Those households on the periphery had spent longer on their journey to the camp, including longer periods without proper food or basic health services. The results of the nutritional survey were reviewed by the lead health agency and malnutrition levels were low. No complementary nutritional programmes were implemented. However, there were needs among the newly arrived population which were not measured. Were the most vulnerable and at highest risk for malnutrition properly represented in the survey? What questions could the Camp Management Agency have asked to the nutritional survey team before making programmatic decisions? Could corroborative data from health facilities have raised alarms?

Survey results are relevant and useful only if sampling procedures are standardised and properly applied to ensure that the individuals measured are representative of the whole population and that the results are comparative over time.

## SELECTIVE FEEDING PROGRAMMES

There are two types of feeding programmes:

- **Blanket/General Supplementary Feeding:** feeding of all affected population without targeting specific population groups
- **Selective Feeding Programmes:** supplementary (for moderately malnourished) and therapeutic (for severely malnourished) feeding programmes
  - Supplementary Feeding: provision of an additional food ration for moderately malnourished children or adults 'targeted SF;' or to the most nutritionally vulnerable groups, labeled 'blanket SF'
  - Therapeutic Feeding: provision of medical and dietary treatment to those with severe acute malnutrition.

The hierarchy of nutrition interventions prioritises the provision of basic food rations to the majority of the population over intensive, specialised nutritional support to malnourished individuals. Once the majority of the population has access to adequate quantities of food, the second priority is to provide high quality supplementary food to individuals with acute/moderate malnutrition. When adequate supplementary rations are available for the majority of people affected by moderate/acute malnutrition, therapeutic care for those with severe/acute malnutrition can then be effective. Persons with specific needs, such as pregnant women, infants, children, nursing mothers and older people, may be included in supplementary and therapeutic feeding programmes even if they do not qualify as acutely malnourished.

Selective feeding programmes can be implemented in two ways: feeding at health centres or take home rations for supplementary feeding. In the case of the latter, rations are increased to take into account sharing at household level.

Below is a decision chart for the implementation of selective feeding programmes. Please note that this should be used only as a guide and should be adapted to local camp situations.

| Finding | Action required |
|---|---|
| Food availability at household level below 2,100 kcal per person per day and/or inadequate micronutrient availability | Unsatisfactory situation<br>• improve general rations until food availability and access can be made adequate. |
| Malnutrition prevalence 15% or more or 10–14% with aggravating factors | Serious Situation<br>• general rations (required if the refugees/IDPs are entirely dependent on food aid and not required if the situation is limited to groups with specific needs)<br>• blanket supplementary feeding for all with specific needs and groups at risk especially young children and pregnant and lactating women<br>• therapeutic feeding programmes for severely malnourished individuals. |
| Malnutrition prevalence 10–14% or 5–9% with aggravating factors | Risky Situation<br>• general food rations only if the refugees/IDPs are entirely dependent on food aid<br>• supplementary feeding targeted at individuals as malnourished in groups with specific needs<br>• therapeutic feeding programmes for severely malnourished individuals. |
| Malnutrition prevalence under 10% with no aggravating factors | Acceptable Situation<br>• general food rations only if the camp population is entirely dependent on food aid<br>• no need for supplementary feeding<br>• attention for malnourished individuals through regular community services |

**AGGRAVATION FACTORS**
Aggravating factors include a general food ration below the mean energy requirement, crude mortality rate greater than 1/10,000 population/day, epidemics (measles or other) and high incidence of respiratory or diarrhoeal diseases.

### NEW METHODOLOGIES IN THERAPEUTIC FEEDING PROGRAMMES

WHO, WFP, the United Nations Standing Committee on Nutrition (SCN) and UNICEF have highlighted new evidence that about three-quarters of children with severe acute malnutrition - those who have a good appetite and no medical complications, can be treated at home with fortified, Ready-to-Use Therapeutic Foods (RUTFs). These are soft nutrient and energy-rich foods that can be eaten by children over the age of six months without adding water, thereby reducing the risk of bacterial infection. RUTFs provide the nutrients required to treat a severely malnourished child at home, without refrigeration, and even where hygiene conditions are unsatisfactory. This community-based approach to severe malnutrition may be considered by the health service providers in camp environments with severe malnutrition.

**VOICE FROM THE FIELD - INTEGRATION OF THERAPEUTIC FEEDING PROGRAMMES WITH EXISTING CLINICAL HEALTH SYSTEMS**

A nutritional survey of a camp found Global Acute Malnutrition rates of 14 per cent with Severe Acute Malnutrition rates of 3.5 per cent. Consequently, plans were made to establish a therapeutic feeding programme in a referral hospital. However, the plan was revised during a coordination meeting with the Camp Management Agency, which revealed that a government health centre within the camp already had an in-patient therapeutic feeding programme for severely malnourished children with medical complications. Unfortunately, practices were out of date and default rates (number of children leaving the feeding programme before their discharge date) were 55 per cent. Support was provided to the government health centre and the health lead agency also worked with the clinical officer and supervisor to update protocols and teach staff appropriate methodologies for therapeutic feeding centres. The lesson learned here was that support to existing services, instead of setting up parallel systems, increases the long-term capacity of government health staff to treat severe malnutrition.

### FEEDING PRACTICES FOR INFANTS AND YOUNG CHILDREN

Mortality among infants and children is highest in an emergency phase when conditions are the most threatening. Exclusive breastfeeding for infants up to six months of age is recommended. From six months to the age of two it is recommended that breastfeeding continues while adequate supplementary foods are added. Supporting caregivers and channeling scarce resources to meet the nutritional needs of infants and young children in the camp are priority. Guidance on breastfeeding and complementary feeding for mothers living with HIV/AIDS have different and specific recommendations.

The following activities can reduce malnutrition amongst infants and children:

- Community health workers (CHWs) should identify vulnerable households with infants, young children, pregnant women or nursing mothers.
- Priority registration for food distribution should be negotiated for persons with specific needs and members of groups at risk.
- Sheltered breastfeeding stations should be organised near registration and distribution points.
- Women can be recruited to provide encouragement and practical assistance on feeding practices to households with infants and small children.
- Those responsible for unaccompanied children need to be identified and should receive appropriate food supplementation, such as breastmilk substitutes for orphaned infants.

**HEALTH WORKFORCE**
CHWs are trained in hygiene, first aid, immunisation, active case finding, health referrals and other essential primary health care services. They are a critical workforce in any emergency health response and have relevant cultural and language skills, and may be identified from the camp population.

## STRUCTURE OF HEALTH CARE SERVICES

The structure of health care services in a camp should offer active case finding, early diagnosis and appropriate treatment of the priority diseases. It is essential to coordinate with and support established health structures. However, in most camp situations the high number of patients using the services, especially during the emergency phase, may overwhelm national state or private health services, even when supported. Therefore, it may be necessary to implement a new health structure. Regardless of the strategy, health services in a camp structured according to the following four-tier model have proven successful in various conditions.

- Outreach activities: community health workers and trained birth attendants provide outreach activities. Their duties include home visiting, identification and referral of sick persons and malnourished children, identification of pregnant women for referral to reproductive health services, basic health education and mortality data-gathering for the health information system.

| Health Structure Level | Position | Staffing Levels |
|---|---|---|
| **Outreach activities at community level** | Community Health Worker | One per 500-1000 population |
| | Traditional Birth Attendant (TBA) | One per 2,000 population |
| | Supervisor | One per 10 Community Health Workers/TBA |
| | Senior Supervisor | One |

- Peripheral facilities: Health posts should provide basic consultations, basic curative care (no injectable medications and a limited essential drug list), oral rehydration therapy (ORT), dressings for wounds, a locked pharmacy, simple sterilisation facilities and data collection.

| Health Structure Level | Position | Staffing Levels |
|---|---|---|
| **Peripheral health facility**<br><br>**One for approximately 10,000 population** | Total staff | Two to Five |
| | Qualified health worker | At least one, based on a maximum of 50 consultations per worker per day |
| | Non-qualified staff | At least one for ORT, dressings, registrations and administration |

- Central facility: This should provide a 24-hour service with in-patient and out-patient services. Basic laboratory services may be available, but this is not the priority in the emergency phase.

| Health Structure Level | Position | Staffing Levels |
|---|---|---|
| **Central Health Facility**<br><br>**One for approximately 50,000 population** | Qualified health workers | Minimum five, maximum 50 consultations per worker per day (out-patient care), 20–30 beds per worker per shift (in-patient care) |
| | Midwife | At least one |
| | Doctor | At least one |
| | Laboratory Technician | At least one |
| | Pharmacist | At least one |
| | Non-qualified health worker | At least one for ORT; at least one for pharmacy; at least one for dressings, injections and sterilisations |
| | Non- qualified staff | Registration and Security |

- Referral Hospital: The health system within the camp must be able to refer patients to hospitals for advanced services. A referral hospital should provide emergency surgical and obstetric care, laboratory and X-ray services and treatment of severe diseases. Only in very specific cases, when a referral hospital is not available or is overwhelmed, for example by many war-wounded surgical cases, should a camp/field hospital be established. Normally only a small number of patients will require referral. Therefore a local referral hospital should be supported instead of setting up a parallel structure within the camp.



| Health Structure Level | Position | Staffing Levels |
|---|---|---|
| **Referral Hospital** | Variable | |
| | Doctor with surgical skills | At least one |
| | Nurse | At least one: 20-30 beds per shift |

**COORDINATION MEETINGS FOR COORDINATED ACTIONS**

The Camp Management Agency should support the lead health agency or health service provider in establishing regular health coordination meetings so as to ensure a clear referral system within each tier of the health structure and standardised treatment protocols and data collection tools.

**VOICE FROM THE FIELD - FACILITATING COORDINATED REFERRALS TO AND FROM HOSPITALS AND CAMP SERVICES IN HAITI**

In sudden onset natural disasters or man-made emergencies, existing public services including temporary field hospitals soon become overstretched in their capacity to provide urgent medical and surgical treatment with demand far exceeding availability. This overload persists for a certain period of time where the remaining functional hospitals report congestion and significant backlog of patients ready for discharge but unable to leave hospital wards or makeshift parking lots because they are newly homeless, unable to return to their destroyed houses, lack means of transport to return to preferred communities or camp settlements and/or are unable to secure medical follow-up after discharge because of the distance between camp settlements and rehabilitation and wound care services. Following the Haiti 2010 earthquake, an agency responded to this service gap by working with the Camp Management Agency, health and shelter partner agencies to establish an assisted hospital discharge and referral mechanism to decongest hospitals, link patients' needs with available services, navigate timely referrals and ensure transportation and adequate placement in camps that had access to medical and rehabilitative health services.

In the emergency phase, it is not a priority to establish a laboratory in the camp. The key priority is to identify an established referral laboratory where specimens collected for outbreak investigation (for example shigellosis and cholera) may be sent. Most patients presenting to camp health facilities in the emergency phase can be treated based on a clinical diagnosis derived from protocols. Before blood transfusion services commence within the camp a laboratory that tests all blood for HIV must be established.

**HEALTH SERVICES FREE OF CHARGE**

In emergencies, preventive and curative health services should be provided free of charge to refugees and displaced populations. Evidence has shown that systems of cost recovery in developing countries at best recover five per cent of costs, and act as barriers to those most in need of health services. Local populations living nearby may also be offered extended free-of-charge services, and this should be negotiated with the health authorities in line with national policy.

## HUMAN RESOURCES

Staff salaries and incentives should be addressed from the outset of recruitment. In principle, all staff working on a daily basis with clearly identified responsibilities and defined working hours should receive salaries or incentives. The Camp Management Agency should support the lead health agency in coordinating all health actors in the camp, ensuring all are adhering to the same standards.

When recruiting staff for health services the order of preference for selection is: camp population, experienced nationals from the local host community and only then outsiders. Most camp situations will require a mixture of these sources, but it is important to remember that health services are being developed with, and not for, the camp population. Women are an important part of the health system within the camp. They should be encouraged to apply for health care jobs. Health services dominated by men may discourage use or acceptance by the primary users who are mostly women.

The percentage of women recruited and trained to provide health services should correspond to the percentage of women in the camp.

Qualified health workers are defined as formally trained clinical providers, such as physicians, nurses, clinical officers or medical assistants. However, in a camp setting it may be difficult to recruit formally-trained clinical staff. Staff without formal clinical training may be able to perform certain clinical duties with additional support and careful supervision. There also may be camp residents who have received formal training from their home countries but whose qualifications are not recognised by host country national health authorities. In these cases, it is important for the health agencies and the Camp Management Agency to discuss with national health authorities the possibility of employing such individuals in clinical jobs if necessary.

## TRAINING

It is essential that if a mix of health staff recruited among the camp population and local government are working together in a health facility, initial training should be provided to clarify case definitions and appropriate protocols for case management.

Even if national health authorities' case definitions and protocols are utilised, regular refresher training for local staff is highly recommended, offering an opportunity to harmonise and ensure that all staff are carrying out responsibilities in the same way.

Training all health workers and non-health workers assisting in health care in proper universal precautions is essential when managing health systems within a camp. Health agencies should ensure that all clinical staff have logistical supplies, like sharps disposal containers, appropriate quantities of disposable needles and syringes, so as to ensure universal precautions are carried out. The basic concepts of universal precautions are:

- All workers should wash hands thoroughly with soap and water, especially after contact with body fluids or wounds.
- Protective gloves and clothing should be used when there is a risk of contact with blood or other potentially infected body fluids.
- Safe handling and disposing of waste material, needles and other sharp instruments is essential together with properly cleaning and disinfecting medical instruments before their use with other patients.

Sufficient WASH facilities and adequate equipment for universal precautions are essential in all health facilities, even small health posts.

Health services have to be flexible. If an outbreak occurs, the need for curative care may be very high and additional human and material resources will be required.

### LOGISTICS AND SUPPLY

During the initial assessment of a camp, all available medical materials should be documented. If these resources are inadequate for the camp population's health needs and additional resources cannot be sourced from national authorities or other health actors, this gap should be immediately flagged.

Following medium or large scale emergencies, medicines and replenishable medical supplies are usually made immediately available by national health authorities and agencies to allow for predictable and efficient response. The WHO 2011 Inter Agency Emergency Health Kit ensures that a standardised and quickly obtainable source of essential medicines and supplies adequately meets health care needs of 10,000 people for three months. These kits could be secured through WHO and other health partners. Similarly the United Nations Population Fund (UNFPA) Inter Agency Reproductive Health Kit for Use in Crisis Situations provides essential supplies to address different reproductive health needs. However, these kits should only be used in the short term and a regular supply of essential medicines and materials should be identified to stock all health facilities in the camp as soon as possible.

Health facility site planning, infection control, referral transport, cold chain maintenance and medical store/pharmacy issues also need to be considered when planning health care structures.

## HEALTH INFORMATION SYSTEM (HIS)

### MONITORING AND SURVEILLANCE OF COMMUNICABLE DISEASES AND HEALTH CARE SERVICES

Health information systems should be implemented as soon as health care services are initiated. There are three methods of data collection:

- routine reporting of consultations on a weekly or monthly basis, including an alert system to report epidemic-prone diseases
- outbreak investigations, collected on an ad hoc basis when an outbreak is suspected
- surveys, implemented when routine reporting is delayed or for specific data collection, for example, nutrition or vaccination household surveys.

As soon as health care systems are in place and consultations performed, routine reporting should be established. Case definitions should be developed for each health event or disease and all health workers should be trained in them, especially the epidemic-prone diseases. Case definitions and the HIS should follow the definitions and systems of the host country. If these are inadequate or not available, these systems need to be formulated in cooperation with the national health authorities.

In routine reporting from health centres health workers provide data on the number of consultations (morbidity) and deaths (mortality) from diseases disaggregated by age (under five and over five) and gender. Where possible, it is usually recommended to further break down the age categories, for example, zero to four years, five to 11 years, 12 to 17 years, 18 to 59 years, 60+ years of age. This will allow the identification of health needs related to age-groups, for example adolescents and older people, and assist the design of tailored health interventions.

All levels of a health system, including the central health facility, health post or field hospital should contribute data. Community health workers active in the camp should also submit mortality figures, but not morbidity figures because they refer these cases to the appropriate health facility. Mortality figures from the community health workers contribute to the health post statistics from their respective zones.

The morbidity and mortality surveillance forms should highlight epidemic-prone diseases such as bloody diarrhoea, acute watery diarrhoea, suspected cholera, lower respiratory tract infections, measles, meningitis and malaria. Alert thresholds for epidemic-prone diseases should be established and communicated to all health actors in the camp. One designated health worker should tally all consultations seen at the end of each day. When an alert threshold is reached, this person initiates an outbreak alert report to the lead health agency. Time is crucial when reporting on epidemic-prone diseases. Delays in outbreak response can increase mortality within the camp.

**COLLECT ESSENTIAL DATA**
It is important to note that HIS should be simple and easy to implement. Do not collect data that health actors will not use. Extremely complex and time-consuming health data forms discourage use by health providers.

At the end of each week or month, data collected from each health facility in the camp should be compiled by the lead health agency and disseminated to all relevant actors as well as the Camp Management Agency. This data will influence health strategies for the following week or month and should include the following key health indicators (those most commonly used):

- Crude Mortality Rate (CMR) = (total number during time period/total population) x (10,000/number of days in the time period) = deaths/10,000/day
- Under Five Mortality Rate (U5MR) = (total number of deaths of under-fives during time period/total number of children under five years of age) x (10,000/number of days in time period)
- Case Fatality Rate (CFR) = (total number of people dying from disease during a time period/people who have the disease during the same time period)
- Incidence Rate = (Number of new cases due to a specific disease in time period/population at risk of developing disease) x (1,000 persons/number of months in a time period)
- Health Facility Utilisation Rate = (total number of visits to health facilities in one week/total population) x 52 weeks
- Number of Consultations per Clinician per Day = total number of consultations (new and repeat)/number of full time equivalent clinicians in health facility)/number of days health facility is open per week.

Full-time equivalent clinicians refers to the number of clinicians working in a health facility adjusted for part-time work. For example, if the clinic has ten full-time staff and two half-time staff then the full-time equivalent would be ten (full-time staff) + 1 (this is both half-time staff calculated to one full-time staff) = 11.

**CRUDE MORTALITY RATE BENCHMARKS**
Under five crude mortality rates are usually twice the CMR:
**Average rate in most developing countries:** 0.5 deaths/10,000/day
**Relief Programme under control:** <1.0 deaths/10,000/day
**Relief Programme very serious situation:** >1.0 deaths/10,000/day
**Emergency out of control:** >2.0 deaths/10,000/day
**Major catastrophe:** >5.0 deaths/10,000/day

If a baseline CMR is known (normally not the case in camp situations) then the Sphere Standards advise that a doubling of the baseline CMR indicates a significant public health emergency which requires an immediate response.

When collecting health data, patient confidentiality and data protection must be ensured. All information regarding the patient, her/his history, condition, treatment and prognosis is discussed only between the patient, the health provider and the supervisors. No staff member should share patient information with others not directly involved in patient care without the patient's permission. In the emergency phase, training health care workers in issues around patient and data confidentiality should be completed.

Practically, this is often not the case. It is the responsibility of the Camp Management Agency and/or the lead health agency to ensure that all staff undergo proper training in confidentiality and protection of data issues during the post-emergency phase if it has not already been done in the emergency phase. It is highly advisable that health agencies brief their staff on policies, guidelines and appropriate reporting mechanisms to ensure confidentiality if they come across sensitive health information. Health care workers should also be provided with appropriate logistical support to maintain confidentiality, such as cupboards with locks, registration books with appropriate covers and rooms available for private consultations.

### OUTBREAK INVESTIGATION

Reports and alerts of outbreaks are usually frequent in camp environments. Each and every report should be followed up by the lead health agency or a designated outbreak response team. Diagnosis must be confirmed either by laboratory testing or by clinical presentation, depending on the disease and context.

Epidemics often follow a pattern. Cases are fewer at the beginning of an outbreak, crescendo to a peak and then fade. However this is not always the case. Once an outbreak is declared, the lead health agency should graph daily or weekly cases of the disease. This graph uses the 'number of cases' on the vertical axis and the time in 'days' or 'weeks' on the horizontal axis. Interpreting the curve should be done cautiously, but it can give an indication of the future of the epidemic and enable resources to be mobilised appropriately. The implications of the epidemiological curve should be explained to all health actors in the camp.

## CONTROL OF COMMUNICABLE DISEASES AND EPIDEMICS

### OUTBREAK RESPONSE

The lead health agency in coordination with the Camp Management Agency should initiate epidemic contingency plans when an outbreak is declared. Health and other implicated service providers must be ready to react to epidemics and the lead health agency should have contingency plans in place before an outbreak occurs in order to prevent high morbidity and mortality rates. A contingency plan should include:

- verifying stocks of vaccines and materials, for example intravenous fluids and specific antimicrobials (medication for treating bacterial infections)
- maintaining an updated map of all actors in the camp and their available supplies and human resources.

Training for active/passive case finding and appropriate reporting mechanisms should be continually reinforced. Standard protocols for prevention, diagnosis and treatment must be made available to all health staff regarding the priority com-

municable diseases in the camp and specifically the epidemic-prone diseases. These protocols should be harmonised with the local health authorities or adapted from WHO guidelines and agreed by all health actors.

Many communicable diseases surface in camp situations such as cholera, typhus, relapsing fever, tuberculosis, typhoid fever, yellow fever, meningococcal meningitis and hepatitis. As the cause-specific mortality rates of these diseases during the emergency phase are usually minimal, a response is indicated if an alert threshold has been reached. In the post-emergency phase, health services able to respond to the above communicable diseases may be implemented as appropriate. The following is a synopsis of the priority communicable diseases to be addressed during the emergency phase and their appropriate case management and outbreak responses.

### DIARRHOEAL DISEASES

Diarrhoeal diseases are a leading cause of morbidity and mortality in a camp environment. In camp situations, diarrhoeal diseases have accounted for more than 40 per cent of deaths in the acute phase of the emergency.

The Camp Management Agency, in coordination with the relevant service providers, should ensure rapid implementation of prevention methods such as clean water, adequate latrine coverage, distribution of soap and education on proper personal hygiene practices, promotion of food safety and breastfeeding. Uncomplicated, non-bloody diarrhoea can normally be managed with appropriate rehydration methods, but in a camp environment it is important to always train staff, including health volunteers, and monitor for the epidemic-prone diarrhoeal diseases like shigellosis and cholera.

Diarrhoea is defined as three or more abnormally loose or fluid stools over a period of 24 hours.

Shigellosis, also known as bacillary dysentery, is an acute bacterial disease affecting the large and small intestines. The most severe form of the disease and the cause of outbreaks in camp settings is Shigella dysenteriae Type 1 (Sd1) presenting as acute bloody diarrhoea. Transmission occurs through contaminated food and water and from person-to-person contact and is highly contagious. Case fatality rates can be as high as ten per cent without prompt and effective treatment.

The Camp Management Agency should ensure that if Sd1 is suspected the health worker should first verify blood in a stool specimen and then report to the lead health agency or outbreak team using the outbreak reporting form. Proper laboratory confirmation and antimicrobial sensitivity tests should be completed. This may require a referral laboratory as the tests are complicated. However, this should not delay treatment or control activities. If the supply of effective antimicrobials is limited, then treatment of high-risk patients should be the priority. These are:

- children under five years of age, especially infants, a child younger than two, severely malnourished children and children who have had measles in the previous six weeks
- older children and adults who are obviously malnourished
- patients who are severely dehydrated, have had convulsions or are seriously ill when first seen
- all adults 50 years of age or older.

Vibrio cholerae is an acute bacterial disease causing profuse watery diarrhoea sometimes coupled with projectile vomiting. If these patients are not promptly treated, the life cycle of the disease results in loss of large amounts of fluid and salts leading to severe dehydration and death within hours. The transmission mode is faecal-oral and it is often transmitted by contaminated food or water.

**VOICE FROM THE FIELD - CHOLERA OUTBREAK IN HAITI**

The Haiti cholera outbreak that began in October 2010 is one of the worst epidemics in recent years and is predicted to continue in the most vulnerable areas and populations. The relatively low reported cholera cases and deaths in IDP camps is attributed to Camp Management Agencies and partners' collective efforts to ensure rapid scaled-up cholera prevention and containment efforts through hygiene promotion, water purification kit distribution, case surveillance, installation of oral rehydration posts and latrines and sensitisation campaigns among IDPs.

The Camp Management Agency should ensure that all health staff are trained to suspect cholera when:

- a patient over five years of age develops severe dehydration from acute watery diarrhoea, usually with vomiting
- any patient over two years of age has acute watery diarrhoea in an area where there is an outbreak of cholera.

Cholera is asymptomatic in 90 per cent of cases, but these asymptomatic carriers actively pass the bacteria in stools. About 20 per cent of those who are infected with Vibrio cholerae develop the acute, watery diarrhoea and of some 10 to 20 per cent develop severe watery diarrhoea with vomiting. The number of cases can rise rapidly because the incubation period is extremely short (two hours to five days). One confirmed case of cholera indicates an outbreak. Cholera treatment centres for case management should be established and a WASH prevention programme initiated.

**STOP CHOLERA SPREADING**

Once cholera is suspected in a camp, the spread of the bacteria should be prevented through early detection, confirmation of cases, appropriate treatment, isolation of patients and dissemination of hygiene messages using local languages and culturally appropriate methods.

Case management for cholera includes treatment of dehydration via oral rehydration salts and/or intravenous fluids. The use of antimicrobials is not essential for the treatment of cholera and should only be used for severe cases or when bed occupancy or stocks of intravenous fluids are expected to reach critical levels.

For more information on the prevention and control of diarrhoeal diseases, see Chapter 14, Water, Sanitation and Hygiene.

## ACUTE RESPIRATORY INFECTIONS (ARIs)

ARIs of the upper respiratory tract include the common cold and those of the lower respiratory tract include pneumonia. Lower respiratory tract infections (LRTIs) are a significant cause of morbidity and mortality in camp situations. The Camp Management Agency should therefore ensure that trained health workers are able to recognise the signs and symptoms of pneumonia and diagnose, treat or refer cases as quickly as possible. Community health workers should be trained to refer all children with a cough and/or breathing difficulties to the health post for further investigation. WHO recommends the following for appropriate case management of LRTIs:

- Signs of malnutrition should be assessed. Malnutrition increases the risk of death from pneumonia.
- Severely malnourished children must be referred to inpatient care at a referral hospital.
- Management of pneumonia consists of antimicrobial therapy, but choice of antimicrobial depends on national protocols and available drugs.
- If protocols or drugs are not available from the national health authorities, then oral cotrimoxazole can be used for most cases. For severe pneumonia, injectable antimicrobials can be used such as penicillin, ampicillin or chloramphenicol.
- Supportive measures, such as oral fluids to prevent dehydration, continued feeding to avoid malnutrition, measures to reduce fever and protection from cold are all essential.

## MEASLES

Measles is a highly communicable viral infection spread person-to-person via respiratory droplets which damage the immune system. Deaths most frequently occur from complications of co-morbidities, accompanying but unrelated diseases, such as pneumonia, diarrhoea and malnutrition. The Camp Management Agency, in cooperation with relevant health agencies, should ensure that all staff working in close contact with the camp population are educated regarding the initial symptoms in order to facilitate early referral and case management. They should know that initial signs and symptoms are high fever, cough, red eyes, runny nose and Koplik spots (small white spots on the inner lining of the cheeks and lips). A red, blotchy rash may also appear behind the ears and on the hairline spreading to the entire body. All those found with these initial signs and symptoms should be referred to the closest health facility for symptomatic management and should have their nutritional status monitored for possible enrolment in selective feeding programmes. It is not necessary however to isolate cases in an emergency situation.

## MALARIA

Four species of the parasitic disease termed malaria develop in humans, but Plasmodium falciparum is of prime public health importance, especially when managing a camp in sub-Saharan Africa.

The disease is transmitted by the bite of the female anopheles mosquito, which mainly attack during the night. Simplified case definitions to be used in an emergency are:

- Uncomplicated malaria is characterised by fever or history of fever in the previous 48 hours, with or without symptoms of headache, back pain, chills, nausea, vomiting, diarrhoea or muscle pain where other obvious causes of fever have been excluded. In a high malaria risk area or season, all children under five with fever or history of fever should be classified as having malaria. In a low malaria risk area or season, children with fever or history of fever are classified as having malaria and given an anti-malarial only if they have no runny nose (a sign of acute respiratory infection), no measles or other obvious sign of fever such as pneumonia or a sore throat. In the low-risk areas, parasitological confirmation is recommended.
- Severe malaria is characterised by the fever and symptoms of uncomplicated malaria but with associated neurological signs such as disorientation, convulsions, loss of consciousness and/or severe anaemia, jaundice, spontaneous bleeding, pulmonary oedema and/or shock.

The Camp Management Agency should recognise that in the emergency phase of a camp, laboratory diagnosis for malaria is usually not feasible. Thus diagnosis and treatment should be based on clinical symptoms coupled with knowledge of the risk of malaria in the camp area. As soon as laboratory services can be established, diagnosis should be confirmed, unless there is a malaria epidemic in which case clinical diagnosis is acceptable. Rapid diagnostic tests, although expensive, can be useful during the emergency phase to confirm malaria cases in a low malaria risk area or season before appropriate laboratory services can be established.

Effective treatment for malaria should be implemented with current knowledge of the drug resistance patterns in the camp area. In camp situations where mortality from malaria is high, drug combinations with artemesin (ACT) are recommended. These combination drugs are increasingly used as first-line treatments in many countries and are rapidly effective in most areas. If the national health authorities do not use ACT as a first-line treatment, and no recent efficacy studies on their recommended first-line drug have been conducted, then ACT is recommended. Coordination with the national health authorities is imperative and may require lengthy discussions in order to implement ACT in a camp situation. If there are high treatment failure rates and high case fatality rates for malaria, it is recommended that the lead health agency and/or Camp Management Agency, together with the Cluster/Sector Lead Agency, should advocate for change in the drug regime with the national health authorities.

The first health priority in an emergency is to implement early diagnosis and effective treatment for malaria. Additionally, barrier methods for mosquito bite prevention, for example insecticide-treated mosquito nets, are important to implement, but after the above priorities have been accomplished. Community distribution of treated nets in the emergency phase of

a camp is only recommended when the camp residents are already in the habit of using nets because of the behavioural change needed to make the intervention a success. If treated nets are distributed, new and long-lasting ones should be chosen. Vector control activities and extended distributions of personal protection against mosquito bites is important. So is Intermittent Preventive Treatment (IPT), a dose of anti-malarial medication given to pregnant women on a regular basis, to prevent malaria throughout the pregnancy.

➜ For more information on vector control activities, see Chapter 14, Water, Sanitation and Hygiene.

### HUMAN IMMUNODEFICIENCY VIRUS (HIV)/ ACQUIRED IMMUNODEFICIENCY SYNDROME (AIDS)

Vulnerability to HIV/AIDS is intensified during an emergency. Social norms regulating behaviour can be weakened. Fragmentation of families threatens stable relationships. Displacements may bring populations with different HIV prevalence rates into contact. Displaced persons may have been forced to submit to unprotected survival sex. Health structures may be stressed and have inadequate supplies to prevent the transmission of HIV, such as universal precautions supplies or condoms. As well, in camps with large numbers of arriving war-wounded, HIV infection can be passed via blood transfusions. HIV can be transmitted via four main modes:

- sexual intercourse with an infected partner, especially in the presence of a sexually transmitted infection
- contaminated needles (needle stick injuries, injections)
- transfusion of infected blood or blood products
- mother-to-child transmission during pregnancy, labour and delivery or through breastfeeding.

The Camp Management Agency should ensure that the response to HIV/AIDS is multi-sectoral. The lead health agency in cooperation with the Camp Management Agency should supervise and ensure a minimum set of interventions are initiated by health service agencies in the camp to mitigate the transmission of HIV. Beyond the context of the immediate crisis HIV/AIDS influences the life and situations of persons and their social networks for years to come.

In accordance with guidelines prepared by the Joint United Nations Programme on HIV and AIDS (UNAIDS) for addressing HIV in humanitarian settings (2010), the inter-sectoral HIV response should include the following minimum interventions within preparedness, minimum initial and expanded responses:

- raising HIV awareness
- providing a safe blood supply, by having HIV testing of blood before transfusion, and avoiding all non-essential blood transfusions
- adhering to universal precautions
- providing basic HIV education materials
- providing good quality condoms, preferably free of charge, via appropriate channels as identified during the rapid initial assessment
- offering syndromic sexually-transmitted infection (STI) treatment, an approach which treats STIs according to signs and symptoms, requiring no laboratory confirmation
- managing the consequences of gender-based violence
- ensuring safe maternal deliveries.

**NO MANDATORY HIV TESTING**

Mandatory testing for HIV represents a violation of human rights and has no public health justification. A HIV voluntary confidential counselling and testing (VCCT) programme can be established in the camp, but it is not a priority intervention during an emergency phase.

HIV services during the post-emergency phase should expand to more comprehensive interventions related to preventing HIV transmission, as well as providing support, care and treatment to those living with HIV/AIDS and their families. These should include:

- services or strategies to prevent sexual violence
- post-exposure prophylaxis
- information, education, communication materials for high-risk groups
- voluntary counseling and testing
- services for preventing mother-to-child transmission of HIV.

Palliative and home-based support and care should be provided for people living with AIDS. Other care and treatment interventions for people living with HIV include prophylaxis and treatment of opportunistic infections and antiretroviral therapy.

**DISPOSAL AND MANAGEMENT OF DEAD BODIES**

Natural disasters, sudden onset or prolonged conflict situations as well as diseases, epidemics and malnutrition often result in large numbers of deaths. The management of dead bodies in general, as well as in camps, is one of the difficult aspects of a crisis response. The collection and disposal of dead bodies is crucial and should be carried out quickly in appropriate ways to mitigate possible social and political implications as well as to avoid emotional or psychological distress among those who have lost family members, among camp communities and also among rescue and recovery workers.

Health related risks are normally negligible even in emergency situations and cultural obligations and traditions should not be foregone except in rare circumstances. The primary concern of the teams in charge of body disposal should be to carry out the cultural and religious obligations and traditions required, rather than potential disease transmission.

Contrary to popular belief, evidence suggests that dead bodies, particularly those who died as a result of physical trauma, for example natural disasters, accidents or armed conflict, are not likely to result in disease outbreaks such as typhoid fever or cholera or plague. However, if these bodies are not disposed of properly, gastroenteritis or food poisoning syndrome may occur if there is contamination of water sources such as wells, streams and aquifers.

In medical epidemics, special precautions should be taken to prevent disease transmission from dead bodies to other members of the community. Bodies should be handled whenever possible by medical staff. Vehicles used for transport of bodies should be disinfected after use. Limits should be placed on the size of gatherings and risks of practices, such as washing of the dead should be communicated to the community. WHO Technical Note for Emergencies No. 8 outlines specific practices in the event of cholera, Ebola, typhus and plague. Under all circumstances WHO Guidelines on Disposal of Dead Bodies in Emergency Conditions suggest adherence to the following principles:

- prioritise the living over the dead
- dispel myths about health risks posed by corpses
- identify and tag corpses
- provide appropriate mortuary services
- reject unceremonious and mass disposal of unidentified corpses
- respond to the wishes of the family
- respect cultural and religious observances
- protect communities from the transmission of medical epidemics.

## REPRODUCTIVE HEALTH (RH)

Reproductivre health services should be provided in a camp environment as an integral part of primary health care services. Providing appropriate services can overcome the complications of pregnancy and delivery which are the leading causes of death and disease among refugee/IDP women of child-bearing age. A RH response in the emergency phase of a camp is necessary.

Quality RH services provided by trained staff should be available in the camp. Use of them should be left to the decision to each individual. As RH services affect very personal aspects of a persons' life, they must be implemented in a culturally appropriate manner, considering the religious and ethical values of the camp population. Those providing the services should provide an enabling environment where those seeking services can feel comfortable and secure. The following minimum reproductive health interventions should be provided in the emergency phase:

- A reproductive focal person/agency should be identified to supervise all services within the camp and bring issues and information to health coordination meetings.
- All pregnant women, birth attendants and midwives should be identified within the camp and issued with clean delivery kits: a square metre of plastic sheet, a bar of soap, a razor blade, a length of string and a pictorial instruction sheet. Multiple kits should be provided to birth attendants and midwives and a system established to replenish them as needed. Health facilities and trained midwives should be issued with professional midwife delivery supplies using WHO's New Emergency Health Kit.
- A referral facility and transport should be identified for obstetric emergency transfers.
- A medical response should be provided to survivors of sexual violence, including emergency contraception as appropriate via the health facilities (small quantities are available in the WHO New Emergency Kit).
- Community leaders, pregnant women, birth attendants and community health workers should start community education on indications for referral.

As soon as feasible, comprehensive services for antenatal, delivery and postpartum care must be organised. These must include family planning services, information on sexually transmitted infections (STIs), vaccinations (tetanus toxoid) and well-baby clinics. The objectives of comprehensive RH services include:

- ensuring all pregnant women attend antenatal clinics at least four times during pregnancy for antenatal care
- health education and early detection and management of complications of pregnancy
- ensuring all women have access to clean, safe delivery attended by a skilled health worker
- providing post-natal care to all newborn infants
- promoting, protecting and supporting early, exclusive (up to six months), and sustained (up to two years) breast-feeding
- ensuring all women receive basic post-natal care through home visits and referral for complications
- managing the complications of spontaneous or induced abortion and reducing the incidence of unsafe abortion
- providing family planning services as needed
- preventing HIV transmission through universal precautions
- providing prevention of mother-to-child transmission (PMTCT) of HIV
- preventing and reducing sexual transmission of STIs and HIV/AIDS.

## MENTAL HEALTH AND PSYCHOSOCIAL SUPPORT

Emergencies create a wide range of problems experienced at the individual, family, community and societal levels. Every individual will experience the same event in a different manner and will have different resources and capacities to cope with that event. Psychosocial problems in emergencies are highly interconnected, yet they may be predominantly social or psychological in nature.

**Significant problems of social and psychological nature - some examples:**

| | Social | Psychological |
|---|---|---|
| Pre-existing / pre-emergency | • Belonging to a discriminated against or marginalised group<br>• Political oppression | • Severe mental disorder<br>• Depression<br>• Alcohol abuse |
| Emergency-induced | • Family separation<br>• Lack of safety<br>• Stigma<br>• Disruption of social networks<br>• Unemployment and poverty<br>• Breakdown of community structures, resources and trust<br>• Difficult interactions with the host community<br>• Involvement in survival sex | • Grief<br>• Non-pathological distress<br>• Alcohol and other substance abuse<br>• Depression/anxiety disorder<br>• Sense of disorientation and uncertainty about the future<br>• Post-traumatic stress disorder (PTSD) |
| Humanitarian aid-induced | • Overcrowding and lack of privacy in camps<br>• Undermining of community structures or traditional support mechanisms<br>• Aid dependency | • Anxiety due to a lack of information about services or perceived differences in access to aid |

Mental health and psychosocial needs in emergencies encompass far more than psychological conditions like PTSD or disaster-induced depression. A selective focus on these two problems is inappropriate because it overlooks many other mental health and psychosocial support needs in emergencies and may ignore individual, family and community resources and coping mechanisms.

Psychosocial support should be cross-cutting in all services provided in camps. Camp Management Agency and all health actors must have essential knowledge of protecting psychosocial well-being and be aware of Do No Harm principles and psychological first aid. They need to acknowledge that camps will have people with pre-existing mental disorders. In emergencies, the percentage of people with severe mental disorders seems to increase by one per cent over the baseline. About ten per cent of people have mild to moderate mental disorders. This may rise to 15 per cent in emergencies. In most situations, people recover naturally, healing without outside intervention. To assess and assist people with mental disorders, the Camp Management Agency should facilitate access to clinical mental health care, whether delivered within or outside camps. Preferably, such services are attached to general health or social services (for adults) or to schools (for children). An expected subset of the people with mental disorders need specialised care.

While it is understood that the provision of mental health services does not lie within the responsibility or capacity of the Camp Management Agency, some key actions are nevertheless identified:

- All actors should be trained to confidentially identify and refer people who seem very confused, unable to care for themselves or who have attempted suicide. The collection of information should be dignified and confidential and further assessed by trained mental health professionals. It is important to ensure that people with specific needs are protected by family members or neighbours and referred immediately to health providers. There must be special living arrangements for those formerly living in psychiatric institutions.
- Mental health providers in camps should be encouraged to learn about and, where appropriate, collaborate with local, indigenous and traditional healing systems.
- Support must be provided to holistic mental health-specialised care in camps when needed, avoiding single-service mental health centres. Clinical mental health care, when made available, should focus on emergency-induced mental health problems and also cover pre-existing mental health problems.
- Favor the engagement of mental health agencies, which could grant sustainable mid-term therapeutic pathways.

## HEALTH EDUCATION

All persons in the camp should have access to health information that allows them to protect and promote their own health status and that of their children. Women, men, adolescents and children should understand how their bodies work and how they can maintain good health in an unfamiliar environment. Dissemination of health information is usually done via health education programmes and should be initiated with the first activities in a camp. Although health education is primarily disseminated via community-based outreach programmes, every contact the health system has with an individual should be an opportunity for health information dissemination. The following should be remembered:

- Health education in the camp should be context specific and take into account the health-seeking behaviours of the population as well as their personal health beliefs.
- The messages and materials should be formulated in local languages with options for non-literate populations.
- Information provided should concentrate on the priority diseases within the camp, major health risks for these diseases, the availability and location of health services and promotion of behaviours that protect and promote good health.
- Education on feeding- and care practices of infants and children should be implemented as this is critical in preventing malnutrition and diseases.
- The lead health agency and the Camp Management Agency should coordinate health education messages to ensure that all health service providers in the camp are providing consistent and accurate messages.
- Health service providers should conduct regular assess-

ments of the effectiveness of the health messages to the target audience and those who implement them.

- Health messages can be expanded during the post-emergency phase to include messages coinciding with comprehensive health services implemented in the camp.

**VOICE FROM THE FIELD - EFFECTIVE HEALTH AGENT IN HAITI**

In Haiti, oral-rehydration-post health workers, known as 'brigadiers', were selected from IDP camps and became effective health agents to sustain community based efforts in preparation for expected cholera outbreaks during the rainy season in 2012. They were trained in how to reactivate first line treatment, to sensitise camp residents about prevention of cholera, to decontaminate and to conduct monitoring and surveillance in the camps.

## HEALTH PRIORITIES AT CAMP CLOSURE

The closure of a camp is complex and requires coordination from all sectors. The lead health agency and Camp Management Agencies coordinating activities during this planning phase should remember:

- Epidemics of communicable diseases with high mortality should warrant the camp remaining open. Those affected should be treated in the area of transmission as camp closure and movement out to a larger population may spread the disease further.
- Health facility utilisation rates and total population remaining in the camp are indicators for planning to phase down health services, like decreasing the number of in-patient beds and outreach activities.
- Health services must be available until every camp resident has left. Usually those last to leave the camp, such as women delayed by childbirth, malnourished children and older people, have the greatest health needs.

The camp population should be aware of health services available to them on leaving the camp. The Camp Management Agency and the lead health agency should coordinate with the national health authorities in areas where the population will return to gather and share information. Information gathered should be disseminated to the population before leaving the camp. This is more difficult in cases where camp residents subsequently scatter to diverse areas and will require a more detailed plan of action.

Ideally, health examinations should take place before departure, particularly for the very young, older people, pregnant women and those with physical and mental disabilities. However, this may be difficult in camps where return is spontaneous. When health assessment prior to departure is possible, information campaigns should have clear objectives as this can be misinterpreted as a way to prevent persons from leaving the camp or to gather confidential health data for reporting to areas of return.

Objectives for pre-departure health examinations include:

- Providing information, facilitating referral and correct management for groups with specific needs such as the malnourished, pregnant women and people with disabilities while maintaining the confidentiality and securing, where possible, the written consent of the individual, parents or other legal guardian for minors with mental health conditions.
- Recognising the need to remain in treatment or continuity of care upon arrival at destination site. Travel assistance may be needed. The consequences of deciding to return must be considered. Special vehicles, wheelchairs, stretchers, feeding programmes and medical escorts may be needed to take them to their area of return.
- Identification of persons who should be referred to specific health services in their area of return. A referral letter should be issued to each person identified in the language of their area of return. Persons receiving treatment must receive extra supplies of medications.
- Identification of children who need referral for immunisations ensuring the confidentiality of medical records and destruction of any outdated or unwanted documentation.

**PRE-DEPARTURE HEALTH CHECKS**

Simple pre-departure health checks ensure that the person is fit to travel by road, sea, or air. The health checks minimise risks associated with the movement for the individual and the receiving host communities, and facilitate access to health care services at the destination site.

**VOICE FROM THE FIELD - CONTINUITY OF HEALTH CARE AND REFERRAL PROCESS ACROSS INTERNATIONAL BORDERS**

The sudden onset of crisis in Libya in 2011 resulted in a massive outflow of people across the borders of neighbouring countries. Hundreds of thousands of vulnerable displaced and conflict-affected persons including refugees were stranded in the Choucha border camp in Tunisia. They were provided rapid-fitness-to-travel health checks before departure and some received treatment or were hospitalised until their medical conditions had stabilised. Medical escorts accompanied them to their countries of destination and handed over to receiving health authorities or family members.

## CHECKLIST FOR A CAMP MANAGEMENT AGENCY

- ✔ The Camp Management Agency ensures that all health service providers within the camp have a Memorandum of Understanding (MoU) with the national health authorities outlining roles and responsibilities for health services implementation, exit strategies and the extent of assistance from already existing health facilities.
- ✔ Health services are coordinated between agencies and with national health authorities via information sharing and regular meetings.

### Assessments

- ✔ A rapid health needs assessment is completed using age and gender disaggregated information within three days of the arrival of the first camp residents. Those conducting the assessment have appropriate training and relevant experience and have no political or affiliations compromising perceptions of their neutrality. The results of this assessment should be used to inform a health response.
- ✔ A context-specific, comprehensive assessment is repeated within one to three weeks after the initial health assessment to steer health care strategies. Assessments are periodically repeated thereafter as required.
- ✔ Mapping of health service providers in the camp is regularly updated, including what their activities are and where they are working. The health sector usually initiates the 3Ws – Who is doing What and Where.

### Vaccinations

- ✔ A well-monitored mass measles vaccination campaign is organised together with agencies and national authorities for all children aged from six months to 14 years of age in the camp.
- ✔ It is determined whether other mass vaccination campaigns should be initiated, such as against yellow fever and/or bacterial meningitis.
- ✔ Routine immunisations (EPIs) are established as part of the overall health care strategy for the camp as soon as emergency health care strategies are in place.

### Nutrition

- ✔ A nutrition survey of children aged 6-9 months is initiated to quantify the degree of acute malnutrition in the camp population.
- ✔ Additional nutrition surveys are implemented at regular intervals to monitor changes in the malnutrition rates.
- ✔ All persons in the camp are food secure and their energy and micronutrient requirements are met. If not, general or selective feeding programmes are initiated. The general food ration should provide all camp residents with adequate energy and micronutrients. The supplementary food ration is to provide vulnerable groups and those with specific needs with additional support.
- ✔ Health service providers train staff on strategies ensuring appropriate feeding practices of infants and young children, for example exclusive breastfeeding of infants from birth to six months of age.

### Structure of Health Care Services

- ✔ Health structures within the camp are designed to provide health services for all levels of care.
- ✔ All health service providers use a common and agreed referral system to hospital to avoid creating parallel mechanisms.
- ✔ All health service providers implement health policies, use clinical definitions and diagnostic protocols and prescribe essential medicines in line with national health authority guidelines or, if not deemed appropriate, with international standards.
- ✔ Standards are ensured for recruitment, training and supervision of staff, both local and international, such as guidelines on salary and incentives, and all health service providers abide by them.
- ✔ Materials are in place for adequate practice of universal precautions and training of staff of all health agencies in them is supervised.
- ✔ The overall supply and logistic systems to health service providers in the camp is supported. If resources are inadequate there is advocacy for assistance via the CCCM/Health Cluster/Sector Lead Agency.

### Health Information Systems (HIS)

- ✔ The establishment of effective health information management and coordination systems with all health service providers in the camp is ensured.
- ✔ The training of all health agencies in routine reporting forms, identification of epidemic-prone diseases, alert thresholds and protocols for outbreak reporting is supported.

### Control of Communicable Diseases and Epidemics

- ✔ One health agency is appointed to coordinate disease outbreak response. The outbreak response is planned by identifying a referral laboratory for confirmation of specimens and maintaining and disseminating an epidemic contingency plan with all concerned sectors. The contingency plan should include pre-positioned stocks and mapping of all resources available for outbreaks.
- ✔ Standards and clinical protocols for priority communicable diseases (diarrhoeal diseases, acute respiratory infections, measles and malaria) are developed and disseminated, expanding to all context-specific diseases during the post-emergency phase.
- ✔ Evidence-based and harmonised treatments are advocated for.
- ✔ The training of all health agencies is ensured, using agreed guidelines for clinical definitions, diagnoses and treatment of communicable diseases.
- ✔ Services are expanded for those living with HIV/AIDS in the post-emergency phase to include support, care and possibly treatment as well as developing a comprehensive information campaign targeted towards prevention of HIV transmission and awareness of HIV services.

### Reproductive Health

- ✔ An organisation or individual is identified as focal point for the reproductive health response in the camp.
- ✔ The minimum package of reproductive care is available to all health service providers, according to phase, and reproductive care services in the camp are supervised.
- ✔ Clean delivery kits are available and distributed.
- ✔ Professional midwife delivery supplies are available at health centres and a referral system to manage obstetric emergencies is established.

- ✔ The consequences of sexual violence are prevented and managed, specifically ensuring that a medical response to survivors of sexual violence is available and the camp population know about it.

### Mental Health and Psychosocial Support (MHPSS)

- ✔ Activities at any level of intervention include Psychological First Aid (PFA), Do No Harm training for general humanitarian workers, family and community mobilisation, recreation activities, counselling services and facilitation of referrals of mental health conditions to trained specialists.

### Health Education

- ✔ Health agencies are assisted to assess the health situation and target population to identify the most important problems to address through health education communication strategies.
- ✔ The most appropriate channels and tools for communicating are used with the target population.
- ✔ Evaluation and supervision activities are planned to monitor and measure the effectiveness of the health education strategy.

### Health Issues at Camp Closure

- ✔ Basic health services within the camp remain operational until every camp resident has left.
- ✔ Planned phase-down of health services, based on health facility utilisation rates coupled with total population remaining in the camp, is ensured.
- ✔ Information is coordinated with health service providers in areas of return and exchanged when possible.
- ✔ Information campaigns inform the camp population of services available in areas of return and how to access them on arrival.
- ✔ Activities for health examinations, referrals for continuity of care and coordinated information campaigns are in place to give proper messages to the camp population regarding rationales for health-related interventions.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

- Global Health Cluster and World Health Organization (WHO), 2009. Health Resources Analysis and Mapping System (HeRAMs)
- Inter-Agency Standing Committee (IASC), 2012. Multi-Cluster/Sector Initial Rapid Needs Assessment (MIRA) tool
- 3W Who does What Where. Htpp://www.humanitarianresponse.info
- United Nations Agency for Refugees (UNHCR). Expanded Programme of Immunization, Module 7
- WHO, 2005. Example of an Outbreak Investigating Form, Annex 6 in Communicable Disease Control in Emergencies: A field Manual
- WHO, 2008. Example of an initial rapid health assessment
- WHO and Water Engineering and Development Centre (WEDC), Technical Notes, 2011. Disposal of dead bodies in emergency conditions
- WHO, 2013. Recommendations for Routine Immunization

## REFERENCES


- Inter-Agency Standing Committee (IASC), 2007. IASC Guidelines on Mental Health and Psychosocial Support in Emergency Settings
- IASC, 2013. Mental Health and Psychosocial Support in Emergency Settings: What Should Camp Coordination and Camp Managers Know?
- John Hopkins School of Public Health, 2003. A Field Guide to Designing a Health Communication Strategy
- Médecins Sans Frontières (MSF), 2004. Cholera Guidelines
- MSF, 2006. Rapid health assessment of refugee or displaced populations
- MSF. Refugee Health, An Approach to Emergency Situations
- UNAIDS and IASC, 2010. Guidelines for Addressing HIV in Humanitarian Settings
- United Nations Children's Fund (UNICEF), 2007. The State of the World's Children 2008: Child's Health in Complex Emergencies, Chapter 18
- UNICEF, 2013. Cholera Toolkit
- United Nations Population Fund (UNFPA), 2008. Inter Agency Reproductive Health Kits for Use in Crisis Situations
- UN Refugee Agency (UNHCR) and WHO 2011. Guidelines for Selective Feeding: The Management of Malnutrition in Emergencies
- Women's Commission for Refugee Women and Children, 2006. Minimum Initial Service Package (MISP) for Reproductive Health
- WHO, 2000. The Management of Nutrition in Major Emergencies
- WHO, 2000. Reproductive health during conflict and displacement: a guide for programme managers
- WHO, 2004. Cholera Outbreak: Assessing the outbreak response and improving preparedness.
- WHO, 2005. Communicable Disease Control in Emergencies: A field Manual
- WHO, 2007. Communicable Disease Risk Assessment: protocol for humanitarian agencies.
- WHO, 2009. Health Cluster Guide, A Practical Guide for Country-Level Implementation for Health Cluster
- WHO, 2011. Inter Agency Emergency Health Kit
- WHO, 2011. War Trauma Foundation, World Vision: Psychological First Aid: Guide for Field Workers WHO. Technical note for emergencies No. 8

PHOTO: NRC

# CHAPTER 17
# EDUCATION

## CAMP SERVICES

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- Education is a basic human right and essential protection measure in situations of displacement. Quality education saves lives by providing physical protection from dangers and exploitation often present during displacement. Education can convey life-saving information to children and their families, strengthening survival skills and coping mechanisms which can be essential during displacement.
- Schools and other learning spaces can act as entry points within the camp for the provision of essential support such as protection, nutrition, water and sanitation and healthcare. Camp Management Agencies should work with service providers to support coordination and encourage cross-sectoral efforts to keep children and youth safe and protected.
- Working with the national authorities, education service providers and the Education Cluster/Sector, the Camp Management Agency must negotiate access to local schools for displaced children and youth or ensure that education programmes are provided within camps.
- The location of learning spaces within the camp is a key decision that the Camp Management Agency should oversee. A badly located school can lead to low attendance or drop-outs and cause protection concerns, injury or even death.
- Effective education during displacement is only possible with active and inclusive community participation. The Camp Management Agency should ensure that Community Education Committees, or other parent-teacher or school management associations, are established if not already in place, are fully supported and engaged in educational provision.
- In situations of displacement, girls and boys, young women and young men, children with disabilities and members of other vulnerable groups can face particular protection risks. The Camp Management Agency should work with education and other service providers to ensure the needs of all children and young people are met. Regular disaggregated monitoring of attendance and completion rates and out-of-school children and youth should be undertaken in order to identify barriers to education and any associated protection concerns.
- Using school facilities as collective centres should be avoided. If this is absolutely unavoidable, the Camp Management Agency must take steps to ensure the protection of children and mitigate the negative impact on community relations and education facilities. Clear deadlines should be agreed at the outset for the transfer of the school property back to its intended purpose.
- The Minimum Standards for Education: Preparedness, Response, Recovery of the International Network for Education in Emergencies (INEE) are internationally agreed standards providing a framework for quality education responses during displacement. In conjunction with any relevant locally agreed standards, the INEE Minimum Standards should be explicitly referred to in camp coordination processes as well as in proposals developed by service providers, and in assessments, planning, implementation, monitoring and evaluation phases of any education intervention in a displacement scenario.

## INTRODUCTION

Education is a fundamental human right for all children and youth. Education is especially critical for the tens of millions of children and youth affected by conflict and disaster-induced displacement, yet it is often significantly affected in emergency situations. During displacement, community services and normal support mechanisms are disrupted. Children and their families face dangerous and rapidly changing risks. Education can be a protective, life-saving and life sustaining intervention as well as enabling children and youth to contribute to sustainable peace and recovery of their communities upon repatriation/return, local integration or resettlement. Education is an essential component of a holistic humanitarian response in the first stages of an emergency, through to recovery.

### CHILDREN AFFECTED BY CONFLICT AND NATURAL DISASTERS

"Globally, the number of children out-of-school fell from 60 million in 2008 to 57 million in 2011. The benefits of this slow progress have not reached children in conflict-affected countries. They now comprise 50 per cent of children denied an education, up from 42 per cent in 2008. The education of millions more children and youth is disrupted by natural disasters every year. Some 175 million children are expected to be annually affected by natural disasters in the next decade and are likely to experience disruption to their schooling."

Education for All Global Monitoring Report: Policy Paper 10 - Children Still Battling to go to School, UNESCO July 2013.

Education can provide physical protection in a camp setting. When learners are in safe learning environments, they are less likely to be exposed to exploitation and other risks, such as gender-based violence, forced or early marriage or recruitment into armed forces. Education can not only keep children

safe within the learning space itself, but can also teach them about new dangers, such as landmines, and how to protect themselves and stay safe in the camp.

In displacement situations, children and their communities often prioritise education. Education mitigates the psychosocial impact for children of conflict, disaster and displacement. Going to school, and participating in learning with friends and trusted adults, is an activity that helps children and their families regain a sense of routine, stability and structure in a setting which is often chaotic and disorientating.

**VOICE FROM THE FIELD - COMMUNITIES PRIORITISE EDUCATION**

"We had to leave behind all of our possessions. The only thing we could bring with us is what we have in our heads, what we have been taught – our education. Education is the only thing that cannot be taken from us." Female refugee, Sudan, 2004.

"How does a young person acquire the skills to develop informed opinions or views on the hardships that refugees and internally displaced persons face daily? How does the community find its voice? Education gives a person a voice. Young people want education so that their voices can be heard. Education lays the basis for social and economic freedom to be achieved. As a young person, this only means, we want to be free!" Young female Ethiopian refugee, 2010.

Education activities in a camp setting can also act as an entry point for the provision of other key services, particularly those aimed at children, youth and their caregivers. Protection, nutrition, water and sanitation and health services can all work through learning spaces, ensuring the safety of children, providing key information and monitoring children's well being.

Education can also contribute to the social, economic and political stability of communities in camp situations. In the short-term, education can support conflict resolution and peacebuilding efforts. In the medium to long-term, education can be a vital part of a durable solution for displaced communities, providing them with the knowledge and skills to contribute to the recovery of their societies.

Education can't wait. In emergency situations, Camp Management Agencies are responsible for a large number of tasks and must respond quickly to a range of urgent issues. This has often led to deprioritisation of education as a service not perceived as essential during an acute emergency phase in the first days and weeks of displacement. However, education has a critical role to play in keeping children and young people safe and can be a key entry point for reaching some of the most vulnerable members of a displaced community. It must not be delayed.

**CHILDREN BORN AND GROWING UP AMID CRISES**

The average length of a refugee or internally displaced person (IDP) displacement is now approaching 20 years, according to the University of Oxford's Refugee Studies Centre. This means generations of children are born and grow up as refugees or IDPs, many in camp contexts. Education cannot wait for a crisis to end but has to begin as soon as displacement occurs.

Do No Harm is a central principle of all humanitarians. Quality education can support children and their communities and facilitate the provision of other key humanitarian services. However, the Camp Management Agency should also be aware of the potential harm resulting from poor quality education, discriminatory practices, physical punishment or even sexual abuse. Teachers who have not been trained in key child protection principles may abuse their power and enter into sexual relations with their students. Education can contribute to conflict and reinforce inequalities and social injustice by denying access to school for some groups or by using biased teaching practices or curricula. A learning space which is built in a location that forces children to walk through dangerous areas or exposes them to risks can lead to low school attendance and dropouts or, at worst, cause injury or death. It is therefore essential that the Camp Management Agency reviews the good practice standards laid out in the INEE Minimum Standards and works with the affected community, national authorities and education service providers to continuously monitor the quality of education programmes offered in camps.

# KEY ISSUES

## ROLES AND RESPONSIBILITIES

The Camp Management Agency has a core responsibility to hold education providers accountable and to ensure the provision of quality and inclusive education for the displaced population. The Camp Management Agency should take on the following roles and responsibilities to facilitate educational provision:

- Ensure that education is included in early multi-sector needs assessments, even if an education service provider is yet to be identified. The Camp Management Agency should ensure representation of key stakeholders in the assessment process and provide support to ensure that assessment questions are of quality, age and gender disaggregated and reflect key issues such as protection, inclusion and relevance of education services.
- Quickly identify, in collaboration with the Camp Coordination and Camp Management (CCCM) Cluster/Sector Lead Agency, an education service provider in the first phases of displacement. The education agency will normally assume the major responsibility for formalising agreements with national authorities and education ministries and institutions.

**DIFFERENT ACTORS FOR DIFFERENT EDUCATION COMPONENTS**

In some situations it may be expedient, and/or necessary due to capacity constraints, to identify different agencies to manage different components of an education programme. For example, one agency might be identified to establish and run learning spaces, where another agency with relevant experience might take on teacher training initiatives. A further one might provide teaching and learning materials. Conversely one provider might lead on early childhood and primary provision, where another agency will focus on secondary education.

- Facilitate coordination at camp level so that all initiatives by education actors, including national authorities and affected communities, are well functioning, effective and do not duplicate or discriminate. This is especially important if education is provided by multiple agencies in which case formation of a Camp Education Coordination Committee or other formalised coordination group is recommended.
- Hold education providers accountable if education services do not meet internationally and locally agreed standards. Working with service providers, the community, and national authorities, define standards for the camp context based on the INEE Minimum Standards framework.
- Work with all education stakeholders to agree on a set of indicators and gather baseline data to measure access, protection, safety and learning outcomes, and ensure that agreed standards are met.
- Facilitate coordination so that all education programmes are well functioning, effective, and do not duplicate or discriminate.
- Oversee the development of an education contingency and preparedness plan that accounts for increases in the camp population and other potential scenarios in the immediate and long term. Advocate for education for the displaced community: if education is not prioritised by the humanitarian community due to misperceptions about its value and urgency, if national authorities are unwilling or unable to accommodate displaced children in host schools, if documentation of previous education is demanded as part of the enrolment process or if attendance fees are being charged.

**CHILD LABOUR**

Steps should be taken to prevent involving children in labour activities, especially the most harmful and hazardous forms and labour that prevents school attendance. This has to be handled sensitively with the community. Access to education often removes pressure for children to become involved in dangerous labour activities.

## COORDINATING WITH KEY ACTORS

### NATIONAL AUTHORITIES

It is critical that in all phases of an education programme in a camp setting the national education authorities are consulted and included in planning, implementation and monitoring. This ensures education programmes are as integrated as possible into the national system and supports sustainability and capacity development. In particular, the Camp Management Agency should be aware:

- Ultimately, national authorities in both refugee and IDP contexts are responsible for upholding the right to education for children and youth in their jurisdiction.
- Any education programme should be planned in conjunction with the local education administration and communication and coordination undertaken with the Ministry of Education.
- Negotiation to allow displaced learners' access to local schools in the vicinity of the camp should be attempted as soon as possible.
- Where local schools cannot be accessed, planning of learning spaces within the camp should be done in partnership with the Ministry of Education, especially with a view to eventual camp closure and handover of educational facilities.
- It is crucial to liaise with national authorities when working on issues such as learner certification and teacher training and accreditation.
- Including local education officials, head teachers and teachers in training opportunities offered by education service providers within the camp can be an excellent opportunity to develop national education capacity, strengthen relations with national authorities and benefit the host community.

### AFFECTED COMMUNITIES

For an education programme to be effective, inclusive community participation is essential. Here are some key strategies for working with and building upon the resources and knowledge available within the displaced community:

- The Camp Management Agency should work with national authorities and the education service providers to ensure that the community is engaged in determining the education needs of all learners, highlighting security issues and identifying locally available financial, material and human resources.
- Often displaced communities may already have organised educational activities prior to the arrival of external actors. Such efforts should be learnt from and built upon

if at all possible. Capacities of the community should be identified and strengthened.

- Communities should be supported to establish Community Education Committees, sometimes known as Parent-Teacher Associations (PTA) or School Management Committees (SMC), that can take a leadership role in managing education in camp situations.
- These committees can be an excellent resource for education programmes, ensuring that schools are safe and inclusive.
- The Camp Management Agency should ensure that the gender balance and inclusion of vulnerable and minority groups is considered, including the identification and support of children with disabilities. The community is the Camp Management Agency's best resource for ensuring gender-responsive and inclusive education.
- Children and youth have a right to be heard in matters that affect their lives and should be invited to participate in educational planning and monitoring. Often children will know best who is not in school and what can be done to help everyone access education.
- Camp Management Agencies should ensure that communication with affected communities about the current and future plans for educational provision are clearly and systematically explained through information campaigns.

## EDUCATION CLUSTERS

Education Clusters are often activated in large scale or protracted emergencies. If an Education Cluster is activated, the Camp Management Agency or a designated representative from the camp education coordination group should coordinate closely:

- The Education Cluster at local and national levels will often be an excellent resource of information and technical support for the Camp Management Agency and education service providers.
- Education Cluster Coordinators support identification of service providers and provide basic information about the education system and contacts with the Ministry of Education and other national authorities.
- The Education Cluster has responsibility for developing education preparedness and contingency documents. The Camp Management Agency should refer to these documents as relevant.
- The Education Cluster will also be able to advise the Camp Management Agency and education service providers on supply issues, such as information about United Nations Children's Fund's (UNICEF's) School in a Box, school tents, and other locally and internationally procured materials that might be necessary to establish safe learning spaces quickly.
- The Education Cluster manages funding for the education sector in many large scale and protracted emergencies, and can be a key body for advocating for the right to education for displaced children and other related policy issues with national authorities and within the humanitarian community.

For more information on the roles and responsibilities of a Camp Management Agency, see Chapter 2, Roles and Responsibilities.

For more information on information management, see Chapter 5, Information Management.

### CROSS-SECTORAL COORDINATION

Education serves as a key entry point for several other sectors and there are many cross-sectoral linkages to be made. In its supportive role to the education provider, and as part of their coordination role, the Camp Management Agency should be aware of some of the linkages between education and other sectors in order to ensure the overall effectiveness and quality of education programmes for displaced communities:

#### HEALTH

- Work with health service providers or local clinics to provide health information and, when appropriate, treatment for children and teachers in learning spaces.
- Hold vaccination campaigns at learning spaces to ensure maximum coverage.
- When health services cannot be provided at schools, work with health providers to ensure learners and teachers are referred promptly to clinics or psychosocial support services so they miss as little schooling as possible.

#### FOOD AND NON-FOOD ITEMS (NFI) DISTRIBUTION

- Establish a way for teachers to receive their food rations after school hours or in a way that will not interfere with their responsibilities at school.
- Ensure that distributions are not disrupting learning for children, who may leave to help families carry goods or to demonstrate family size.
- Establish school-feeding programmes as a way to reduce drop-out rates and increase participation of underserved groups. Some research studies suggest that school feeding programmes persuade parents to enroll their children, especially girls, who would otherwise not attend at all. The Camp Management Agency could consider coordination with the World Food Programme (WFP) to provide high energy biscuits until a school-feeding programme can be established.

#### WATER AND SANITATION

- Construction of water and separate latrines for boys, girls and teachers is essential even in temporary learning spaces.
- Good hygiene messages can be established and taught in schools, especially hand washing with soap after toilet use. Soap should be available at each hand washing and latrine site.
- Schools can also teach good sanitation practices such as cleaning classrooms and the school environment, which can have an important impact on moral and impact on wider camp sanitation.

#### SHELTER

- Shelter specialists can be consulted on location of learning spaces to ensure appropriate and safe sites are selected, considering issues such as drainage.
- Shelter colleagues can also advise on safe construction practices to ensure learning facilities are child-friendly and weatherproof.

#### PROTECTION

- Protection actors can work within schools to ensure they are safe spaces and train teachers on key child protection principles.
- Learning spaces can also be places where protection staff can identify children, including those absent, at risk of various protection concerns and make referrals to relevant social, health or legal services.

## LEARNING ENVIRONMENT

### PHASES OF AN EDUCATION RESPONSE

To ensure access to education from the earliest stages of displacement, it is important for Camp Management Agencies to be aware that education does not have to immediately comprise uniformed children learning a formal curriculum in a school building. In the first phase of an emergency, non-formal safe learning spaces and recreational activities are established as quickly as possible. This can be as simple as a temporary shelter made from local materials and supervised by trusted volunteers from the affected community. Key messages can be transmitted, reassurance provided and children will be safe and protected while their parents are often busy establishing themselves, building shelter, registering or collecting food and NFIs.

Ideally, where the displaced population shares a language with the host community, learners living in camps should be admitted into local schools as soon as possible. This can happen as part of a first phase response, if possible, but it may take longer to negotiate access with education authorities. If conditions in local schools are crowded, it may be necessary to operate several shifts a day and to extend buildings with additional temporary classrooms.

### IMPROVEMENTS TO SCHOOLS

When displaced children are integrated into local schools, efforts should be made to improve schools in order to properly accommodate displaced learners and bring schools up to internationally agreed standards. This might include expanding and/or upgrading water and latrine facilities or rehabilitating infrastructure. Provision of materials such as pencils and exercise books are also often appropriate. This will not only ensure a better quality of education for all learners, but could mitigate potential tension between host and displaced communities that overcrowded poor conditions may cause.

Where integration into local schools is not feasible, once service providers are established and operating, phase two should see safe learning spaces transitioning to more formal

education activities, with a focus on minimum literacy and numeracy and key life skills messages. In the third phase, the Camp Management Agency should work to ensure the full resumption of formal schooling that is relevant and recognised by home and/or host governments, considering language and certification issues.

### EDUCATION AND CAMP CLOSURE

Although not immediately evident, it is important for Camp Management Agencies to consider a range of issues relating to camp closure at the outset of an education programme:

- The Camp Management Agency must plan for phase-out and closure from the outset of an operation. Education facilities and services should be included in any planning documents.
- Actors must consider how provision of services and infrastructure will benefit host communities after the displaced population has returned should be planned for, and agreed with, all stakeholders from the outset.
- Early consideration should be given to the capacities of national education authorities and, if necessary, training and capacity development undertaken to ensure they are able to take on the management of camp education facilities. This further highlights the importance of working with national education authorities at all stages of a camp's life cycle.
- Education facilities should be handed over in good working order.
- Schools and Community Education Committees or PTA should be involved in participatory discussions about camp closures and return. They can also serve to share information and help prepare children, their families and the wider community for the closure.
- Children, like adults, should have the opportunity to raise questions and express their aspirations and insecurities about return. Learning spaces can provide an excellent space for these discussions.
- Education must be an integral part of any durable solution found for displaced people. Camp Management Agencies and other humanitarian actors should establish partnerships to support the establishment or rehabilitation of education services in areas of return.
- In cases of repatriation of refugees, education, certification and teacher accreditation issues should be included in tripartite agreements.
- Certification of learning achievements is a critical element of camp closure for learners. The Camp Management Agency must ensure that education service providers supply all students with leaving or completion certificates in a format that will be recognised in their area of return. Working to ensure certification will be recognised by national authorities should begin at the outset of education programming.
- Documentation and certification of training undertaken by teachers must also be provided and recognition of teaching accreditation by national authorities negotiated.

For more information on camp closure, see also Chapter 7, Camp Set-up and Closure.

### VOICE FROM THE FIELD - PLANNING FOR CLOSURE

When Aisha Camp in Ethiopia was officially closed after the last Somali residents returned home in 2005, the camp school was formally handed over in good condition to the national authorities by the Camp Management Agency. However, the local administration and elders requested the agency to help run the facilities for an interim period until the local government developed management capacity. This request could unfortunately not be granted as the camp was already closed and the Camp Management Agency was ceasing local operations. This experience highlights the need to work with national authorities throughout a camp operation and to ensure local capacities are developed with the perspective of eventual camp closure.

### EQUAL ACCESS

Whether a learning space is accessed in the camp or in the host community, some key issues relating to equal access for all children and youth need to be addressed by education providers and monitored by Camp Management Agencies:

- In situations of displacement, girls and boys, young women and young men, experience different protection risks and face different barriers to accessing education. Needs assessments should include gender analysis to determine the different needs of boys and girls. All education stakeholders should plan programmes that aim to meet those needs.
- Other inclusion issues must also be analysed and addressed in assessments, implementation and monitoring. Children with disabilities, and members of other vulnerable groups such as orphans, child-headed households, young mothers or children associated with fighting forces can all face discrimination and challenges in realising their right to education.
- Often displaced learners will not have documents such as grade completion certificates, report cards or ID cards, which are sometimes required for school enrolment or exams. Working with national authorities, the Camp Management Agency must ensure that lack of documentation does not prevent access to education.

- Other barriers to education might include issues such as language of instruction, school fees, uniforms, gender, religious or ethnic background or distance to travel between home and school. The Camp Management Agency should work with education providers, the community and national authorities to address these issues.
- Regular disaggregated monitoring of attendance and completion rates and numbers of out-of-school children and youth should be undertaken in order to identify barriers to education and any associated protection concerns. Camp Management Agencies should request this data from education providers, monitor trends and follow-up as necessary to ensure issues relating to inclusion and equal access are addressed.

### SEXUAL AND GENDER-BASED VIOLENCE

Having children enrolled in school is an essential protection tool, particularly for those living in camps. However, schools can also bring a higher risk of abuse, particularly for girls. A Camp Management Agency can minimise risk by:

- developing and publicly posting clear rules against sexual harassment, exploitation, abuse and other forms of gender-based violence, this could be part of a more general teacher code of conduct
- working with partners to develop a code of conduct for learners and classroom and school rules. These can be a useful protection practice, especially where learners are of mixed ages and genders
- encouraging employment of female teachers and female classroom assistants, so that girls have access to contact persons of the same gender
- setting up camp schools and education facilities in locations where children from all over the camp have easy and safe access
- providing separate latrine and washing facilities for boys and girls and locating them within the school premises
- regularly monitoring routes to and from school and encouraging children to walk in groups or with an accompanying adult
- avoiding overcrowded classrooms and, as far as possible, not mixing different grades and ages in one classroom
- monitoring the quality of education, including response mechanisms to possible protection threats, for school children, through interviews with children, youth and parents
- making sure that the behaviour of school staff and learners is closely monitored
- providing children, youth, teachers and parents with an accessible and confidential complaints reporting procedure and well-coordinated referral systems to offer health, psychosocial, protection and judicial support services.

## LEARNING ENVIRONMENTS

Camp Management Agencies have a significant role to play in ensuring that learning spaces are safe and secure for all children and teachers:

- Choosing the location of learning spaces is critical, and can often make the difference between whether children attend classes or not, particularly for those from vulnerable groups. Learners, parents and other community members should be consulted on the location of learning sites and potential dangers.
- For security reasons, schools and recreation areas should be relatively centrally located, cleared of surrounding thick bush and at a safe distance from roads used for heavy traffic or areas of the camp, such as distribution sites or markets where there may be violence, disruption or criminal behaviour.
- Environmental risk factors should also be considered, ensuring learning sites will not experience sewage run-off, flooding or other natural hazards.
- Considering the distance learners will need to travel to the learning sites is important, particularly for members of vulnerable groups or children with mobility issues. Access routes as well as the location itself should also be analysed, with a view to ensuring that learners do not have to walk through areas that pose protection risks.
- Camp Management Agencies should work with WASH and education service providers to plan for the provision of water supplies, separate latrines for boys, girls and teachers, hand-washing facilities and areas for rubbish disposal.
- Building school recreational areas, kitchen and feeding centres or fencing may not be part of early construction priorities, but should be planned for and established as soon as possible.
- National authorities often have complex guidelines for school construction and furnishing. If possible, while adhering to international standards, keeping camp school facilities on a par with well-supported area schools will cause less tension with the host community and be easier to maintain. Using locally available materials or sourcing furniture locally is recommended. When purchasing local materials, environmental issues should be considered. Larger camp operations usually have a negative impact on tree density in the surrounding area.

### LEARNING SPACES TIPS

Learning spaces should be marked or fenced. Latrines and water facilities should not be used by people other than the learners and teachers. A lack of sanitation facilities and safety measures at learning sites may cause children to drop out, particularly girls.

### VOICE FROM THE FIELD - LOCATION, LOCATION, LOCATION

The importance of the location of a learning space in a camp is crucial. For example, in Za'atari Refugee Camp in Jordan, opened in 2012 to accommodate Syrians fleeing the war, the first school tents were established next to a food distribution centre. Learners explained that this created problems for them as there has been a lot of contention around the distribution centre, which led to the use of tear gas and other tensions. Children did not feel safe at school or in the surrounding area, as they were potentially in danger of being caught up in violent situations. As a result of concerns raised by learners, the school was moved to a different location inside the camp, improving access and reducing protection risks.

### HOW CAMP EDUCATION PROGRAMMES CAN SUPPORT HOST COMMUNITY SCHOOLS

In well-assisted camps, the education system may receive greater support and attention from humanitarian organisations than the school system of the host community receives from its government. In these situations, the education provider together with the Camp Management Agency should seek to cooperate with local schools near the camp and help local children to benefit from camp educational programming. Good approaches to create constructive links between camp and local education systems are:

- include local teachers in camp teacher training sessions
- design joint education and recreational initiatives for both displaced and local children/youth, in cooperation with the local education administration
- provide teaching and learning supplies such as chalk, pencils and exercise books to local schools. This can also lessen the chances of camp supplies being sold.

### COLLECTIVE CENTRES IN EDUCATION FACILITIES

School buildings should not be used as collective centres. As part of emergency preparedness measures, prior identification of alternative locations to be used as shelters should be undertaken to ensure that schools are only used as a last resort.

Where using schools as shelters is unavoidable, the Collective Centre Management Agency can work with national authorities and the community to minimise the negative impact of using learning spaces as shelters:

- Avoid the dual use of a building for education and shelter. Where a school is being used as a collective centre, an alternative site for the school must be quickly identified. The reduction or cancellation of education as a result of displacement is not acceptable and must be avoided.
- Under no circumstances should schools or other education facilities be appropriated as administrative offices for Collective Centre Management Agency staff or national authorities.
- There must be a clear separation between the rooms used for education and those used for shelter, as well as for water and sanitation facilities.
- The coexistence of education and shelter can result in new and serious protection risks for children and youth. Identifying and managing these risks is important.
- School property must be protected so that it is not damaged during the use of the building as a collective centre. Moving libraries, files, laboratory materials, desks and chairs into a secure place designated for storage will avoid potential destruction.
- Where possible, the education community should be involved in the administration of a school used as a collective centre. Education actors can work with the Collective Centre Management Agency to provide activities to improve the well-being of centre residents. Such activities can be psychosocially beneficial for both host and displaced communities.
- Finding a way to compensate the education community with tangible benefits will help to mitigate bad feelings and potential conflict. Collective Centre Management Agencies should take opportunities to improve the school building or surrounding areas before they are returned to the education authorities. This may involve extending and improving sanitary provision, reinforcing structures or improving recreation areas.
- Deadlines for returning the educational establishment to its original function must be established at the outset and fulfilled as far as possible. Efforts should be made to prevent entire families from living indefinitely in the school long after the crisis occurred.
- At no time should a forcible eviction take place.

Adapted from Collective Centre Guidelines (CCCM Cluster, 2010), p. 108-9.

## TEACHING AND LEARNING

### DURING ACUTE EMERGENCIES - KEEPING IT SIMPLE, SAFE AND SUPPORTIVE

Relevance is a key concept for education in situations of displacement. Relevance of learning content and curricula is highlighted because of the need to teach critical, sometimes lifesaving, skills.

During an acute emergency phase, a formal curriculum is usually not followed and the content of learning can include only the most simple key messages to keep children safe and reassure them. Displaced children will often be unfamiliar with their surroundings, and unaware of new dangers and risks. Messages might include:

- how to avoid new dangers such as a fast-flowing river or landmines
- what to do if further natural hazards occur
- how to practice good hygiene by washing hands with soap after toilet use
- how to protect oneself from sexual abuse and how to report protection concerns
- how to access health care and food
- conflict management skills
- problem solving and coping skills.

Providing psychosocial support, through opportunities for children to play with peers and, if comfortable, to discuss fears, questions about displacement, future plans or past experiences can also be a very valuable component of a quality education response, particularly in the early phases of an emergency response.

Current guidance, outlined in the Inter-Agency Standing Committee (IASC) Guidelines on Mental Health and Psychosocial Support in Emergency Settings, warns that it is not helpful to over-medicalise the experiences of children in humanitarian situations. It emphasises that the vast majority of children and youth are extremely resilient and can recover from difficult experiences if they are supported, with access to basic services that provide stability and routine, such as education. Only a very small number will experience ongoing severe distress and may need to be referred to health professionals. It is important for teacher training to include guidance on how to recognise children who need further help and provide information about referrals.

Over time, a more formal curriculum is gradually adopted with greater concentration on academic subjects such as literacy and numeracy. At this stage, it is important for Camp Management Agencies to be aware of some of the complex and critical issues that surround more formal schooling during displacement.

**STUDENT/TEACHER RATIO**

For refugee schools, the UN Refugee Agency (UNHCR) recommends one teacher for every 40 pupils. The INEE Minimum Standards recommend that this standard is defined locally, based on realistic limits on class size which will allow the inclusion of all children and youth, including those with disabilities.

### FORWARD PLANNING - CONSIDERING CURRICULUM, LANGUAGE AND CERTIFICATION

When possible and appropriate, providing education programmes for children according to the host country's curriculum is generally recommended. There should be community consultation and careful consideration on the issue of curriculum and language of instruction at all stages. Where feasible, displaced children should be integrated into the national education system, in host community schools. If necessary, additional language support or other catch-up classes should be considered to ensure that all displaced children can fully integrate into surrounding schools.

Providing appropriate education can be particularly challenging in refugee situations and where displaced children cannot be integrated into the local school system. Where integration is not possible, displaced children should receive formal education within camp schools. It is recommended that in most cases the camp schools follow the curriculum of local host community schools. The support and collaboration of national authorities should be sought within camp schools in order to facilitate integration of learners and teachers into the national system in the long term.

The curriculum used should be reviewed to ensure, insofar as possible, that it incorporates considerations of gender equity, special needs, psychosocial support and peace education. In some situations, education has helped to fuel conflict by supporting the mutually exclusive historical narratives of groups in conflict or by portraying certain groups in a discriminatory fashion. It will therefore be important to ensure that the curriculum contributes to, rather than undermines, social cohesion.

The curriculum may need to be adjusted when bridging courses or accelerated learning programmes are used in order to compensate for the disruption to education. All too often, conflict and displacement will result in the presence of numerous over-age students who have been out-of-school for many years and who will require support to catch up with their peers. Where there are a large number of over-age students, it is recommended to establish a separate youth education or accelerated learning programme, rather than try to integrate youth into primary school classrooms with younger children. It may be appropriate to establish a school year according to the relevant school calendar, organise catch-up classes during holidays or, if needed, set aside a separate academic period as a catch-up year.

**DOCUMENTATION SHOULD NOT BE A BARRIER**

Camp Management Agencies and education providers should work with national authorities to ensure that documentation is not a barrier to entering or completing education. Sometime displaced children can be refused access to schools or final exams because they are not able to provide recognised identity cards or certificates of prior educational attainment.

Particular efforts may also be required to ensure learners receive certification of their achievements. For refugees and IDPs, certification may be a particular concern at the end of primary or secondary schooling. Additionally, if displacement or repatriation/return occurs in the middle of an academic year, refugees, IDPs and returnees face the challenges of documenting their incomplete year and having it acknowledged. Certification of learning is essential for displaced learners as it facilitates effective reintegration into the education system or job market in the home or host communities.

Recognition of learning certificates by national authorities is often a further challenge, and work should be done with the relevant authorities to ensure that the certificates received by displaced learners will be recognised. This will usually involve work at the policy level with national education ministries in the host and home countries. Partnerships with other education actors, such as UNICEF, United Nations Educational, Scientific and Cultural Organization (UNESCO), the Education Cluster/Sector Lead Agency and teachers' unions, should be encouraged.

## POST PRIMARY, SECONDARY EDUCATION AND YOUTH INITIATIVES

### VOICE FROM THE FIELD - "IF THEY DON'T HAVE SCHOOLS, THEY NEED TO MARRY AT 12 OR 13"

The absence of secondary education in the camp was identified in multiple groups as a major concern for women, particularly adolescent girls. While secondary schools were established in another refugee camp elsewhere in Unity State, families report that they prefer to send male, but not female, children due to cultural and safety concerns. Girls report that the lack of readily-available education for girls makes families more inclined to marry their daughters at an earlier age to minimise the burden they place on their families. One woman reported, "if they don't have schools, they need to marry at 12 or 13." This risk factor was confirmed by key informants, particularly those working with adolescent girls.

A Reproductive Health and Gender-Based Violence Rapid Assessment, Yida Refugee Camp, South Sudan, February 2012, International Rescue Committee (IRC).

Youth programmes are critical for young people and their communities. It is essential to offer youth a meaningful learning environment with access to formal and non-formal education, numeracy skills and vocational training. The Camp Management Agency should be proactive in advocating for the establishment of education and training facilities for those above the age of 12 such as secondary schools, vocational training centres and sports clubs.

Programmes should take account of the varying needs of young people of different ages and genders. Camp Management Agencies should ensure that service providers engage learners in an ongoing process to identify and address constraints to accessing education. Specific programmes for girls should include, where applicable, reproductive health services, pre and post-natal care, parenting support, life skills training and counselling services for gender-based violence.

### YOUTH PROGRAMMES

Experience shows that adolescents and youth are often seriously underserved in camps, which can lead to their potential being wasted and their energy being channeled into anti-social activities. In many conflict situations, adolescent boys may be susceptible to recruitment by military forces, while girls are exposed to an increased threat of sexual abuse or forced marriage. Targeted youth programming helps minimise these risks.

Coordination around youth issues is critical. It is recommended that an inter-sectoral approach is taken to assessing and meeting the particular needs of displaced youth in camp contexts.

### VOICE FROM THE FIELD - YOUTH TASK FORCE IN ZA'ATARI CAMP

In Za'atari Camp for Syrian refugees in Jordan, a Youth Task Force has been established with support from the Child Protection and Gender-Based Violence Sector Sub-Working Group and the Education Sector Working Group. The Task Force enhances field level coordination to create safe and enabling environments for youth and to ensure effective youth programming. The Task Force also promotes youth participation in planning, designing and implementing both youth and non-youth specific programming.

The crucial element of youth participation is often ignored in programming, even in programmes targeting youth. In displacement situations around the world, youth are essential actors and key agents of change in emergency response and recovery either initiated by them or with the assistance of external actors. In times of crisis, a community's youth may be its most abundant asset and the Camp Management Agency should consider how to harness youth capacities and support youth initiatives.

### EARLY CHILDHOOD DEVELOPMENT (ECD)

Ensuring that young children have appropriate and adequate learning and development opportunities is crucial to their future academic and general well-being. Among other benefits, holistic ECD programmes and activities can help young children:

- access important inter-sectoral services such as healthcare, nutrition, clean water, sanitation and psychosocial support
- learn and play in a safe and protected environment
- develop new skills, including social skills
- prepare for formal education as well as increase their future academic performance and retention.

For young children, learning occurs all the time and should be maximised through creative learning spaces for movement and play, both at home and within the community. Within a camp, child development centres which provide early learning activities through play can integrate essential services such as health care, nutritious meals, availability of clean water, latrines, and adopt child-safety initiatives. Along with providing young children the opportunity to learn and socialise with peers and caregivers, secure learning spaces also provide children with a sense of routine and protection from physical harm.

Early childhood care can also support girls' enrolment and attendance in schools. Setting up a day-care facility on or near school grounds frees up time for education, particularly for adolescent girls, that might otherwise be devoted to caring for younger siblings.

The Camp Management Agency should apply an early childhood lens to ensure young children's needs are addressed by various sectors, including education, in integrated ways, and are put into place right from the start of a child's life and right from the start of a displacement. Often child protection agencies set up child friendly spaces for both physical and psychosocial protection. Therefore the Camp Management Agency must encourage cooperation between education and child protection actors.

**VOICES FROM THE FIELD - BABY TENTS**

Several agencies provided baby tents in earthquake affected areas and camps after the 2010 Haitian earthquake. Local facilitators were trained in early child development, hygiene promotion, breast-feeding and good nutrition. They facilitated mother and baby-groups in well ventilated tents which were equipped with UNICEF Early Child Development kits and designed to provide a safe, clean space for mothers and babies attending the nutritional support programme to play together, while learning about good nutrition and infant stimulation.

### ADULT EDUCATION

Often in camp situations, a percentage of the adult population is non-literate. Women may have been left behind in the education system prior to displacement. The Camp Management Agency should be aware that child and adult learners need different approaches. Adult learning programmes require specific methodologies and techniques that are best implemented by specialised humanitarian agencies or government institutions. If basic literacy and numeracy classes for adults are established, it is recommended that topics also include:

- human rights
- hygiene and sanitation
- gender awareness
- peace building
- environment awareness
- sexual and reproductive health.

Both literacy and numeracy materials are available in many languages and countries, and can often be ordered. Special consideration should be given to the time of day each class is offered to accommodate the schedules of women. Offering accompanying childcare assistance may facilitate participation.

## TEACHERS AND OTHER EDUCATION PERSONNEL

### IDENTIFICATION AND COMPENSATION

Generally, camp teachers and other education personnel, such as school administrators or vocational trainers, should be recruited from the displaced population. Teachers speaking the mother-tongue(s) of learners should be recruited whenever possible. Special efforts should be made to recruit female teachers in order to provide role models to encourage girls' enrolment and attainment.

When feasible, the Camp Management Agency should consider identifying qualified teachers during the registration process of the camp population. They should note what level of experience teachers have, their own level of educational attainment, the languages they speak and their gender. Further identification or assessments can also be done through formal announcements and job advertisements. Recruitment and selection of teachers should be non-discriminatory, participatory and transparent. Although often not possible in the first phase of an emergency, it is recommended to evaluate teacher candidates' capacity and ability through classroom observation and a short interview prior to having them commence work, even if they have diplomas and documentation.

**MAKE TEACHING MORE ATTRACTIVE**

Within a displaced community, teachers are often amongst the most educated people and may therefore be well regarded and listened to. Humanitarian organisations working in the camp may therefore wish to employ them for jobs in other sectors or administration. Where school teachers cannot be paid with regular salaries, they should at least receive some incentives or NFIs to make teaching more attractive. Otherwise, too many teachers may leave the camp school system for other jobs, with serious impacts on its quality and functioning.

If qualified teachers are not available, camp residents with the highest level of basic education should be identified in order for them to be trained to work as teachers. The education provider and the education authorities from the host government should assess whether teachers from outside the camp can be integrated into the camp education system.

**VOICE FROM THE FIELD - INNOVATIVE RECRUITMENT STRATEGIES**

UNICEF Pakistan attracted female teachers – in a context where only female teachers are permitted to teach girls – to teach in a school for IDPs by paying them higher salaries than men. Their male relatives were recruited for other school jobs so that it was considered appropriate for the women to work outside of their homes and communities. This strategy of positive discrimination is context-specific and should not be applied as a blanket policy.

Wherever possible, teachers should be paid or compensated for their work. Not only is their contribution essential for the protection and development of the displaced community's children but also efforts must be made to ensure they are not forced to look for other paid employment. Ideally, in formal education settings teachers should continue to be paid by the government. This may have to be negotiated, especially in decentralised systems where teachers may have crossed provincial or other administrative jurisdictions. How, when, and how much teachers are compensated needs to be part of a coordinated and agreed cross-sectoral approach to issues of payment and compensation. Discussions with the national education authorities and the Education Cluster on issues of teacher compensation is key, to ensure displaced teachers can be formally recognised in their teaching role in the camp setting or at nearby schools.

**MONITOR PAYMENT OF SALARIES**

The Camp Management Agency should be aware of the potential for corruption around the payment of teacher's salaries. They should ensure that education service providers carry out regular monitoring and checks to ensure that there are no 'ghost' teachers or unsanctioned or inappropriate people on the camp school payrolls.

Incentives for new/volunteer teachers should be broadly in line with other camp work programmes so that teachers are not pulled away from the profession. Alternative schemes such as regular training that includes an incentive or food baskets/NFIs can also be utilised if the salary option is not immediately available. Communities can also be encouraged, and are often willing, to contribute in-kind to teachers' remuneration compensation, through, for example, volunteering the labour necessary to cultivate the teacher's garden on their behalf.

## TEACHER TRAINING AND SUPPORT

In many camp situations, it is challenging to identify a sufficient number of qualified teachers, so including capable volunteers with no official qualifications might be necessary. Additional support for untrained teachers such as mentoring or shadowing may be helpful before more formal teacher training is available. Even if teachers are officially qualified, they may benefit from enhancing their capacity and knowledge of:

- up-to-date learning methodologies on learner-centred teaching that is interactive and participatory
- managing mixed age and large classes and non-violent classroom management techniques
- teaching bridging courses or accelerated learning programmes
- child rights and child protection principles, including sexual and gender-based violence (SGBV)
- psychosocial support concepts and strategies including the importance of play and recreation, teaching using a predictable structure, use of child-friendly teaching methods, teaching of life-skills and information about how and where to refer children in extreme distress
- key life skills messages such as landmine awareness, HIV/AIDS prevention, hygiene promotion, hazard awareness, risk reduction, response preparedness and health and nutrition knowledge
- conflict resolution approaches
- refresher courses on formal curriculum content.

The Camp Management Agency should liaise with the national authorities and other specialist agencies to ensure that teachers receive appropriate certification and documentation for any training undertaken. In longer-term displacement scenarios, education providers can work with national authorities to strengthen and utilise national teacher training processes and to facilitate the accreditation and recognition of refugee or IDP teachers within the host system.

Even trained and experienced teachers and other education personnel may find themselves overwhelmed by crisis events. They face new challenges and responsibilities and may experience distress. Their ability to cope and provide for learners depends on their own well-being and available support. Camp Management Agencies, working through education providers, can encourage teacher support structures such as regular peer-support focused staff meetings and close monitoring and mentoring systems.

## CODES OF CONDUCT

Camps are usually stressful environments for displaced persons, including teachers and other school staff. Inappropriate behaviour and abuse of power may occur frequently. As with all other camp staff, paid and unpaid, a code of conduct must be introduced to all personnel involved in education, whether school directors, teachers, classroom assistants, other support staff, administrators or monitors. The code of conduct should specify mandatory consequences for non-compliance.

As outlined in the INEE Minimum Standards, a code of conduct should set clear standards of behaviour for teachers and other education personnel, with clear consequences if standards are not met. It should include commitments that teachers and other education personnel will:

- respect, protect and, within their ability, fulfil the education rights of learners
- maintain high standards of conduct and ethical behaviour
- actively remove barriers to education to ensure a non-discriminatory environment in which all learners are accepted
- maintain a protective, healthy and inclusive learning environment, free from: sexual and other harassment, exploitation of learners for labour or sexual favours, intimidation, abuse, violence and discrimination
- not teach or encourage knowledge or actions that contradict human rights and non-discrimination principles
- maintain regular attendance and punctuality.

Codes of conduct must be drawn up in close cooperation with the displaced community, particularly learners and teachers, as well as national education authorities. Agreed codes of conduct should be introduced through proper training, so that everybody involved clearly understands agreed aims, regulations and consequences of non-compliance.

## CHECKLIST FOR A CAMP MANAGEMENT AGENCY

### PREPAREDNESS, COORDINATION AND ASSESSMENT

- ✔ All education actors, including relevant Camp Management Agency staff, are familiar with the INEE Minimum Standards and education providers refer them in their proposals and preparedness plans.
- ✔ An Education in Emergencies contingency plan has been developed and is referenced.
- ✔ Baseline education information relating to both host and displaced communities has been obtained from the Education Cluster/Sector Lead Agency, national authorities or other education actors.
- ✔ As part of preparedness measures, alternative sites to use as collective centres have been identified to reduce the likelihood that education facilities will be used.
- ✔ A camp education coordination group with a clearly defined terms of reference has been established to support the provision of education.
- ✔ Education Cluster/Sector Lead Agency has been contacted and regular coordination, communication and information sharing is occurring.
- ✔ Education data is collected as part of an initial multi-sector rapid needs assessment.
- ✔ A representative range of community members and the national authorities have participated in a joint education needs assessment.
- ✔ Indicators have been agreed and baseline data collected to measure access, protection, safety and learning outcomes.
- ✔ Regular monitoring of the education programme takes place, and data is collected against agreed indicators.
- ✔ Action is taken if the education programme does not meet internationally and locally agreed standards.

### COMMUNITY PARTICIPATION

- ✔ Community Education Committees or PTAs have been established and are fully supported by the Camp Management Agency and education service providers.
- ✔ The displaced community is actively engaged in all aspects of educational provision including assessment, programme design, monitoring and evaluation.
- ✔ Information about education opportunities is regularly shared with the community in order to promote school attendance for boys and girls as well as children with disabilities and other specific needs .
- ✔ The community, and particularly learners themselves, participate in efforts to identify barriers to education and support out-of-school children and youth.
- ✔ Trusted volunteers are engaged as classroom assistants where appropriate, to provide role models for girls and boys and mitigate risks of sexual harassment or abuse.
- ✔ Children and youth are consulted and listened to for often they may identify issues or solve problems adults are unaware of.

### EDUCATION ACCESS AND LEARNING ENVIRONMENT

- ✔ Relevant education programmes for displaced children and youth are quickly established and are based on results of education needs assessments, and include consideration of early childhood development, primary, post-primary and non-formal education.
- ✔ The education provider, relevant education authorities and community work together to identify barriers to education, with particular attention paid to gender, disability and vulnerable groups.
- ✔ The quality and effectiveness of the education programmes are frequently monitored and data on the percentage of displaced children accessing school is disaggregated by age and gender, enrolment, attendance, retention, learning achievements, relevance and protection.
- ✔ Dropout rates and numbers of out-of school-children and youth are routinely collected and acted upon.
- ✔ The location of learning centres is carefully selected, through consultations with children and community members and after careful risk analysis.
- ✔ Separate latrines for boys, girls and teachers, hand washing facilities and drinking water are established in all learning sites, even if temporary.
- ✔ Learning spaces are safe and accessible for all learners and care is taken over access routes and safety while travelling to and from school. Learning spaces should comply with collectively agreed local and international standards.

### TEACHING AND LEARNING

- ✔ Education provides children and youth with key lifesaving messages, relevant to the particular context, for example landmine awareness and hygiene practices.
- ✔ Psychosocial support is provided through education. Education providers and teachers are aware of key concepts and strategies, including: importance of play and recreation, teaching using a predictable structure, use of child-friendly teaching methods, teaching of life-skills and information about how and where to refer children in extreme distress.
- ✔ The community is consulted, including children and youth themselves, when making decisions on language and curriculum of instruction.
- ✔ Appropriate learning certification is issued in a timely way, and certificates are recognised by hosts and home authorities.

### TEACHERS AND OTHER EDUCATION PERSONNEL

- ✔ Both male and female teachers from the displaced population are identified.
- ✔ Teachers are adequately compensated for their work, as agreed with communities and national education authorities.
- ✔ Teachers receive regular training on child-friendly teaching, key lifesaving messages and other relevant curriculum content in line with national systems.
- ✔ Teacher training certificates are provided and host authority accreditation sought for teachers from the displaced community.
- ✔ A code of conduct is developed collectively with teachers and learners. Teachers and other education personnel are trained on its contents and key child protection principles. There are consequences if codes are breached.
- ✔ The psychosocial needs of teachers are considered within education programming, and teachers are encouraged to form peer support groups.
- ✔ When appropriate, trusted community members are identified to work as volunteer classroom assistants to support teachers, encourage students and enhance child protection.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.

- Global Education Cluster, 2010. The Short Guide to Rapid Education Joint Needs Assessments
- Global Education Education, 2011. Education: An Essential Component of Humanitarian Response
- International Network for Education in Emergencies (INEE). Map - Foundational Standards
- INEE, 2009. Guidance Notes on Teacher Compensation in Fragile States, Situations of Displacement and Post-Crisis Recovery
- INEE, 2010. Pocket Guide to Gender
- INEE, 2010. Pocket Guide to Inclusive Education
- INEE, 2010. Pocket Guide to Supporting Learners with Disabilities
- INEE, Global Education Cluster, Child Protection Sub-Cluster, IASC Reference Group on Mental Health and Psychosocial Support, 2011. Guidelines for Child Friendly Spaces in Emergencies

## REFERENCES


- Camp Coordination and Camp Management (CCCM) Cluster, 2010. Collective Centre Guidelines.
- Collaborative Learning Projects, Do No Harm Project, 2004. The "Do No Harm" Framework for Analyzing the Impact of Assistance on Conflict: A handbook
- Inter-Agency Standing Committee (IASC), 2007. Guidelines on Mental Health and Psychosocial Support in Emergency Settings (Section 7 relates specifically to education)
- INEE, 2010. Guidance Notes on Safer School Construction
- INEE, 2010. Guidance Notes on Teaching and Learning
- INEE, 2012. Minimum Standards for Education: Preparedness, Response, Recovery
- INEE, 2013. Conflict Sensitive Education Resource Pack
- INEE, 2013. Engaging Youth-Led and Youth-Focused Organizations in Disaster Relief Efforts
- Plan International, 2013. Early childhood care and development in emergencies: A programme guide
- United Nations (UN), 1989. Convention on the Rights of the Child
- United Nations Children's Fund (UNICEF), 2007. The Participation of Children and Young People in Emergencies
- United Nations Educational, Scientific and Cultural Organization (UNESCO), 2006. Practical Tips for Teaching Large Classes – A Teacher's Guide
- UNESCO, 2009. Certification Counts: Recognizing the Learning Attainments of displaced and refugee students
- UNESCO, 2009. Guidelines for the Design and Effective Use of Teacher Codes of Conduct
- UNESCO, 2011. Education and Displacement: Assessing Conditions for Refugees and Internally Displaced Persons affected by Conflict
- UNESCO, 2011. EFA Global Monitoring Report 2011: The hidden crisis: Armed conflict
- UNESCO, 2013. EFA Global Monitoring Report Policy Paper 10: Children Still Battling to Go To School
- United Nations Refugee Agency (UNHCR), 2011. Refugee Education: A Global Review
- UNHCR, 2012. Education Strategy 2012-2016
- University of Oxford's Refugee Studies Centre, on Children and crises
- Women's Commission for Refugee Women and Children, 2006. Right to Education during Displacement – a Resource for Organizations Working with Refugees and Internally Displaced Persons

PHOTO: NRC

# CHAPTER 18
# LIVELIHOODS

## CAMP SERVICES

**The term camp is used throughout the text to apply to a variety of camps and camp-like settings which include planned camps, self-settled camps, collective centres, reception and transit centres, and evacuation centres.**

## KEY MESSAGES

- For communities affected by disaster it is a priority to protect, recover and develop resources needed for medium and long-term food security and future livelihoods. In situations of displacement, where communities have lost assets through flight or conflict, their livelihood activities and access to markets are often seriously restricted. In the framework of camps, such livelihood considerations as proximity of markets, potential income generating activities, availability of raw material and space for livestock, must be taken into account from the very outset of the response to displacement.

- Providing livelihoods opportunities for displaced populations is a tool for protection. Thus the Camp Management Agency should coordinate with all stakeholders to promote peaceful coexistence between camp populations and host communities while preventing negative coping mechanisms such as survival sex or low-wage employment.

- Livelihood initiatives should aim to protect and promote food security, where feasible, through agricultural production, small businesses and employment. Possibilities for positive livelihood strategies for camp residents should be context specific, with fair remuneration. Livelihood strategies should prevent further asset loss and promote self-reliance and recovery. Existing livelihood and coping strategies should be supported, where possible and when relevant, with a view to longer-term opportunities.

- In the absence of, or working in coordination with a food security and livelihoods agency, the Camp Management Agency should assess existing skills and possibilities for livelihoods for camp residents within and outside the camp.

- Camp residents should have access to local markets. Market places should also be established within the camp where regular commercial exchange can take place between camp residents and host communities. However, it should also be taken into consideration that markets constitute a pull-factor. Safe access for all should be promoted and monitored by the Camp Management Agency, and a camp committee should be appointed to take care of planning and daily running of the market place.

- Employment of the camp population in projects around the camp, like the clearing of a newly selected site through food-for-work (FFW) or cash-for-work (CFW) activities, is another way to provide livelihood opportunities for the camp population.

## INTRODUCTION

### WHAT IS LIVELIHOODS?

"A livelihood comprises the capabilities, assets and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stresses and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base." UK Department for International Development (DFID), 2000.

### WHAT DOES RESILIENCE MEAN?

According to the UN Development Programme (UNDP) resilience is "a transformative process of strengthening the capacity of people, communities and countries to anticipate, manage, recover and transform from shocks." At an individual level resilience refers to a positive adaptation or the ability to recover when experiencing adversity. Each person's life and its development as well as social-cultural contexts contain factors shaping the development of resilience. In disaster or conflict situations, the Camp Management Agency will aim to create an environment conducive to the well-being of the camp population. Livelihood activities will contribute to building resilience among the camp community and are an important step toward self-reliance.

Displaced people who have suffered direct losses of their human, physical, natural, financial and social assets through natural disaster or conflict have the right to protect, recover, improve and develop their livelihoods. In a camp setting, where communities are largely dependent on the assistance and services of others to fulfil their basic needs and rights, this is particularly important. Livelihoods contribute to food security, prevent dependency, reduce vulnerability, enhance self-reliance and can develop or build a set of specific skills during displacement. This may have a positive impact on internally displaced persons' (IDPs') well-being and future opportunities.

A Camp Management Agency can help to improve the population's overall standard of living and support positive livelihood strategies by identifying and coordinating with relevant agencies to provide skills training, agricultural support, where appropriate, and income generating activities. These may have a beneficial impact on the host community and the lo-

cal markets as well. Adequate confidence building measures must be taken, especially where resources such as firewood, grazing and safe water are scarce. These should be based on a participatory analysis of the social, economic and environmental context of the camp population and the local community.

It is the role of a Camp Management Agency to assure that assistance is provided in a way that minimises the pressure placed on the displaced population to resort to negative coping mechanism such as survival sex, theft or gaining access to free goods through corruption or manipulation.

The development of livelihood opportunities can also impact positively on the security within and surrounding a displacement site. Employment, and the constructive focus which can arise from it, can help reduce boredom, frustration and levels of criminal activity and violence. It may also help to combat protection risks related to alcohol or substance abuse and cases of gender-based violence (GBV). To work, to engage even in small-scale activities and to access food independently, has a positive impact on dignity and self-respect and may also actively reduce potential conflict with host community members. Camps provide opportunity to offer adequate training to large numbers of crisis-affected populations. The skills acquired during th training may support them during their eventual return. Positive livelihood programmes and strategies that enhance food security and are commonly facilitated in a camp setting, include:

- Market gardening may be developed through the distribution of seeds and tools, through supporting food processing or through training.
- Fishing, poultry or small livestock breeding can be assisted by provision of inputs and support of existing forms of production.
- Encouraging markets and trade with others in the camp or the host population could require provision of infrastructure, adequate security measures or food or cash vouchers to exchange in shops. Ideally food and non-food items distributed in camps should not end up being sold in markets. If a significant level of items is sold in the local market, it could be a result of poor analysis of priority needs and/or lack of awareness of the importance of the items.
- Small-scale businesses require the support of grants or microfinance schemes which offer training in such things as business management, marketing, accounting and human resources.
- Income generating activities related to vocational training in for example tailoring, hair dressing or handicraft production requires business training.
- Income generating activities may also require access-to-markets support or fair price shops where goods are subsidised and prices controlled.
- Wage labour may be outside the camp in paid employment or through camp maintenance and development schemes. CFW and FFW may be appropriate.

The strategies people choose as being most viable will depend on their own skills, culture, capacities, resources and social mechanisms as well as on host community regulations, camp policies, the security situation and the opportunities made available and promoted.

# KEY ISSUES

## ROLES AND RESPONSIBILITIES

### SELECTING A LOCATION

One of the most critical influences that a Camp Management Agency can have on livelihoods opportunities for camp residents is during site selection. The location of a camp can have a significant impact on the community's livelihood opportunities and choices. Building new camps in remote sites away from work and livelihoods often forces occupants into aid dependence and make market relations with local communities difficult. For livestock-dependent communities, access to adequate grazing and water sources is also an aspect to consider when selecting a camp location as well as provision of space for livestock within the camp and provision of veterinary services.

For information on site selection, see Chapter 7, Camp Set-up and Closure.

**VOICE FROM THE FIELD - CONSEQUENCES OF RELOCATION**

In post-tsunami Sri Lanka, displaced fishing communities in the south were frequently relocated to inland camps and temporary sites. In part, this reflected some communities' fear of living close to the sea immediately after the disaster. However, the choice of sites was also driven by financial and political considerations. Land away from the coast was cheaper and the government wanted to establish a coastal buffer zone inside where construction was not permitted.

The consequence of moving inland was that many fishing-dependent families were now located some distance inland, without easy and immediate access to the sea. In response, the men of the community often chose to locate themselves in temporary shacks on the beach, where they lived for a significant proportion of their time, allowing them to fish morning and evening. Dislocated from their families, there were reports from women of increased alcohol abuse by men.

### ASSESSING NEEDS

As part of its coordination responsibility at camp level, the Camp Management Agency will seek to enhance the livelihood strategies of the camp population, especially when there is no specialised livelihood agency. Of primary importance is a thorough and participatory assessment of needs, resources, capacities, skills and social-economic and political/legal background. Assessments within the camp community should consider:

- previous and present livelihood and coping strategies
- skills, knowledge and capacities, including those of women, persons with specific needs, the host community and minorities
- social stratification and levels of vulnerability

- views and priorities of a diversity of groups with different roles and social statuses
- available resources (human, administrative, financial and natural)
- household expenditure patterns and sources of cash and food
- skills that would potentially be most useful on return, resettlement or local integration.

It is also important to assess:

- local demand for particular goods and services
- if, where and how people save money
- existing economic relations and trade, goods and labour flows between the camp population and the host community
- the potentially negative social, economic and environmental impacts that camp activities might have
- political and social impacts encamped populations might have upon host populations, especially in accessing labour, fuelwood and grazing land.

### COORDINATING AND INVOLVING DISPLACED POPULATIONS

Livelihood support is directly connected to early recovery and development, particularly following emergencies when rapid and massive delivery of hand-outs has taken priority over training or income-generating programmes. The next step for the Camp Management Agency is therefore to coordinate with protection, early recovery and development actors, the displaced community as well as the host community to discuss which priorities for livelihood support are feasible and should be promoted.

Involving the displaced population is key to ensuring an inclusive, holistic and long-term approach. Existing power structures of the crisis-affected people and the host-population should be identified and potentially built upon. Participatory assessment methods are an effective way of accessing the opinions and priorities of different groups within the community. The Camp Management Agency should focus on:

- developing forums and focus groups to discuss food security and income generating opportunities and other business-related issues
- establishing a livelihoods committee or interest/support groups with members with specific skills
- establishing a camp market committee, responsible for planning, development and management of the marketplace, including waste disposal and food hygiene
- considering the different strategies men, women and adolescents could pursue to enhance their livelihoods
- including people with special needs.

It is important to ensure that women participate equally, and in culturally appropriate ways, in agriculture, skills training and income-generation activities. It may be necessary to raise awareness of the need for female participation on an on-going basis and take action to facilitate their participation. Due to women's traditional and often time-consuming daily household chores, it is often necessary to schedule training and other employment initiatives carefully. Consider establishing day-care centres or other alternative child-care arrangements to ensure continuing female participation. In some cultures female participation may depend upon a male or female relative being permitted to accompany her.

**VOICE FROM THE FIELD - LIVELIHOOD OPPORTUNITIES BENEFITING BOTH CAMP RESIDENTS AND HOST COMMUNITIES**

Under carefully controlled conditions, displaced people can play an important role in the provision of construction materials for the development of their camp while, at the same time, creating livelihood opportunities. In both Sri Lanka and Sierra Leone, Camp Management Agencies helped camp residents and host communities by responding to requests for efficient and cost-effective shelter roofing material made from woven palm fronds. Relations were improved by sharing contracted work with both communities as the host communities harvested the raw materials which were prepared by the camp residents. In this way, the displaced people were able to contribute to the development of their own camps, thus fostering greater pride and ownership, while also obtaining an important livelihood opportunity.

For more information on community participation, see Chapter 3, Community Participation.

### ACQUIRING MARKET KNOWLEDGE

The Camp Management Agency needs to develop its understanding of local markets and economic systems in order to support viable market exchange and monitor and advocate for viable and safe access to markets for the camp population. However, the potentially negative impact of establishing local markets must be considered. It is important for members of the camp population, including groups with specific needs, to have both physical and economic access to the market. Basic food items and other essential commodities should be available at affordable prices.

**THIRD SPHERE STANDARD - FOOD SECURITY AND LIVELIHOOD: ACCESS TO MARKET**

"The disaster-affected population's safe access to market goods and services as producers, consumers and traders is protected and promoted."

The Camp Management Agency, in close collaboration with the camp and host population, should allocate sufficient space for a central market place(s) for buying and selling. This space may need to be enlarged in the future and all security risks and protection needs must be carefully assessed. At the market, basic infrastructure should ideally include:

- weather-proof shelter
- latrines for men and women
- facilities for safe garbage disposal
- facilities to support groups with specific needs.

Safety and security are of utmost importance. It should be easy and safe to get to during day and night, in particular for women and girls. The market place and access roads should be well lit and located in an easily accessible place for both camp residents and the local population, so as to encourage social and economic exchange.

Shops and other livelihood activities are often set up by the displaced population in front of their temporary shelters or in other unplanned areas. Ideally, the Camp Management Agency may register all formal and informal income generating activities in a camp, ensure that they are safely set up and that potential risks, such as electrocution, hot oil spills and fires, are identified. Wherever possible, an adequate distance from living spaces and sanitation facilities, should be maintained.

**KNOWLEDGE OF GOVERNMENT POLICIES**
Government policies on pricing, trade policies and income generating activities influence access and availability in markets. Understanding the state regulatory framework is important for a Camp Management Agency, to inform their advocacy and livelihoods-promotion work with other agencies.

### ADVOCATING FOR ACCESS TO MARKETS AND RESOURCES

In some situations of displacement, access to markets and resources is frequently limited or even denied. Although in certain circumstances it may not be possible, the Camp Management Agency should advocate on behalf of the camp community for economic exchange with the host community, and the sharing of natural resources. Access can be facilitated to essential environmental resources, such as forests, grazing, firewood sites, fishing waters and arable land. If a solution is not found at camp level together with the Camp Administration, the Cluster/Sector Lead at regional level should assist.

Environmental stress and depletion of scarce natural resources can be a significant challenge in many camp locations. Issues around access to natural resources can be a source of tension and conflict between the host and camp community. Depletion or degradation of natural resources, like water or wood, can have a significant impact on livelihood strategies. It is essential therefore for the Camp Management Agency to be aware of the additional burden imposed on the host community and to involve them in the livelihood assessment. Local rules and regulations for accessing and using natural resources must be respected and may require specific awareness raising and monitoring by the Camp Management Agency. The camp population and the host community must be actively involved in the monitoring of natural resources and environmental impact so that problems can be avoided and solutions identified.

For more information on the environment, see Chapter 6, Environment.

## EMPLOYMENT OPPORTUNITIES

Camp Management Agencies should be aware of the need to create employment opportunities whenever possible. This may involve developing infrastructure, using an approach which creates jobs for the local population. Wherever feasible, and in order to share employment opportunities and promote skill-sharing, camp residents and local community residents should both be employed. All other service providers active in the camp should be encouraged by the Camp Management Agency to adopt the same policy.

Remember that:

- Methods of payment/compensation as well as salary levels should be coordinated and harmonised between all employing agencies. Government daily wages should be taken as a benchmark so as to limit difficulties and disputes.
- The host population must be included in aid endeavours targeted at the encamped population so as to limit difficulties and disputes.
- Preference should be given to households with vulnerable members and households with no other breadwinner.
- Employment of men and women as well as ethnic and religious minorities and disabled persons should ideally reflect the ratio of these groups in the camp. This should be the goal for every agency.
- Particular issues faced by older people and people with disabilities during displacement should be mainstreamed into any camp-related programme. Staff working on camp population lists should be trained to identify isolated older people or people with disabilities and as well as older care givers, not previously looking after children, may find themselves as head of households after displacement present.
- Recruitment and remuneration policies including selection criteria must be fair, clear and transparent.

As income generating activities do not benefit the entire affected population, the possibility of including income generating activities' participants in community projects should be considered. Community projects, such as rehabilitation of a market or repairs to hand pumps, may benefit to the whole affected comminuty as well as improving relations between direct participants in income generating interventions and affected persons who are not beneficiaries of them.

The type of remuneration, such as cash or food, or a combination of the two depending on the context, needs to be assessed and selected in close cooperation with the camp population. Programmes can contribute to camp infrastructure or to service but should not jeopardise efforts for community mobilisation, voluntary participation and ownership, especially in the development of markets, community centres and/or schools.

### CASH PAYMENT HAS SECURITY IMPLICATIONS!

Whenever workers are remunerated in cash, the Camp Management Agency and the livelihoods provider need to ensure that this is done in a secure place where people can count and take their money safely. A lot of cash may also implicate the agencies' own staff in corruption. Thus there should always be at least two staff members present with clear responsibilities when paying cash to workers. Wherever possible, payment methods via cell-phones should be tested so as to minimise security risks.

The Camp Management Agency and livelihoods providers need to monitor whether employment of camp residents inside or outside the camp are exploitative. The risk of exploitation needs to be limited as much as possible, particularly for women and girls. There are many cases where displaced people take up dangerous, abusive, harsh or underpaid jobs to provide for their families.

Though the basic right to seek employment outside the camp should be promoted, such advocacy should be based on thorough knowledge of the local economy and understanding of the pros and cons. This will help prevent resentment and future problems of living alongside each other while giving opportunities for refugees or IDPs to contribute positively to the local economy.

### THE RIGHT TO WORK

Article 23 of the Universal Declaration of Human Rights stipulates that "everyone has the right to work, to free employment choice, to just and favourable conditions of work and protection against unemployment."

Principle 22.1.b of the Guiding Principles on Internal Displacement introduces "the right to seek freely opportunities for employment and to participate in economic activities".

### CASH-FOR-WORK

A Camp Management Agency working with camp residents on a cash-for-work scheme should:

- Establish a committee to review and agree rates of pay for each specific trade, service or skill in order to ensure remuneration is transparent, fair and based on local rates. Local leaders should officially validate the established rates.
- Employ skilled and unskilled labour from both the camp and host community.
- Ensure recruitment procedures are open and transparent.
- Remunerate based on piece-work that is completed, with a rate per agreed quantity, for example, the number of bricks laid, number of metres dug for drainage, instead of a harder-to-monitor daily rate.
- Ensure the employment of a monitoring team or a supervisor to monitor quality, process, timekeeping and adherence to safety standards.
- Wherever possible, seek opportunities for all groups to participate.
- Train a member(s) of the camp management staff to oversee finances.
- Use such training as an opportunity to develop financial and book-keeping skills among the camp residents.
- Plan large projects in phases so that the project can continue steadily and give an optimal number of people a chance to participate. It is vital to assure that the earned CFW amount is sufficient to have a beneficial impact for the beneficiary.
- Use employees with technical expertise to train on the team, others as apprentices, and remunerate the master trainers appropriately.
- Use local suppliers for materials and tools.
- Be mindful of how demands of emergency relief projects impact local prices and markets.
- Be aware of corruption risks.

In situations where markets and access to food are limited, FFW projects may be more appropriate than CFW.

### EMPLOYMENT AND STUDENTS

The Camp Management Agency and the livelihoods provider need to make sure that employment opportunities do not induce school attendees to drop out in order to earn money. In order to assure the latter an open line of communication and a system of verification with local schools and/or the parent-teacher association, if there is one, should be established.

**RESPONSIBLE USE OF EARNINGS**
Often in camps and camp-like settings, bars are highly frequented. When workers receive cash, some may abuse alcohol. This is a serious protection concern if family income is misused for alcohol or other drugs, leaving insufficient resources to buy household food or other items. The Camp Management Agency and the livelihoods provider need to monitor the situation and advocate for all to be aware of their responsibilities.

## TRADE

When camps are located in remote areas, local markets are sometimes difficult or impossible for the camp population to access, making it hard for camp residents to trade. This may also be due to lack of security, police harassment, lack of legal status, lack of identity documents and/or local government policies. Where contacts and local trade are restricted, the camp market will become an even more essential place for commercial and social exchange. Where inputs from outside markets are limited it becomes harder for displaced people to manage a profitable business within the camp. Food security initiatives or livelihoods schemes may offer support in such cases.

When feasible, the promotion of economic relationships between the camp community and the local communities can take place in many ways. The Camp Management Agency may initiate forums for coordination and cooperation to bring together host community representatives and camp market committee members to discuss business opportunities and access to local markets. Such discussions need to take into consideration the level of poverty of the local host population and the economic development of the host area, as well as the assets and needs of the camp population.

Monitoring fluctuations in the market place, for instance after food distributions, will help the Camp Management Agency to keep informed about inflation and the broader economic environment. Such market surveys can help to clarify the issue of market taxes and help to plan standardised and fair systems for all. Regularly monitoring the markets, both availability of goods and prices, is also important in order to continuously assess the food security situation and trends in agricultural production and marketing. It can help to anticipate possible food crises due to food shortages or steep rises in prices.

## AGRICULTURE, HORTICULTURE AND ANIMAL HUSBANDRY

Depending on camp residents' experience, the location and size of the camp and access to arable land and vegetable gardens, small-scale animal husbandry or more extensive agricultural activities, can usually be undertaken by at least some camp residents. In some cases, the displaced population will have brought some livestock with them to support their livelihoods during and after their time in the camp.

Protecting and rebuilding livestock as a key livelihood asset provides a way of supporting livelihoods and increasing the resilience of the affected people. Even in urban areas, gardening can be an option both as a means of contributing to a nutritious and well-balanced diet and to generate income.

**LIVESTOCK EMERGENCY GUIDELINES AND STANDARDS (LEGS)**
LEGS is a companion to the Sphere Project and provides tools and guidance for supporting livestock keepers affected by disaster, including those displaced and living in camps.

An assessment of the potential availability and quality of land for small-scale cultivation or grazing should be made during the site selection process. Access can be subsequently negotiated with host community representatives and authorities. Some training, initial provision of such things as seeds, tools, fertiliser, livestock, fishing equipment, hunting implements and transport as well as follow-up and extension of service support may be required. In some situations, such as in response to increasing urbanisation, specific rural-oriented training in horticulture and crop cultivation may also motivate people to return to rural livelihoods.

**VOICE FROM THE FIELD - GRAZING SPACES FOR SUDANESE REFUGEES' LIVESTOCK, 2013**
As a result of the crisis in Darfur, Sudan, thousands of refugees moved into eastern and southeastern Chad. Many of them are nomadic pastoralists who crossed the border with their cattle. United Nations Refugee Agency (UNHCR), responsible for accommodating the refugees, created a new site in Abgadam, about 40 km. from the Sudanese border, which housed just over 18,000 people.

The Abgadam site was designed to allow the refugees to bring and house their livestock and to graze them on surrounding pasture. Plans for the site also included segregation of new livestock from resident animals, vaccination and veterinary inspection on arrival and other measures to prevent the spread of livestock diseases.

Case study from Livestock Emergency Guidelines and Standards (LEGS), 2014 and IRIN News, 2013.

For more information on food security, environment, and water and sanitation, see Chapter 12, Food Security and Non-food Items, Chapter 6, Environment and Chapter 14, Water, Sanitation and Hygiene.

## TRAINING AND INCOME GENERATING PROJECTS

Skills training and income generating programmes are often provided in camp settings. Camp Management Agencies should be aware of all these types of endeavours in order to ensure their beneficial impact for the crisis-affected popula-

tion. Skills and business training and the experience of engagement in income generation activities can have positive future implications and facilitate social-economic re-integration into the country or area of origin or during resettlement.

Being engaged in training or small-scale business can also contribute to protecting people from both forced and/or voluntary recruitment into fighting forces.

**LEGAL ISSUES AND INCOME GENERATING OPPORTUNITIES**

It is important to investigate legal issues in relation to the status of the camp community and their right to employment, their taxation obligations, freedom of movement and access to economic opportunities. These will influence the level of income generation possibilities and the extent to which any newly-acquired skills can be used in the local employment market.

Skills training can have a variety of forms. Some of the possibilities include:

- apprenticeship with qualified displaced trainers
- on-the-job training
- seminars and workshops
- training events in such things as business management, accountancy and value chains.

**PERSONS WITH SPECIFIC NEEDS AND INCOME GENERATING ACTIVITIES (IGA)**

Focus on persons with specific needs and groups at risk that have the capacity to be or become economically active. Agencies with IGA projects need to organise training or income generating activities specifically for persons and groups such as female-headed households, HIV/AIDS-affected households, youth, persons with disabilities and others who may be marginalised in the camp society.

To be successful, skills training aiming at self-employment should be accompanied by literacy and numeracy classes as well as business management training. This will ensure that people have skills in conducting feasibility studies, costing, marketing and/or financial administration and book-keeping. The Camp Management Agency should also be aware that:

- engaging too many people in the same income generating activity may saturate the market and limit income opportunities at a later stage. A thorough analysis of needs, opportunities and markets is therefore mandatory
- coordination will avoid duplication and help to set standards for the different approaches regarding incentives, provision of materials, certification and length of training
- selection of camp residents and members of the host community must be fair and transparent
- supporting any livelihoods providers to identify appropriate trainees amongst the camp residents and host population is important
- promoting the involvement of the host communities is vital
- training duration will vary according to the type and the context. It is important to note what exactly was conducted within the training and whatever kind of certification is provided
- within camp settings training courses may need to be limited to 3-6 months in order to enrol as many people as possible
- adequate training facilities and storage facilities must be identified and allocated.

**MINIMUM ECONOMIC RECOVERY STANDARDS (MERS)**

MERS is a Sphere-related intervention implemented by the Small Enterprise Education and Promotion (SEEP) network. It introduces the minimum level of assistance to provide the recovery of economies and livelihoods affected by crisis.

## GRANTS

Income generating programmes may include a grant scheme, frequently accompanied by training in skills of literacy, numeracy and business. A grant scheme is different from micro finance as there is no repayment required. Grants, whether conditional or unconditional, can be allocated either via vouchers or cash, depending on the security situation. Both the availability of the required inputs on the local market and the people for whom they are intended, have to be thoroughly considered before deciding on either one of these methods. Grant schemes are especially relevant for supporting the livelihoods of the more vulnerable segments of the camp population and for small-scale inputs to assist peoples' livelihoods in situations of limited market access.

## MICROFINANCE SCHEMES

Income generating programmes sometimes involve microfinance services that are accompanied by appropriate training, including literacy, numeracy or business management. Microfinance helps women and men access the capital necessary to expand their existing businesses and thus strengthen their self-employment and contribute to their own development. Most economic revival activities may require a certain level of possessions as well as know-how and vulnerable crisis-affected populations do often not qualify for this type of assistance. Microfinance schemes may be challenging to implement in a camp setting since they require:

- a certain degree of political and demographic stability
- selection of the right clients, who have entrepreneurial spirit
- a functioning cash economy
- a long-term approach including adequate assessment and appropriate programme design.

## CHECKLIST FOR A CAMP MANAGEMENT AGENCY

- ✔ The site location for the camp is selected with livelihoods opportunities and access to markets in mind.
- ✔ A thorough assessment of the social-economic context and of the displaced population's food security situation and current and previous livelihoods activities are conducted.
- ✔ The assessment is participatory in nature and involves women and representation from groups with specific needs.
- ✔ Extremely vulnerable individuals, dependent on others for their daily living and thus not suitable candidates for micro finance, are identified.
- ✔ Priorities for livelihoods promotion, support and development are identified.
- ✔ Negative coping strategies are identified and the Camp Management Agency works to advocate for and identify livelihoods programmes which can support the development of positive livelihoods strategies.
- ✔ The participation of the camp population and the host community is central in planning, implementing, monitoring and evaluating livelihoods initiatives.
- ✔ Groups with specific needs and women are encouraged and supported to be economically active.
- ✔ Markets are accessible and safe, with sufficient supporting infrastructure, such as access roads and lighting.
- ✔ A market committee is established in the camp.
- ✔ The Camp Management Agency advocates for access for the camp population to essential resources which could enhance livelihoods, such as land, grazing and water.
- ✔ Environmental issues are identified and addressed to ensure that scarce resources are well-managed in the interests of both the host and camp populations.
- ✔ Livelihoods projects build on existing skills and focus on the skills people need most. They include provision for women, groups with specific needs and the host community.
- ✔ The Camp Management Agency prioritises recruitment of local labour in camp care, maintenance and development projects, and encourages service providers to do the same.
- ✔ Cash-for-work or food-for-work initiatives are well-planned, fair, transparent and suited to the context.
- ✔ Where appropriate, trade links are established between camp residents and the local community.
- ✔ Small-scale agricultural projects are supported to enhance both nutrition and livelihoods.
- ✔ Training and income generating projects take account of cultural context, needs, preferences and human, economic and natural resources.
- ✔ Microfinance schemes are used where a demand for financial services exists and clients have the capacity to repay.
- ✔ The camp population, including women, play a central role in developing all livelihood initiatives in a camp and are supported appropriately with child-care arrangements.

## TOOLS

**TOOLS AND REFERENCES**
All tools and references listed below are available on the electronic Camp Management Toolkit either on the USB memory stick accompanying every hardcopy or from the website: www.cmtoolkit.org.


– Micro-enterprise Best Practice (MBP), Micro Finance Following Conflict, brief No 7. Microfinance for Special Groups: Refugees, Demobilized Soldiers and Other Populations.
– Jason Phillips, 2004. "Challenges to the Effective Implementation of Micro finance Programmes in Refugee Settings", Forced Migration Review.
– Barry Sesnan, Graham Wood, Marina L. Anselme and Ann Avery, 2004. "Skills Training for Youth", Forced Migration Review.
– Jane Travis, 2004. "Credit-based Livelihood Interventions in a Zambian Refugee Camp", Forced Migration Review.

# REFERENCES


– Action contre la Faim (ACF) International Network, 2007. Implementing Cash-based Interventions - A Guideline for Aid Workers
– Simona Cavaglieri. Livelihoods and Micro-finance in Refugee Camps
– Christina Clark, Households in Conflict Network, 2006. Livelihood Networks and Decision-making among Congolese Young People in Formal and Informal Refugee Contexts in Uganda
– Forced Migration Review, 22, 2004. Sustainable Livelihoods: Seeds of Success?
– Valerie Guarnieri, Food and Agriculture Organization of the United Nations (FAO), 2003. Food aid and Livelihoods: Challenges and Opportunities in Complex Emergencies. Food and Agriculture Organisation
– Humanitarian Practice Network, 2001. Food-security Assessments in Emergencies: a Livelihood Approach
– Humanitarian Practice Network, 2011. Cash Transfer Programming in Emergencies
– International Committee of the Red Cross and the Red Crescent (ICRC), 2007. Guidelines for Cash Transfer Programming
– International Labour Organization, 1997. Manual on Training and Employment Options for Ex-combatants
– Karen Jacobsen, 2002. Livelihoods in conflict - The Pursuit of Livelihoods by Refugees and the Impact of Human Security on Host Communities
– Karen Jacobsen, 2004. Just Enough for the City: Urban Refugees Make Their Own Way
– Karen Jacobsen, Feinstein International Famine Center, Tufts University, 2004. Microfinance in protracted refugee situations: Lessons from the Alchemy Project
– Susanne Jaspars and Jeremy Shoham, Overseas Development Institute, 2002. A Critical Review of Approaches to Assessing and Monitoring Livelihoods in Situations of Chronic Conflict and Political Instability
– Sue Lautze, Feinstein International Famine Center, 1997. Saving Lives and Livelihood: The Fundamentals of a Livelihood Strategy
– Livestoclk Emergency Guidelines and Standards (LEGS), 2009
– Machtelt De Vriese, UN Refugee Agency (UNHCR), 2006. Refugee Livelihoods - A review of Evidence
– Mercy Corps, 2010. Guide to Cash for Work Programming
– Geetha Nagarajan, International Labour Organization (ILO), UN Refugee Agency (UNHCR), 1999. Microfinance in Post-conflict Situations. Towards Guiding Principles for Action
– Office for Coordination of Humanitarian Affairs (OCHA), 2004. The Guiding Principles on Internal Displacement
– Overseas Development Institute, 2002. Livelihoods and Chronic Conflict Working Papers Series
– OXFAM, 2006. Cash-Transfer Programming in Emergencies: A Practical Guide
– OXFAM, 2010. Emergency Market Mapping & Analysis
– Jessica Schafer, Overseas Development Institute, 2002. Supporting Livelihoods in Situations of Chronic Conflict and Political Instability: Overview of Conceptual Issues
– Shumacher Centre for Technology and Development, Practical Action Publishing, 2009. Livestock Emergency Guidelines and Standards
– Small Enterprise Education and Promotion (SEEP) Network. Minimum Economic Recovery Standards (MERS)
– The Sphere Project, 2011. The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response
– UK Department for International Development (DFID), 2000. (About Liverlihoods)
– Elizabeth Umlas, UNHCR, 2011. Cash in Hand, Urban Refugee the Right to Work and UNHCR's Advocacy Activities
– United Nations Development Programme (UNDP), 2013. Resilience
– UNHCR, 2002. Livelihood Options in Refugee Situations: A Handbook for Promoting Sound Agricultural Practices
– UNHCR, 2004. The Zambia Initiative: In Pursuit of Sustainable Solutions for Refugees in Zambia
– UNHCR, 2005. A Practical Handbook for Improved Management: Livestock-Keeping and Animal Husbandry in Refugee and Returnee Situations
– UNHCR, 2005. Handbook for Self-Reliance
– UNHCR and World Conservation Union, 2005. Livestock Keeping and Animal Husbandry in Refugee and Returnee Situations. A Practical Handbook for Improved Management
– UNHCR, 2009. Designing Appropriate Interventions in Urban Settings, Health Education, Livelihood and Registration for Urban Refugees and Returnees
– United States Agency for International Development (USAID), 2005. Livelihoods and Conflict. A Toolkit for Intervention
– Universal Declaration of Human Rights, 1948
– Women's Commission for Refugee Women and Children, 2006. We Want to Work, Providing Livelihood Opportunities for Refugees in Thailand
– Helen Young et. al. Feinstein International Center, 2007. Sharpening the Strategic Focus of Livelihoods Programming in the Darfur Region