CAMP
MANAGEMENT TOOLKIT

THE CAMP MANAGEMENT TOOLKIT

FOREWORD

Flooding, an earthquake, armed conflicts between States, civil war, persecution – there are many reasons why people may be forced to flee their homes and leave their relatives and belongings behind. They find themselves homeless, often fearful and traumatised, and in a situation of displacement where life changes radically and the future is uncertain. Refugees or internally displaced persons (IDPs) may have no other option than to seek protection and assistance in camps. Although camps are necessarily a choice of last resort, they often represent the only option for displaced persons in need of assistance, safety and security.

In situations of conflict and natural disaster camps may be needed for only a matter of months. Often the reality is that camps last for years and sometimes even for decades. Regardless of their life span, they can only offer temporary assistance and protection and do not represent a durable solution for displaced persons.

Despite their temporary nature, camps exist to ensure that the basic human right to life with dignity is upheld for the camp community. Once camps are established efficient and sensitive management is needed to ensure that they function effectively in what are often complex and challenging circumstances.

Where humanitarian assistance and protection in a camp are not organised, coordinated and monitored the vulnerability and dependence of the camp population increases. Gaps in assistance, or duplication of humanitarian aid, can lead to partial and inequitable provision of services and inadequate protection. Working to raise the standard of living in camps and camp-like settings, and to uphold the rights of camp residents, the Camp Management Project advocates for the use and implementation of key guidelines, international legal instruments, standards and the best practices outlined in this newly revised Camp Management Toolkit 2008.

Since the Camp Management Toolkit was first published in 2004, the field of camp management has undergone a process of rapid and significant development. Today, camp management is recognised internationally as a vital humanitarian sector for the assistance and protection of displaced persons in camps and camp-like settings. This is clearly reflected in the inclusion in 2005 of the Global Camp Coordination Camp Management (CCCM) Cluster within the cluster system and the subsequent increased frequency of camp management

training workshops worldwide. The use of the Toolkit in more than a dozen IDP and refugee contexts has significantly contributed to this development.

We hope that the Camp Management Toolkit 2008 provides relevant and constructive reference and practical support for national and international humanitarian staff, community leaders and authorities, IDPs and refugees involved in camp management and camp operations. We hope it will enable them to manage their tasks more efficiently and effectively.

The Camp Management Project 2008!

Danish Refugee Council (DRC)
International Organization for Migration (IOM)
International Rescue Committee (IRC)
Norwegian Refugee Council (NRC)
United Nations High Commissioner for the Refugees (UNHCR)
United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA)

> **❗** One of the greatest values of the Camp Management Toolkit 2008 is that it is made by the field for the field. It is thus important for us to receive feedback from you – the readers and users. This will help us to measure and evaluate the impact of the Toolkit on the daily work of those engaged in camp management. We encourage you to send your input and reflections to: camp@nrc.no

▶▶ *For more information on the Camp Management Project and the CCCM Cluster, see the Toolkit Appendices 1 and 2.*

Please note this Toolkit is available free of charge at *www.nrc.no/camp*

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SECTION II: CORE MANAGEMENT TASKS

ABOUT THE CAMP MANAGEMENT TOOLKIT

WHAT IS THE CAMP MANAGEMENT TOOLKIT?

Taking a comprehensive and holistic look at camp management as a recognised and vital humanitarian sector, *the Camp Management Toolkit* incorporates a wide range of relevant information on various aspects of camp operations, particularly the roles and responsibilities of a Camp Management Agency.

The Camp Management Toolkit highlights essential issues of protection and service provision in camps and camp-like settings and provides practical advice for camp management staff on how best to ensure the overall coordination and management of a camp and uphold the rights of displaced persons. It is an advisory manual and does not attempt to develop agency policies or directives.

> ❗ Please note that the Camp Management Toolkit does not advocate for establishing camps, nor does it promote camp life! Rather, it takes a pragmatic approach recognising that camps are sometimes the only option and a last resort for hosting displaced persons. Once the decision for camp set-up is made, humanitarian agencies engage in a range of activities that seek to uphold the rights of, and best meet the needs of, displaced persons. These tasks involve the design of the camp, the implementation of its development and maintenance and the planning of durable solutions and exit strategies.

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 sector guidelines and standard works such as The Sphere Project's *Humanitarian Charter and Minimum Standards in Disaster Response* and UNHCR's *Handbook for Emergencies,* amongst others.

The term camp is used throughout the text to apply to a variety of camps or camp-like settings – temporary settlements including planned or self-settled camps, collective centres and transit and return centres established for hosting displaced persons. It applies to ongoing and new situations where due to conflict or natural disasters, displaced persons are compelled to find shelter in temporary places.

Since 2004, the *Camp Management Toolkit* has been actively used in the field. As a result of the advocacy and awareness raising that has taken place, several hundred individuals and organisations have downloaded the Toolkit from the project website (www.nrc.no/camp); and even more have received it while attending camp management training workshops. These have included staff from a range of UN agencies, international organisations, local and international NGOs, universities, research institutions and governments. Countries where the Toolkit is or has been actively used include Liberia, Sudan, Pakistan, Sri Lanka, Burundi, Uganda, Indonesia, Timor Leste, Georgia, Lebanon, the Democratic Republic of Congo, Kenya, Chad and Ethiopia.

This revised 2008 version of the *Camp Management Toolkit* is published by the Camp Management Project – a joint initiative of the Danish Refugee Council (DRC), International Organization for Migration (IOM), International Rescue Committee (IRC), Norwegian Refugee Council (NRC), United Nations Office for the Coordination of Humanitarian Affairs (OCHA), United Nations High Commissioner for Refuges (UNHCR). It contains a large number of new case examples of good practice and lessons learned, reflecting comments and suggestions from field colleagues around the world. It contains updated sector-specific information as well as the latest essential online and printed information.

We hope that the *Camp Management Toolkit* will be one of the reader's first reference sources when managing or working in camp operations. We equally hope that it will be read and actively used by international humanitarian staff as much as by local camp managers, community leaders, authorities, service providers and, most importantly, by displaced persons themselves.

> **!** The Toolkit is a 'living document' and strives to both reflect and be informed by the constantly evolving field of camp management.

HOW TO USE THE TOOLKIT

The organisation and structure of this 2008 updated version of the *Camp Management Toolkit* are different from previous versions. While the 2004 version was organised chronologically, following the life-cycle of a camp from planning and set-up to closure, the 2008 version is divided into four thematic sections:

- I: Introduction
- II: Core Management Tasks
- III: A Safe Environment
- IV: Camp Services (see table of contents).

This re-organisation has been chosen to

- bring more clarity and shape to a diverse, inclusive and complex humanitarian sector
- reflect the different levels of accountability – direct and indirect – that a Camp Management Agency holds in each particular sector or aspect of the operation
- make it easier for readers to quickly scroll and find information about a topic regardless of what stage in the life of a camp they are engaged with
- provide a more logical categorisation of topics and activities reflecting the operational essence of camp management.

INTRODUCTION TO THE TOOLKIT SECTIONS

Section I: Introduction

Section I provides an introduction to the Camp Management Toolkit 2008 and the sector of camp management as a whole. As a relatively new and fast-developing humanitarian sector, it is important that there is a shared understanding of what camp management is (Chapter 1), and what it seeks to achieve.

Camps and camp management can be highly context specific, and dependent upon the nature and the 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, can be to mutually agree on 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 humanitarian 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 and involvement (Chapter 3) is essential for a Camp Management Agency, both for ensuring effective camp management and for developing the capacities, self-esteem and dignity of camp 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 data and 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 often 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 the interconnected processes in 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 the way 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. Therefore, Section III of the *Toolkit* looks at 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 in camp settings (Chapter 8) including an outline of the roles, responsibilities and mandates of specialised protection agencies.

Registration (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 groups who are most vulnerable to gender-based violence (Chapter 10), and persons with specific needs (Chapter 11). Those are all potentially at greater risk in camp settings and require therefore special assistance and care.

Camp safety and security (Chapter 12) are essential for everyone involved in a camp operation – camp residents, authorities and also the staff of humanitarian organisations. Effective safety and 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 not to cover all possible services that may be provided in a camp. Rather, it focuses on those that usually come first in a camp operation such as:

- Food and Non-Food Items Distribution (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 Care and Health Education (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 which 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 GBV, protection, participation and community involvement, 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, and environmental issues has been integrated throughout the chapters.

THE CHAPTER STRUCTURE

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

- Key Messages.
- Introduction.
- Key Issues.
- Checklist for a Camp Management Agency.
- Tools.
- Reading and 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 experts – from within the Camp Management Project or external consultants. The chapters have been carefully and thoroughly edited and streamlined, whilst 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, or summarises and concludes, or provides important background information.

Key Issues

Most of the information in every chapter is given here. *Key Issues* are flexibly structured. Readers will note that the roles and responsibilities of a Camp Management Agency are not consistently structured in a separate section, but are worked into the overall text where they fit best.

Checklist for a Camp Management Agency

The checklist reflects and recaps on the chapter contents, 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, which can assist in planning, monitoring and evaluation. It is not however, intended as a chronological or all-inclusive list of 'to do' action points which can be ticked off, as such a detailed tool is always context specific.

Tools

Tools have been collected from field colleagues and sources around the world. Many 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. Whilst some of the tools have been developed for a single context or camp only, others are more generic and/or internationally- recognised.

Essential Reading and References

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 an updated and eclectic list of essential relevant publications, guidelines and handbooks is attached to every chapter.

> **(!)** Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

BOXES AND SYMBOLS

Red and black coloured boxes are included in every chapter. They have been used where important information or examples of good practice may not have been possible to work into the logical flow of the text, but were still very relevant to provide. Two different symbols and colours distinguish between:

> **(▲)** Case examples, practical tips, lessons learned and good practice from field practitioners and camp situations worldwide.

> **(!)** Technical facts and information, things to be particularly aware of when managing a camp.

Other symbols used are:
▶▶ *Links to other chapters, tools or essential readings and references.*

WHAT IS CAMP MANAGEMENT?

KEY MESSAGES

▶ States, in line with the obligations and responsibilities of sovereign bodies, are responsible for providing protection and humanitarian assistance to internally displaced nationals and refugees within their territories – including those living in camps or camp-like settings. In situations where the authorities are unwilling or unable to provide protection and/or assistance to the displaced population, humanitarian actors have a duty to support the State to do so.

▶ Whilst camps are an option of last resort they are sometimes the only choice for the temporary provision of protection and assistance to displaced populations forced to flee their homes due to natural disaster or conflict.

▶ The key aim of camp management is to ensure that standards in the camp are upheld so as to allow the displaced population to enjoy their basic human rights whilst striving for durable solutions.

▶ Camp management (or Camp Coordination and Camp Management in a cluster response) is a vital form of humanitarian assistance because it coordinates protection and assistance programming and takes a holistic approach to upholding basic human rights and meeting the needs of the camp population.

▶ Filling gaps in provision and avoiding duplication depends on effective coordination at camp level with the service providers and the camp population and information management between the Camp Management Agency and the Sector or Cluster Lead Agency and other stakeholders – including government representatives.

▶ Central to camp management is a sound understanding of the importance of the mobilisation and participation of the camp population – including individuals and groups most at risk – in decision-making processes and the daily life of the camp.

INTRODUCTION

An earthquake, flood, tsunami, civil war, regional conflict, a failed peace accord – these and other events can rapidly leave people homeless and in need of protection and assistance. Whether it is an unexpected natural disaster causing people to be internally displaced from their homes, an eruption of conflict resulting in a sudden influx of refugees or other catastrophic events, emergencies can strike anytime and anywhere. For those who have lost property, lived through traumatic events and are suddenly left outside the safeguards of their own homes and communities, camps offer a safe place to run to, a place where they can receive medical treatment, food, shelter and protection. Whilst camps cannot provide permanent or sustainable solutions, if they are well-managed they can provide a temporary refuge where vital and often life-saving assistance can be offered.

The overall aims of camp management are to raise the standard of living in the camp, to ensure that assistance and protection programmes are in line with internationally agreed laws and standards and therefore enable the camp population to enjoy access to their basic human rights. Camp management must provide effective coordination at camp level between the humanitarian assistance and protection programmes being delivered and the displaced population or beneficiaries. A Camp Management Agency works with a wide range of camp stakeholders to ensure that the camp population has equitable access to the assistance and services that they need and have a right to. It does so through the management of information about the camp and the population; through developing coordination forums and advocating for adequate provision; through developing partnerships with all those involved and by effectively mobilising camp residents to participate in leadership structures, decision-making and the daily life of the camp.

▶▶ *For more information on community participation, see chapter 3.*

▶▶ *For more information on coordination, see chapter 4.*

▶▶ *For more information on information management, see chapter 5.*

▶▶ *For more information on services and technical assistance in camps, see chapters 13–18.*

Camps exist to ensure that the basic human right to life with dignity is upheld for displaced communities. Camp management best practice is based on an understanding that all activities in a camp should be undertaken with the core aims of ensuring the protection of the camp population from abusive or degrading treatment and upholding their rights, including to food, shelter, health care and family unity.

For a Camp Management Agency every intervention in the daily life of a camp, or camp-like setting – whether, for example, repair of shelter roofs, setting up of a pre-school or distribution of commodities – must be done in such a way that camp residents' vulnerability to violation, deprivation and dependency is reduced and opportunities to enjoy their rights and participate meaningfully and equitably are maximised. Likewise, it is the duty of the Camp Management Agency to ensure that while displaced persons – refugees and internally displaced persons (IDPs) – are staying in a camp they receive legal recognition and protection, through registration, issuance of birth and death certificates and assurance they will not be forced to return home against their wishes before it is safe to do so.

▶▶ *For more information on protection, see chapter 8.*

WHO IS RESPONSIBLE FOR CAMP MANAGEMENT?

The straightforward answer to this question is that the State is responsible for the management of camps and temporary settlements within their borders. This responsibility is in line with the obligation and responsibilities of a State to provide protection and humanitarian assistance to internally displaced nationals and refugees within its sovereign boundaries.

In situations where State authorities may be either unable or unwilling to provide assistance and protection to refugees, UNHCR (United Nations High Commissioner for Refugees), has an international mandate and responsibility for their protection. Working closely with UNHCR and other UN and/or international organisations, who take responsibility as Sector Leads, the camp management role is usually undertaken by an international or national non-government organisation – (I)NGO.

In situations where IDPs have been forced or obliged to flee their homes as a result of conflict or natural disaster no single agency has a mandate for their protection. In response to the rising number of IDPs, the need to ensure predictability and accountability in international humanitarian responses to humanitarian emergencies and to clarify the division of labour among organisations, the UN's Emergency Relief Coordinator (ERC) – the UN Under-Secretary General who heads the UN Office for the Coordination of Humanitarian Affairs (OCHA) – launched the Humanitarian Response Review in 2005. This has contributed to more precise defining of roles and responsibilities within the different sectors of humanitarian response. The Inter-Agency Standing Committee (IASC) – the primary forum for coordination of humanitarian assistance which brings together key and non-UN humanitarian partners – has designated global cluster leads in 11 areas of humanitarian activities, including camp responses. The primary source of information about the cluster approach is at www.humanitarianreform.org.

The global cluster leads for Camp Coordination and Camp Management (CCCM) for conflict-impacted IDPs is UNHCR and the International Organization for Migration (IOM) for those internally displaced by natural disasters. The CCCM Cluster can be 'activated', or set up at national level in new or ongoing emergencies, based on recommendations made by the UN Humanitarian Coordinator (or Resident Coordinator).S/he does so in consultation with national authorities/counterparts, country level IASC partners, the ERC and the global IASC. The CCCM Cluster then acts as a forum for humanitarian actors: national authorities, UN agencies, international organisations (the Red Cross and Red Crescent Movement and the International Organization for Migration) and

national and international NGOs and endeavours to ensure they work together in partnership to coordinate effectively and raise standards in camps or camp-like settings.

In situations where refugees or IDPs seek temporary shelter in a camp, or camp-like setting, all organisations with a role in camp coordination and camp management and other humanitarian workers, through their presence in the field, play a critical role in meeting the needs of displaced people, through the provision of services, assistance and protection. Meeting these requirements is part of fulfilling the fundamental right of all people, refugees and IDPs, to life with dignity and freedom from cruel, inhuman and degrading treatment.

▶▶ *For more information on the CCCM Cluster roles and responsibilities, and the Lead Agencies please see the section 'Partnerships and Stakeholders in Camp Management' later in this chapter; Appendix 2, and the Reading and References section.*

CAMP MANAGEMENT AND THE ROLE OF A CAMP MANAGEMENT AGENCY

Camp management operates at the level of a single camp. Usually, but not always, an (I)NGO will undertake the role of Camp Management Agency and will often establish an office(s) inside the camp(s) it manages. Camp management responds to the changing needs of a dynamic camp environment, and is therefore by its nature, non-prescriptive and context specific. The nature of the emergency, the extent and patterns of displacement, the type of camps that are established, the resources available and the capacities of key stakeholders will all contribute significantly to the specific activities that a Camp Management Agency undertakes in the course of a camp's life cycle.

Ideally, a Camp Management Agency will be present from the onset of an emergency, allowing them to play an important role in selecting the location of the camp(s), and in the first phase of camp design and set up. However, in reality a Camp Management Agency often becomes operational at a somewhat later stage, after the camp is already established. The activities of a Camp Management Agency are therefore dependent on a number of local variables as well as their agency mandate, programme resources and the capacities and needs of other stakeholders.

🔺 A Camp Management Example from the Field

In post-tsunami southern Sri Lanka in 2005 there was a dispersed, fragmented and highly mobile camp population, living in relatively small sites around the coast of the island. Some families were self-settled, preferring to stay close to their original land, whilst others had moved to camps or sites. These were built by a diversity of agencies lacking the mandate or resources to manage or maintain the sites and shelters they had constructed in the emergency phase. With over 50 small sites in one district alone, it was not feasible for a Camp Management Agency to establish a permanent on-site presence. An international NGO responded by initiating a Transitional Settlement Site (camp) Management Project, with the initial aims of developing camp management awareness amongst humanitarian and government actors and building the capacity of the camp or site populations to self-manage. To do so, they developed a programme of camp management training and coaching. The process of building permanent houses for the site populations took longer than everyone had hoped, changing field realities and the needs of the camp populations and the humanitarian community. Coordinated by the Government of Sri Lanka and UNOCHA, the Site Management project responded to the new situation by implementing activities to meet three objectives:

- training and coaching camp residents, aiming specifically to build functioning and representative camp committees able to take responsibility for the continued management of the sites
- implementing a repair and upgrade programme for site infrastructure and shelters using camp resident and host community skills and labour
- taking over the updating of a cross-sectoral, cross-site database and disseminating information to support the government and other humanitarian agencies to plan appropriate interventions.

The tasks undertaken by camp management will evolve and change as the camp moves through set up and design, into a phase of care and maintenance, and finally towards phase-out and closure. It is vitally important to identify sustainable and durable solutions for the displaced population – whether return, local integration or resettlement.

! It should be remembered that at all stages a Camp Management Agency requires, above all else, the humanitarian space in which to operate. That implies access to the camps, assurances of security for agency staff and the invitation, or at least the consent, of the national authorities of the country in which they are operating.

▶▶ *For more information on setting up and closing camps, see chapter 7.*

The work of a Camp Management Agency encompasses activities in one single camp that focus on:
- coordinating services (delivered by NGOs and other service providers)
- establishing governance and community participation/mobilisation mechanisms
- ensuring the maintenance of camp infrastructure
- information management (including collecting and disseminating data appropriately)
- advocating for, or providing, key services in gap areas
- monitoring the service delivery of other providers in accordance with agreed standards.

⚠ Mobile Teams in Pakistan

In situations where it is not feasible for a Camp Management Agency to have a permanent presence in a camp, mobile camp management teams may be used. This was done by a Camp Management Agency in Pakistan after the 2005 earthquake. With camps scattered over a large geographical area, the mobile teams worked to give support and advice to less experienced actors working in camps. The mobile teams firstly implemented a camp management training programme for agencies working at camp level, including local government authorities and civil society organisations. Focusing on issues including coordination, winterisation of camps and technical standards, the mobile camp management team then travelled between camps to provide follow-up.

Their objectives were to:
- visit the camps where camp management training participants work
- advise and coach the participants in their daily work
- intervene directly in camp management where necessary
- report on and document the improvement (or deterioration) of the situation in the camps.

The information that the mobile teams gathered included:
- camp data: name, location, population
- date of visit
- sectoral gaps and challenges
- the condition of the camp prior to and after camp management training.

ROLES AND RESPONSIBILITIES IN IDP SITUATIONS WHERE THE CCCM CLUSTER IS ACTIVATED

The global CCCM Cluster has outlined the roles and responsibilities in the management and coordination of camps in IDP responses. These guidelines, which should be read in full – see References at the end of the chapter – are summarised below.

Camp Administration (Supervision)/Role of Governments and National Authorities:

Camp Administration refers to the functions carried out by governments and national (civilian) authorities that relate to the oversight and the supervision of

activities in camps and camp-like situations. 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/agencies living/working in a camp
- providing security, maintaining law and order and guaranteeing the civilian character of a displaced persons' camp
- issuing documentation, permits and licenses (such as birth certificates, ID cards and travel permits) to camp inhabitants
- protecting citizens and preventing evictions, relocations or any other further displacement of those living in the camp before they can regain their original homes in safety and dignity or are offered other residence that conforms to international standards
- facilitating access to camps by humanitarian agencies.

Camp Coordination: The Role of IASC-designated Cluster Leads:

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 directly relating to the development and support of national/regional plans for establishment and management of camps
- ensuring these plans incorporate exit and solutions strategies
- coordinating roles and responsibilities in the overall humanitarian camp response, including ensuring adherence to agreed IASC standards and operational guidelines regarding the CCCM Cluster
- ensuring situational assessment, operational planning, strategic design, monitored implementation, technical support and overall cluster coordination
- ensuring that during the humanitarian response there is full and appropriate consultation with:
  1. beneficiary populations, making sure they are involved in needs assessment, delivery of protection/assistance and development/implementation of durable solutions
  2. national government authorities – or, if not-present, the non-state actor in effective control of the area where the camp(s) are situated
  3. humanitarian and development partners within the CCCM Cluster – including camp managers and service delivery partners, as well as other cluster and/or sector partners and the IASC country team
  4. other actors such as civil society, donors, the diplomatic community, local/host communities and the media.

- providing appropriate support to national authorities, including capacity building
- establishing an open dialogue with the authorities so as to be in a position to discuss any problem that might arise as a result of efforts to comply with obligations a government, UN agencies and humanitarian organisations have undertaken
- promoting and encouraging government ownership of the protection and assistance strategy for camps and camp-like temporary settlements
- ensuring that international standards are being applied and maintained within and amongst camps
- identifying and designating Camp Management Agencies and service providers
- monitoring and evaluating service provision
- effectively addressing issues of poor performance by camp management and/or service delivery partners
- providing training and guidance to all humanitarian partners
- setting-up and maintaining assessments and 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 help identify and address gaps and avoid duplication by service providers.

Camp Management/Role of Camp Management Agency, normally National or International NGOs:

Under the overall coordination and support provided by the Camp Coordination Agency, the respective Camp Management Agencies will closely collaborate with the on-site authorities (the Camp Administration) and liaise with them on behalf of all humanitarian actors and service providers.

Camp management encompasses those activities in one single camp that focus on:

- coordination of services (delivered by NGOs and others)
- establishing governance and community participation/mobilisation mechanisms
- ensuring maintenance of camp infrastructure
- data collection and sharing of the data
- provision of defined services
- monitoring the service delivery of other providers in accordance with agreed standards
- identifying gaps in the provision of protection and assistance and avoiding duplication of activities

- referring all problems that cannot be resolved at the camp level to the CCCM Cluster Lead Agency/Camp Coordination Agency
- assisting the Camp Coordination/Cluster Lead Agency in defining the standards and indicators that are to be applied in particular responses requiring camp or camp-like situations.

The Camp Management Agency should also feed information and data to the Camp Coordination Agency and to any information systems which might have been set up within the cluster.

PARTNERSHIPS AND STAKEHOLDERS IN CAMP MANAGEMENT

The Camp Management Agency works in close coordination with a variety of other actors or stakeholders, all of whom have a vested interest in the life of the camp. Key partnerships for a Camp Management Agency include:

- the Sector or Cluster Lead Agency for the camp response (e.g.: UNHCR, IOM)
- the national government and/or on-site authorities where the camp is established
- service providers and other humanitarian workers in the camp – often NGOs, INGOs or community-based organisations
- protection actors in the camp – often mandated protection agencies such as UNICEF, UNHCR or the International Committee of the Red Cross (ICRC)
- the camp population – including leaders, representatives, women, men, girls and boys
- the host population – those living in the vicinity of the camp or nearby towns/villages.

The Sector/Cluster Lead (Camp Coordination Agency in a Cluster Response)

The Camp Management Agency works closely with the Sector or Cluster 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 inequalities can create a 'pull factor' as people from other camps and surrounding host communities move to camps with better services or facilities, sometimes known as 'Hilton' camps. All problems at camp level, that cannot be resolved may be referred by the Camp Management Agency to the Sector or CCCM Cluster Lead Agency.

The Authorities

A Camp Management Agency also works closely with on-site authorities (known as Camp Administration in a CCCM Cluster response) and liaises with them. On specific issues the Camp Management Agency may do this on behalf of all humanitarian actors and service providers in a camp. Often sector-specific NGOs may work directly with relevant departments or line ministries such as education or health on sector-specific interventions. The Camp Management Agency may ask for the support of the Sector or Cluster Lead in advocating for government backing for specific initiatives, or in the face of a particular challenge.

> **❗** It is of the utmost importance that a Camp Management Agency should work to develop positive, cooperative and mutually beneficial partnerships with the authorities in the interests of soliciting their support and developing their capacity to uphold the human rights of the displaced population. The State authorities are responsible for providing protection and assistance to IDP and refugee populations on their territory. Whilst an agency may only be present for the duration of an emergency, the authorities were often in place long before an agency's arrival, and may be there long after the departure of humanitarian relief programmes. However, developing and maintaining an effective partnership can be complex, and might at times be affected by limited mutual understanding, political agendas, conflicting priorities and/or a lack of capacity and resources.

The Service Providers

Effective camp management, should also work to empower service providers. It is a key function of a Camp Management Agency to enable others to deliver appropriate and effective assistance. With effective camp management support, service provision that is equitable, impartial and accessible for groups with specific needs and especially vulnerable groups should be ensured. Agencies will expect accurate and up-to-date information on the camp population and camp life; facilitation in developing mutually beneficial partnerships with the Sector or Cluster Lead and national/local authorities and forums for effective coordination. Likewise, service providers should enjoy opportunities and guidance in developing effective community mobilisation and participation as part of their projects. This, in turn, can promote their initiatives and gives beneficiaries chances for input and feedback, which can have a positive impact on quality.

A more challenging dimension of the partnership with service providers can be that the role of camp management is also to monitor and report on the

standard of assistance and provision. A Camp Management Agency's role in relation to monitoring service-providing agencies must be clearly outlined in MoUs (Memorandums of Understanding) and supported by Sector/Cluster 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 work in a cooperative and transparent manner for the good of the camp population. The level of services in a camp can fluctuate or change for many different reasons. It is the role of camp management to find out what the status is at any given moment, the reasons for it, and take appropriate action with all those involved.

Camp Management Agencies also work with authorities, with the Sector/Cluster Lead Agency and with service providers to define the standards and indicators to be applied within the camp. Identifying and agreeing on common standards for the provision of services and assistance plays an important role in a Camp Management Agency's ability to hold service providers accountable, and to advocate for improvement if standards fall below an agreed minimum.

The Camp Population

Working to mobilise the camp population and to ensure effective governance, representation, involvement, and participation – vitally, also including groups and individuals with specific needs – is central to the role of a Camp Management Agency. How this is achieved, the processes employed, and the resulting outcomes, is, once again, highly context specific. However, it is arguably one of the greatest disservices that humanitarian organisations can do to a displaced community, if they work *for* them instead of *with* them. Displacement renders people vulnerable and dependent, and if they additionally become passive beneficiaries of support and assistance, their dependency and therefore their vulnerability are further increased. Actively developing positive partnerships with the camp population is one way of using and developing the capacities – and thereby restoring the independence and dignity – of the camp population.

The Host Population

For a nearby village, town or other local community, hosting a camp population can place significant demands on precious and limited resources. Often the host community may be poor, lacking economic and natural resources, few livelihoods opportunities and inadequate or non-existent facilities. They may have needs as great, if not greater, than the displaced population, and may feel that their land,

livelihoods, culture, security or natural resources – particularly water – are under threat from the camp population. They may resent the camp population and the assistance that the camp population is receiving, especially if they do not share the same ethnicity, language, history or traditions. They may be fearful of the impact that the camp will have or the trouble it could cause them.

The role of the Camp Management Agency is to establish and promote effective 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 forums and lines of communication and ensuring host community representatives at camp meetings is important, as is jointly exploring scope for interventions – particularly in health and education – which could be mutually beneficial for camp and host communities. Furthermore, action should be taken by the Camp Management Agency to ensure that scare natural resources, like firewood and water, are protected and alternatives are found whenever possible. The Camp Management Agency should undertake advocacy with other humanitarian agencies providing assistance to consider the needs of the host population when identifying their beneficiaries.

WHY IS THE CAMP MANAGER'S ROLE SO ESSENTIAL?

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 with the camp population and establishing trust and legitimacy in the eyes of the displaced community, involves more than ensuring their participation. It also entails increasing their experience of equitable access to services, security, protection and empowerment.

A Camp Management Agency should at all times promote a holistic approach to assisting a camp population which takes into account their physical, psychological, cultural, social and emotional well-being. This is achieved through establishing and maintaining an inclusive overview of the many aspects and stakeholders involved in the life a camp. The agency must work for the promotion of adequate and appropriate assistance and protection, which enables displaced women, men, boys and girls to enjoy access to their basic human rights in a camp setting.

Above all else, it is incumbent upon all those involved in camp management to heed the advice given by the Active Learning Network for Accountability in Humanitarian Action (ALNAP):

«Every humanitarian agency (should) look beyond people's immediate material needs to wider questions of personal safety, and the dignity and integrity of the whole person».

Protection – An ALNAP Guide for Humanitarian Agencies, p.14

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

☐ The Camp Management Agency has signed an MoU with the national authorities outlining roles and responsibilities in the provision of assistance and protection to the displaced community.

☐ The camp(s) have been established as a last resort to provide temporary assistance and protection for people forced to leave their homes due to conflict or natural disaster.

☐ The search for durable solutions has been prioritised from the outset.

☐ The Camp Management Agency's project planning is in line with, and takes account, of International law, standards, guidelines and codes.

☐ The establishment and development of effective information management and coordination systems with other key stakeholders in the camp response is planned so as to ensure the equitable and impartial provision of assistance and protection.

☐ Participation of the camp community is planned for in all interventions. Camp management activities are planned, implemented, monitored and evaluated in ways that promote effective governance and the representation and involvement of the camp community in all areas of camp life.

☐ Systems are in place for the collection, analysis, storage and dissemination of data and information about life in the camp to a range of stakeholders – but with due regard for data security and confidentiality.

☐ The mandate, objectives and capacities of the Camp Management Agency are clear and well known – including the provision of any additional sector-specific assistance that the same agency may also be providing.

☐ The protection of persons with specific needs, and groups and individuals most at risk is integrated (mainstreamed) into all camp management activities.

☐ The Camp Management Agency works to develop ainclusive, transparent, supportive and mutually beneficial partnerships with the national authorities, the Sector/Cluster Lead Agency, providers of services and assistance, the camp population and the host community.

□ The overall aim of the Camp Management Agency's programming is to raise the standard of living in the camp and to enable the camp population to enjoy access to their basic human rights.

□ The Camp Management Agency refers any issues that it is unable to solve at camp level to the Sector/Cluster Lead.

TOOLS

> **(!)** Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

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ROLES AND RESPONSIBILITIES

▶ The Camp Management Agency is responsible for the coordination of assistance, protection and services at camp level. This entails building effective partnerships with a diversity of stakeholders.

▶ The Camp Management Agency works to establish effective and representative camp governance and for the promotion of camp residents' participation in decision-making and in the daily life of the camp. Well-functioning camp environments depend upon the direct and indirect participation of camp residents. This can take many forms.

▶ The human resources required and the composition and organisation of camp management staff will differ according to context. The inclusion of women on 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 procedures. Within Camp Coordination and Camp Management (CCCM) cluster structures, the Camp Management Agency needs to contribute to formulation of a sound CCCM terms of reference. Such a ToR is key to a strategy that reflects the needs on the ground and establishes and maintains links with other clusters.

▶ Camp Management Agencies need 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 for handling complaints and incorporating lessons learned – builds trust and legitimacy.

> ❗ It is 25 minutes to 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 sensitise the greater camp community to the fact 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 been in the role of a camp manager, or worked for a Camp Management Agency, this hypothetical scenario is not so out of the ordinary. Daily operations in an IDP or refugee camp often pull staff in multiple directions, rarely making the task of ranking priorities straightforward.

The Camp Management Agency's job is one of constant motion. Responsible for coordinating other service providing agencies, monitoring humanitarian standards and indicators, listening and managing situations of potential conflict, promoting harmonious relationships and participation and addressing administrative tasks and broader staffing and agency issues. A camp manager can take the role of a mayor, an ambassador, a diplomat, a finance officer, a protection monitor, a technician, a trainer and an all-round fixer. Camp management requires quick thinking, innovation and careful planning.

Camp management interventions can take many forms – from a mobile team visiting numerous camps infrequently, to a permanent on-site presence. In many cases, a national or international NGO, made up of a team of staff members, is responsible for day-to-day camp management operations. Each situation will determine the most appropriate and feasible management structure. If accountability is to be ensured, it is essential that roles and responsibilities are clear. A Camp Management Agency needs a clear and transparent ToR which matches needs on the ground. The Agency must have sufficient capacity (both funding and human resources) to carry out the required tasks.

The tasks or core responsibilities of a Camp Management Agency can roughly be grouped into six categories:

- managing and training staff
- coordinating and monitoring assistance and services
- setting up governance and community participation mechanisms
- ensuring the care and maintenance of camp infrastructure
- managing information
- communicating with the camp population.

KEY ISSUES

MANAGING AND TRAINING STAFF

Camp Management Agency Core Staff

Agency funding, human resource policies and the context will determine many of the staffing and human resource decisions made when assembling the Camp Management Agency's core team. Each setting will require a different staff com- position 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 variety of professional backgrounds required. Expertise in information management, construction, water and sanitation and 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. 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 skills
- 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.

> **!** When engaging camp management staff, it is important to ensure good representation of women – ideally reflecting the ratio of men and women in the camp. Given the profile of the displaced population – usually comprised primarily of women and children – staff with skills in specific technical sectors, or a background in protection, prevention of gender-based violence and human rights is always recommended.

Recruitment

Different stages of operations and changing needs on the ground require different personnel, skills and capabilities, so a flexible approach that allows for building the capacity of team members should be implemented from the outset. In many settings, camp residents can act as qualified and professional members of a camp management team. Where personal qualifications and host country employment laws permit, Camp Management Agencies should consider recruiting both paid and voluntary staff.

> **!** One recruitment method is to seek out trained personnel in the displaced population during registration exercises. If professional documentation is unavailable, proficiency examinations can be offered as a means of verifying skills.

Training

It is important to remember that training is ongoing and can be undertaken both formally and informally. The Camp Management Agency is responsible for striving to increase the capacity of camp management staff to perform their specific job functions. All staff working in a camp should also receive training in:

- interviewing and observation techniques
- monitoring, reporting and documentation (based on standards like Sphere or best practice guidelines, like the Camp Management Toolkit)
- vulnerability categories and persons with specific needs (noting any special assistance that these beneficiaries may qualify for)
- protection, human rights and gender awareness
- community mobilisation and participation methods.

Camp Management staff should be trained and supervised to report on gaps in humanitarian assistance and protection, on any violent or criminal incidents that could affect the population and the stability of the camp, and to be able to identify those groups and individuals most at risk and with specific needs:

- individuals with specific needs, such as the sick, older people or those with disabilities
- those at risk of gender-based violence (GBV)
- new arrivals in the camp
- households with specific needs such as female-headed households
- unaccompanied or separated children.

Codes of Conduct

Codes of conduct can be agency-specific, be developed specifically for one camp or be universal in their application – most notably, the *Code of Conduct of the Red Cross and Red Crescent Movement and NGOs in Disaster Response Programmes* (see Reading and Reference section of this chapter). They seek to establish standards for ethical behavior among camp staff and 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 of it 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 can easily understand. Where a translator is used, it is important to double check the accuracy of the messages communicated.

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

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

> ❗ Many donor agencies now require the signing of a code of conduct statement as a standard component of their sub-agreements.

Each setting will require an appropriate reporting structure and procedures. 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.

▶▶ *For information on protection and procedures for reporting and investigating complaints, see chapter 8 and the Tools section.*

COORDINATING AND MONITORING SERVICES

Ensuring gaps in assistance are filled, avoiding duplication of activities and ensuring equitable provision of services needs regular and systematic monitoring of service delivery in the camp. Many sector-specific agencies carry out monitoring of their own projects, and the Camp Management Agency needs to coordinate closely with them to ensure that monitoring activities are complementary. All should recognise that effective monitoring, and the information it generates, inform relevant and effective coordination.

This will require:
- using well-planned and field-tested monitoring tools
- obtaining accurate, relevant and up-to-date information
- having capacity to analyse the data to extract useful information
- sharing information in a timely and transparent manner
- facilitating coordination forums for both information sharing and joint planning of specific programmes.

A variety of coordination fora can assist a Camp Management Agency in co-ordinating service delivery. Regular sector-specific meetings with agency or programme heads – are essential – and quite distinct from meetings used to discuss political developments, overall security conditions and staff concerns.

An often stressful and uncertain climate on the ground, combined with differences of opinion between agencies providing services can lead to inter-agency conflict. A breakdown of communication can prove challenging for a Camp Management Agency and have negative consequences for the provision of assistance to the camp community. It is therefore important that the Camp Management Agency liaises with other agencies frequently and establishes and maintains harmonious relations.

At the same time, holding agencies accountable for programmes – including

the failure to show up for coordination meetings or declining to share essential information which may impact the programming of others working in the camp – is an important way of gaining legitimacy with the camp population and upholding their rights.

> **!** The Camp Management Agency may also be involved in other aspects of camp operations as a service provider. For example, they may also provide teacher training, health services, shelter repair or income generation projects. While the responsibilities may be carried out by different staff members of the same agency, those activities may or may not be considered part of camp management operations.

▶▶ *For more information on coordination and information management, see chapter 4 and 5.*

Monitoring and coordination help to uphold standards and hold agencies accountable in the 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 as appropriate, has a duty to advocate strongly for agreed-upon standards and minimal levels of assistance.

Monitoring of all sectors operating within the camp should take place, with an emphasis on:
- commodities like food and non-food items (NFIs)
- technical services related to water, sanitation, health and nutritional status
- cultural and psycho-social programmes, including education and youth activities
- maintenance and development of infrastructure such as roads, drainage and educational or communal facilities.

The Camp Management Agency's monitoring of services provided by other agencies does not substitute for those agencies' own responsibilities to monitor how people can access their projects and the progress and efficiency of their services. However by carrying out monitoring across sectors, the Camp

Management Agency is able to get an overview of the standards in the camp, and a holistic understanding of daily life and the provision of assistance. 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 monitoring a broader picture – 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 by the Camp Management Agency is even more important when assessing the conditions of persons with specific needs. Members of the camp population like unaccompanied and separated children, children living in foster care or group homes, child-headed households, single older persons, households headed by older people, or people with disabilities, have needs and protection concerns that should be analysed throughout displacement.

> **❗** Monitors can be recruited and trained from among the displaced community.

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 can help to avoid misunderstandings. In some instances, it may also enhance a Camp Management Agency's legitimacy. Formalised written agreements on who does what, when, where and how, even simply stated, may improve coordination and could 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 non-binding 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 the Sector/Cluster Lead

A Camp Management Agency is accountable, as part of the overall camp response strategy, to the Sector/Cluster Lead. Management in any one camp is invariably part of a broader strategy, involving a diversity of stakeholders and organisations.

In situations where the cluster is active, a distinct ToR and strategy for the CCCM Cluster needs to be established for each specific context, and roles and responsibilities will, to some extent, be context dependent. However, in general, as stated in chapter 1, the CCCM Cluster Coordinator will:

- apply standards in camp management
- monitor and report on the impact of displacement in all of the camp settings in the region
- advocate for resource mobilisation to the HC (Humanitarian Coordinator) and globally
- train and build capacity of national and regional actors including the Camp Management Agency.

Ensuring that the CCCM ToR and strategy reflect the needs on the ground is a pre-requisite for effective camp management. It is equally important, in a context where the cluster approach is implemented, to establish the link between the CCCM Cluster and other clusters in order to avoid duplication of activities and ensure consistent reporting and monitoring procedures.

Problems that can not be addressed at camp level should be referred up to the Cluster Lead/Camp Coordination Agency. In turn, the Camp Coordination Agency will intervene with authorities, donors and other stakeholders when problems arise. Issues such as the involvement of representatives of State bodies in protection incidents, or misbehaviour by an agency representative working in the camp, could be problems that require the Camp Coordination Agency's attention.

One advantage of working and cooperating with a Camp Coordination Agency may be where camp populations are in opposition to authorities, particularly in situations of internal displacement arising from ongoing conflict. Camp Management Agencies operating in these environments may find it difficult to obtain the humanitarian space necessary to operate. The Camp Coordination Agency, which has a closer diplomatic link to the government authorities, may be able to ensure that regional frameworks are put in place to clarify the camp management role. Moving disagreements up to the national level can reduce pressure on the daily activities of Camp Management Agencies.

Working with Integrated Missions

Increasingly, UN peacekeeping and peacemaking missions are deployed to areas of ongoing 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 and the protection of civilians and supporting humanitarian assistance, to assisting in the development of new political structures and disarming, demobilising and reintegration of former combatants. The integrated mission approach subordinates the individual components of the UN system to a cohesive whole to achieve political stabilisation and promote recovery.

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

For example, the arrangement between the military and humanitarian elements of an integrated mission means 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.

Further complications, like the impact of human rights abuses created by peace-keepers, are often felt by all international agencies working in a regional area or country. Sexual misconduct continues to be one of the most common human rights abuses against displaced populations and often remains unpublicised and unpunished by peacekeeping command structures.

Integrated missions can offer some advantages to 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 resources however often requires many administrative formalities.

⚠ **Integrated Mission Support in Post-Conflict Liberia**

Following Charles Taylor's departure from Liberia in July 2003, 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 returns process. The United Nations Integrated Mission provided political support for the camp phase-out and returns 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 returns process was significantly under-funded. Despite having the logistical capacity to provide trucks – and despite repeated requests – the integrated mission did not provide vehicles, forcing the agencies supporting return to make other inadequate arrangements. Despite the availability of vast resources, there was a lack of political will to deploy these assets 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 and agencies working on return and registration modalities and their partners would not have been able to access such support and inform IDPs outside an integrated mission model.

> **!** (I)NGOs implementing Camp Management on the ground may feel disenfranchised by a seemingly monolithic integrated mission. They may have inadequate humanitarian space or autonomy in which to operate, and feel that their mandates are being subsumed into the overarching political strategy of the UN Mission.

Leadership and Participation of Camp Residents

Experience has shown that creating a well-functioning camp environment is dependent upon the direct and indirect participation of camp residents. 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 camp residents include:

- holding leadership elections to elect camp leaders and representatives
- having formal meetings and dialogue with both traditional 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 Water, Sanitation and Hygiene (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 e.g.: carpenters, teachers
- ensuring that camp management feedback procedures and complaints mechanisms are in place, and forums developed for the camp population to contribute and be 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
- ensuring the representation and involvement of groups with specific needs and those at heightened risk.

▶▶ *For more ideas on the participation of camp residents, see chapter 3.*
▶▶ *For more information on working with persons with specific needs, see chapter 11.*

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 structures and ensuring equitable representation of all groups within the camp.

Firstly, it is important to recognise how 'leaders' have been identified:
- Did the population become displaced as a unit and maintain their traditional leadership structures?
- If displacement was more disruptive is the population now self-organising and how is it promoting certain people as leaders?
- Is there little actual organisation?
- Are those with apparent power simply presenting themselves to the community and camp agencies as leaders?

Secondly, the Camp Management Agency has to determine the extent to which the leadership structure is representational and working in the interests of camp residents. This requires speaking with different members of the community as much as possible and trying to get a holistic picture of intentions, capacities and any gaps.

Unless there is no structure at all or there is deep dissatisfaction with the leadership from 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. In addition to gender representation, 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 upon ToRs. Humanitarians should respect and act upon any fears the community may have of corruption and opportunities to create patron-client systems. Ensure transparency and openness in all processes to avoid suspicions and temptations to abuse positions.

Agree upon codes of conduct for leaders and group members. Transparent ToRs, confidential complaints' mechanisms, removal procedures and mechanisms to ensure rotations of membership are all issues to be considered in order for effective governance and participation to be established.

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 (or by-laws) should be the result of genuine cooperation between all stakeholders, notably the camp residents.

> ### ⚠ Refugee Grievance Committee – Sierra Leone
>
> In Sierra Leone a refugee grievance committee was established, to deal with minor offences and disputes within a camp, thus engaging refugees in their own problem-solving and conflict mediation. The committee used alternatives to in-camp detention for offenders through the use of such community-imposed sanctions as fines and community work.

▶▶ *Other examples of governance structures can be found in UNHCR's "Operational Protection in Camps and Settlements".*

ENSURING THE CARE AND MAINTENANCE OF CAMP INFRASTRUCTURE

Maintenance of Camp Infrastructure

Ensuring the maintenance of camp infrastructure such as roads, distribution sites and drainage 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 as well. 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 caring for and maintaining public facilities, such as latrines located at clinics, schools and market places, can be addressed by special camp committees.

⚠ In post-tsunami Sri Lanka, part of the Site (camp) Management Project entailed working with the local authorities to upgrade the provision of latrines in transitional sites (camps). One significant challenge was to ensure that the 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 undertake clearing a backlog of work in a short time period, whilst 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.

Care and management of the environment within and around the camp should be coordinated with the Camp Coordination Agency, National Authorities and host community.

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

▶▶ *For more information on the environment, see chapter 6.*

MANAGING INFORMATION

Registration

In most contexts the management of information is closely linked to the registration of camp residents. Registration is the starting block for a Camp Management Agency in order to provide baseline information on the characteristics of a population, which in turn can inform additional assistance programmes and the effective coordination of distributions. Furthermore, registration:

- ensures all camp residents' access to basic rights and services during displacement
- identifies which groups and individuals in the camp population have specific needs and are in need of special assistance or protection
- enables 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. Whilst registration in IDP camps will often be done by the Camp Management Agency, in refugee camps it clearly falls under the mandate of UNHCR.

▶▶ *See Chapter 9 for specific guidance on setting up registration systems.*

Identification of Persons with Specific Needs

Displaced populations hardly ever constitute homogeneous groups. Variations in gender, ethnic origin, physical ability 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.

> ❗ Women and children are often more at risk of sexual violence and exploitation and often face more difficulties than men when traditional ways of living and support systems are disrupted. People living with HIV/AIDS may suffer from physical disabilities and 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 risk is not fixed. Varying within each context, common categories are:

- female-headed households
- pregnant and breast-feeding women
- children (younger than five, separated, unaccompanied children and former child combatants)
- older people
- people with mental disabilities
- people with physical disabilities
- persons living with HIV/AIDS or other chronic diseases.

▶▶ *For information on persons with specific needs, see chapter 11.*
▶▶ *For more guidance on groups at heightened risk, see chapter 10.*

Camp Population

In most planned camp situations, a camp's population will be established through an organised registration and referral system in cooperation with the national and local authorities and the Camp Coordination or Sector Lead Agency. In order to avoid multiple registrations a single registration system should be established and agreed by all actors. This information forms the basic demographic database for overall camp population figures throughout the life of the camp and should be updated regularly to reflect births, deaths, arrivals, departures and other fluctuations in the population.

> ❗ Harmonise lists kept by service providers and camp population figures into a central camp database that can be used by all service-providing agencies.

▶▶ *For more information on registration, see chapter 9.*

The confidentiality of camp residents' private information must be respected. Routines for systematically backing up and protecting the sensitive data obtained in the registration process 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 camp residents' data extends to information on human rights violations, which may be also detectable from registration information. Information on survivors of gender based violence (GBV), or on children who have been separated from their parents or carers, should also be treated with great sensitivity and care.

▶▶ *For information on registration and information management,*
    See chapters 9 and 5.

Protection Monitoring and Reporting Critical Incidents

The task of managing information can also be associated with tracking protection-related incidents in a camp setting. 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 amongst the humanitarian community. Responding to protection incidents falls to the mandated protection agencies. In refugee settings this responsibility is always led by UNHCR.

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 specific situation, the actors involved and their agendas/capacities in relation to protection
- 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 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 the *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 the dignity and integrity of the displaced population. The safety and security, dignity and integrity of displaced persons should be at the centre of all assistance programmes.

> **!** The Do No Harm project is a collaborative effort, arising from experiences of humanitarian workers in many different contexts in the early 1990s, who recognised the challenge of providing humanitarian assistance in conflict settings in ways that did not exacerbate or intensify the conflict, but rather contributed to peace. 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 settings may be provided so that rather than worsening conflict and divisions, it helps 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 the context of the conflict, the camp setting and the humanitarian assistance that is being offered to the camp population.

> ⚠ 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, through which trust can be built over time, may help to yield accurate information.

▶▶ *For more information on focus groups, see chapter 3.*

🔺 Camp Monitoring: an Example from 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. In their work they helped to defuse seemingly small local issues which could have rapidly escalated and had camp-wide security and well-being implications.

The form they used was this:

CAMP MONITORING FORM		
Collected by: Sector where information was received:	Date:	
Food and Water		
Reported lack of food/poor quality food		
Reported lack of water/poor quality water		
Health		
Increase in presence of mosquitoes or other insects		
Dangerous materials affecting health		
Other evidence of health problem		

Sanitation	
Flooding in camp or other drainage issues	
Flooded latrines or lack of latrines	
Collapsed or otherwise dangerous latrines	
Accidents (physical well-being)	
Accident involving latrine	
Other accident	
Shelter	
Lack of plastic sheeting	
Damaged shelter or lack of shelter (other than plastic sheeting)	
Abandoned shelters	
Education	
Incident relating to school infrastructure and educational tools	
Procedural failure, including distribution issues	
Failure to register	
Complaint relating to distribution (food and non-food items)	
New arrivals in camp	
New arrivals of IDPs (number of people and sector)	
Unusual events inside camp	
Unusual trade	
Unusual or confusing NGO activity or lack of activity	
Unusual meeting	
Allegations, complaints and rumours	
Allegations or complaints made against specific people or group of people	
Rumour circulating the camp	
Security	
Presence of armed persons or unauthorised unarmed persons inside the camp	
Shooting inside camp	
Shooting outside/on perimeter of camp	
Disappearance	
Incidents and Social Problems between IDPs	
Violence between IDPs	
Theft or attempted theft by IDP or unknown person inside camp	
Problems faced by IDP women other than violence (for example, consequences of unwanted pregnancies)	
Other	
Information or description of incident	

▶▶ *For more information on protection, see chapter 8.*

COMMUNICATING WITH THE CAMP POPULATION

Mass Communication and Information Dissemination

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 rumour or deliberate spread of misinformation.

> ❗ "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 can have different impacts on different target groups
- utilise a variety of techniques to share key information: 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 to hold discussion groups
- follow up to make sure that messages have been understood and acted upon. This often overlooked step provides an important option not only for clarifying that messages have been understood, but also to receive important information back in relation to the issues under discussion.

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 • 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 • suggestive way of recalling information	
Community (Town Hall) Meetings	• simple way to announce and extend question and answer time to all	• not all members of the camp may be able, invited, feel comfortable to come
House Visits	• able to reach house bound persons	• time consuming for staff • may open up questions that the staff may not be able to answer
Theatre	• creative, widely enjoyed • 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) • 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. • celebratory in nature.	• no opportunity for questions and answers

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

MANAGING AND TRAINING STAFF

☐ Staff on the team at camp level have a balance of skills and capacities – whether in protection, assistance, technical sectors, administration, IT, information management and/or community mobilisation.

☐ Women are adequately represented on the team – ideally reflecting the ratio of men and women in the camp.

☐ All camp management staff have clear ToRs, job descriptions, roles and responsibilities.

☐ There are clear procedures for the monitoring and appraisal of staff performance.

☐ There is a plan in place for ongoing training and staff development.

☐ Awareness and specialised training on protection is provided to staff.

☐ All staff are clear on 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 OPERATIONAL GUIDELINES

☐ 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 project are clear and transparent and in line with the overall camp response strategy.

☐ The Camp Management Agency coordinates effectively with the Cluster or Sector Lead Agency in ensuring standards are maintained.

☐ The Camp Management Agency's mandate and project plan have been made available to the camp residents.

☐ Information on the applicable code(s) of conduct has been made available to the camp population.

☐ There are complaints and feedback mechanisms in place in the camp.

☐ The camp population (including women and children) know where to report a case of humanitarian misconduct or abuse.

☐ There is a designated reporting officer for the Camp Management Agency and the camp overall.

☐ Standards, policies and guidelines are part of the training that staff members receive.

☐ Standards are monitored and reported on regularly.

COORDINATING AND MONITORING SERVICES

☐ 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.

☐ A range of effective coordination forums are being used at camp level.

□ The Camp Management Agency is advocating for coordination, monitoring and feedback.

□ Ongoing, community-based assessment and monitoring systems are in place.

□ Participatory strategies involving camp residents – (including women, children and 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 towards shared goals and 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 work 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.

□ A reporting system exists for all interventions being monitored.

□ The views and concerns of a range of stakeholders, including the camp residents, are captured by the 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 which are effective in ensuring the provision of assistance and protection programmes in the camp.

SETTING UP GOVERNANCE AND COMMUNITY PARTICIPATION MECHANISMS

☐ Local leaders are regularly involved and consulted.

☐ Leadership is representative and legitimate in the context of the camp population.

☐ There are agreed upon codes of conduct in place for camp leaders.

☐ Participatory strategies and forums are used to implement camp activities and deliver services.

☐ Children and women 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 upon ToRs.

☐ The camp community is represented in decision-making processes.

☐ There are effective complaints and feedback mechanisms in place.

☐ There are procedures for ensuring that feedback from the camp population informs changes and programme planning.

ENSURING CARE AND 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 care and 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

☐ The Camp Management Agency is working closely with the Cluster/Sector Lead (Camp Coordination Agency in a CCCM response) 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.

☐ Detailed demographic information is being regularly updated.

☐ Data is stored in a secure location and being treated 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.

COMMUNICATING WITH THE CAMP POPULATION

☐ 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 is used when interacting with the 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 to them, 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 accounted for in communication mechanisms.

- ☐ There are agreed upon and effective ways for dealing with disagreements and disputes between the camp population and the Camp Management Agency.

- ☐ There is a Communications Officer on the camp management staff.

- ☐ Communication between the camp population and the Camp Management Agency is a safe, accessible and two-way process.

TOOLS

> **!** Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- **The global Camp Coordination Camp Management (CCCM) cluster is currently drafting generic Terms of Reference for a Camp Coordination Agency and for a Camp Management Agency. Both documents should be ready and accessible in 2008. Further information can be found at** www.humanitarianreform.org

- **Checklist for Camp/Cluster Coordinator**

- **Inter-Agency Network for Education in Emergencies (INEE) –** *Code of Conduct for Teachers (sample)*

- **People In Aid, 2007.** *Information Note. Basic Elements in a Human Resource System.* www.peopleinaid.org/pool/files/publications/basic-elements-in-an-hr system-final.pdf

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- **Performance monitoring form for CM Teams**
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PARTICIPATION AND COMMUNITY INVOLVEMENT

▶ The participation of the camp population in decision-making and in the daily life of the camp helps to ensure that programmes are equitable and effective.

▶ Participation can positively impact the health, well-being and safety of the camp residents and camp staff.

▶ Special attention should be given to ensuring that all groups are able to participate, including those with specific needs and/or those who are marginalised and lacking a voice in decision-making.

▶ Whilst developing participation structures and procedures may require targeted effort and additional resources, it is an essential way of reinforcing a sense of dignity, reducing vulnerability and helping to build local capacity without undermining peoples' own coping strategies in times of crisis.

▶ Participation should be based on assessments of existing structures which can be used to support participatory methods.

▶ While participatory approaches should respect local culture there needs to be due regard for culturally-embedded power relationships which may be exploitative or oppressive.

▶ Participation and community involvement can take many forms, and should be planned and integrated into all stages of the project cycle – assessment, planning, implementation, monitoring and evaluation – and all phases of a camp's life cycle – from design and set-up to closure.

INTRODUCTION

It is vital to remember that participation is a basic human right and that it promotes many other rights. It is enshrined in article 27(1) of the *Universal Declaration of Human Rights* that "everyone has the right freely to participate in the cultural life of the community, to enjoy the arts and share in scientific advancement and its benefits".

The aim of this chapter is to provide Camp Management Agencies with the insights required to ensure that camp residents are empowered to play an active role in decision-making and in the daily life of the camp community. Participation and community involvement is an extensive topic and this chapter aims to heighten awareness, not provide an exhaustive list of methodologies. Please refer to the additional guidance provided in the Tools and Reading and Reference sections at the end of this chapter.

Participation and involvement is part of any social group and fundamental to developing and strengthening a well-functioning community. The dynamics of a particular participatory structure are determined by the culture(s) of the group, and their beliefs, norms, values and power relationships. Best practice for a Camp Management Agency is to observe and understand existing or developing participatory structures and dynamics in the camp, and to use, support and strengthen them, in order to ensure a well-functioning, living and working environment which respects local culture and maximises local skills and capacities.

The aim of participation in camp settings is not just to ensure that different groups have a voice, but that they are heard and able to take part in making crucial decisions which affect their lives. There is a fundamental difference between consultation and participation. Whilst there may be considerable frustrations if a Camp Management Agency does not consult the community, it can be even worse to consult, but then not act on, or simply ignore the recommendations.

Humanitarians sometimes make the mistake of assuming that participation is automatically viewed as a 'good thing' by all. While the humanitarian community may tend to aim for an equitable and all-inclusive approach, this is not the norm for many cultures. Camp Management Agencies may therefore find themselves at odds with the population in this respect. That is why it is essential that they understand the context and find a balance between cultural sensitivities and giving voice to those who would otherwise not be heard.

Ensuring effective participation and community involvement can be time-consuming and require targeted effort. Decision-making or the completion of a

task can be slowed down because of it. Sometimes Camp Management Agencies may find themselves needing to make decisions without the full participation of residents that they would normally seek – especially when lives are at stake. There is a balance to be struck. Camp Management Agencies, while always aiming for the fullest participation possible, may sometimes need to make fast, urgent and judicious decisions with a smaller group of people.

Expectations of participation need to be clear and agreed by both the displaced population and the Camp Management Agency. Transparent and well-managed expectations are important. The camp residents or the Camp Management Agency may expect much more from participatory initiatives than is realistically feasible. For some, successful participation may be measured by personal gain instead of community gain. Where this is the case, promoting community participation may become a very demanding and disappointing exercise. The Camp Management Agency should be realistic, transparent and specific about what can be achieved for everyone involved.

What Do We Mean By Participation and Community Involvement?

For all humanitarians the goal of participation is to include all key stakeholders. In the context of camp management, participation means that the residents, and in some cases the host community, are involved in discussions and decision-making concerning the day-to-day life of the camp. This includes how it is set-up, how it is run, cared for, maintained and how adjustments are made to ensure maximum and equitable protection and service delivery for all residents.

Participation can take many forms, and it should be planned for and implemented as part of the complete programme cycle:

- during assessments
- as part of strategic planning and design
- through implementation
- during monitoring
- in evaluation processes.

The ultimate goal of participation is a feeling of ownership – that residents feel they are investing in, and responsible for, the camp and the activities that take place within it.

Participation should be understood as an on-going process, a means to coordinate between agencies and displaced people to uphold rights, achieve goals, improve assistance and reduce vulnerability.

> **❗** Community participation is a planned process whereby individuals and groups from among the displaced community identify and express their own views and needs, and where collective action is taken to reflect those views and meet those needs.

Why is Participation Important?

Populations that are living in camps or camp-like settings during times of conflict or due to natural disaster are more vulnerable to deprivation, violations of their basic human rights, violence and abuse. Displaced populations are likely to feel disempowered, living in a place that is not their home and does not grant them access to many of the assets – such as a house, land or job – that give them security and independence in normal times. In a camp setting, communities are to a large extent reliant on others for goods and services they are normally able to find or provide for themselves and their families. Participation, especially in governance, mitigates those effects by giving people back some power – building self-reliance and a sense of achievement, influence and control – restoring some of the dignity that has been taken away. It gives people an opportunity to make choices that restore some sense of normality, enabling them to be the subject, and not the object of their own lives. Participation and involvement creates opportunities for people to solve their own problems and can lead to growing self-esteem and help them overcome trauma.

Participation is important because:
- it builds dignity and self-esteem
- it helps to ensure that interventions are appropriate and effective
- it raises standards in the camp
- it develops skills for life after displacement
- it puts people back in control of their own lives – decreases dependency and increases self-reliance.

Participation can have a positive impact not only on camp residents, but also on camp staff. Well-managed participation leads to a trusting and more open environment where both the residents and the staff feel respected and able to communicate their views and contribute. This environment leads to greater transparency and accountability and may reduce conflict and corruption. Participation contributes to a sense of ownership and the resulting responsibility

is likely to have a positive impact on the achievement of overall objectives. For example, where the displaced community is actively and directly involved in activities such as the construction of washing facilities, they will generally take more responsibility for their maintenance and care.

> ⚠ **Participatory Approach to Cleaning Camps in Sri Lanka**
> Camps in post-tsunami Sri Lanka 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 (site) management team – got together on a 'clean-up day' with tools provided by the Camp Management Agency. As follow-up, camp committees were established to monitor and to work with private and local government service providers which are now employed to keep the garbage under better control.

What are the Different Levels of Participation?

As stated above, the ultimate goal of participation is a sense of ownership. Depending on the phase of the disaster and particular context, the Camp Management Agency may plan for any or a combination of 'levels' of participation and a variety of involvement strategies and methodologies. This 'participation ladder' is a helpful way to understand the degree to which there is community involvement:

DEGREE OF PARTICIPATION	DEFINITION
Ownership	The community controls decision-making.
Interactive	The community is wholly involved in decision-making with other actors.
Functional	The community fulfils only a particular role with limited decision-making power (for example, forming a water committee which is then supervised by an NGO staff member).
Material Motivation	The community receives goods or cash in return for a service or role.
Consultation	The community is asked for their opinion on what they would like to see, but their opinion has limited sway in decision-making.
Information Transfer	Information is gathered from the community, but they are not involved in the resulting discussions which inform decisions.
Passive	The community is informed of decisions and actions, but have no say in either the process or the result.

KEY ISSUES

ACHIEVING PARTICIPATION

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, camp management works to find ways to support and further develop and/or adjust them to ensure that participation is as representative as possible. Other ways of involving camp populations include feedback and complaints mechanisms, training, information campaigns and employment of camp residents. Members of the host community may also benefit if included in these mechanisms.

Assessing Existing Social Structures

In a camp setting the population is rarely homogeneous. They may come from different geographical locations and be differentiated by ethnicity, language, religion and/or occupation/livelihoods. Accounting for this diversity, ensuring

that everybody is represented, and that differences are managed can be a challenging aspect of effective participation. However, groups from the displaced populations will doubtless share at least some commonalities. Either they come from the same group of villages or region, or maybe they belong to the same ethnic group or speak the same language.

Whilst in one context, established and cohesive social structures might therefore already be present in the camp elsewhere there may be multiple, disparate and/or badly-fractured social structures – limited cohesion at best and tensions or conflicts at worst. In addition, camp populations change and are often highly transitory, with essential elements of the population leaving and/or arriving at different times. It is all context dependent. An entire village may be rapidly relocated and transformed into a homogenous camp, while another camp may contain people from widely scattered origins and grow steadily over time. The usual situation is somewhere between these extremes. Commonly people from several communities arrive in the camp at different times, with their respective leadership structures more or less intact.

It is the role of the Camp Management Agency to determine what different social and leadership structures exist in the camp, what their status is and how they can best be used in developing participation.

Examples of Participatory Structures

Representation, participation and involvement can take many forms and employ a variety of tools and methodologies. These include:

- community groups
- focus groups
- camp committees for technical sectors (and sub-committees)
- camp committees for cross-cutting issues
- advocacy groups
- interest groups
- grievance committees
- working or project groups
- employing camp residents as volunteers or paid employees.

It is not expected that all of these groups are present in any one camp setting.

Conflict Management

However small, cohesive or well-organised the leadership and representation structures of a camp might be, participation in any social forum, in almost any culture, inevitably and often frequently leads to situations of differences of opinion and disagreements. More often than not, this results in tensions and sometimes conflict. This is simply human nature. It is often exacerbated in a camp where life is more stressful than usual. Conditions may be crowded, resources may be scarce, unfamiliar communities may be co-habiting and feelings of insecurity, boredom, fear and resentment may be high. Camp Management Agencies need to be prepared to manage this, and to empower their staff to deal with it effectively, as part of their participation strategy.

This may include providing training for staff and camp residents in effective communication – for example: non-violent communication skills, conflict mediation and management training; using and enforcing codes of conduct; following up complaints, and the use of procedures to remove or replace group membership. It will also involve security procedures that can be implemented to keep people safe if a situation gets out of hand.

> **❗ Talking Stick**
> A simple but effective example of a communication tool for use in representational groups is to use a 'talking stick' for ensuring that people take turns in contributing to debates and that the others listen. This is simply a stick which must be held by whoever is talking. Anyone, at any time, who is not the holder of the stick, is obliged to listen until it is their turn. It can be an effective way of preventing some voices dominating, and of preventing a heated debate degenerating into a shouting match.

Community Leaders

When there is a sufficient degree of cohesion to allow leaders to be identified, the Camp Management Agency should ensure that sheltered space is made available for them to meet in comfort. In some cases, materials such as notebooks and pens, sports and recreation materials may be provided. Frequent meetings between the Camp Management Agency and groups of leaders should take place and groups and representatives should take part in planning, programming, monitoring and evaluating service provision and protection.

Terms of reference and objectives for each group, particularly those making decisions on behalf of the greater camp population, should be developed. A code of conduct which establishes ethical guidelines and procedures for removal or re-election may be required.

Community leaders is a broad category which is wholly context-dependent. They may be:
- elected
- self-appointed
- traditional
- religious
- strong or charismatic people who came forward when the community was in crisis.

Generally, community leaders are an important asset for a Camp Management Agency and are easily identified simply by asking camp residents. 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 (for example having community, block and sector leaders) so that a Camp Management Agency can speak directly with a manageable number of individuals who act as spokespeople for their constituency.

In some cases, there may be many people with various claims about their role in the community, making it nearly impossible for an outside agency to discern with whom it should be dealing. In these cases, it may be that the only approach is to start afresh and ask the community to put forward representatives and/or elect its leader(s). Traditional community leaders may feel threatened or undermined in situations of new leadership. Electing and/or selecting those with positions of power and representation needs 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. The Camp Management

Agency needs to be aware of exploitative or manipulative activities undertaken by those whose agenda is to gain or misuse power.

> **!** In all leadership and participation initiatives the balance among different groups (gender, ethnicity, religion), should be considered and the choice of participants should ideally reflect their groups' approximate proportions of the total camp population.

⚠ IDP Camp Management Capacity Challenges – Voice from the Field

"One key strategy used here to build capacity in camp management has been the training of IDP camp residents to take a leading role in the management of their own sites. Camps here are increasingly run by camp residents, as agencies and authorities become less active after the emergency phase. IDPs often have more challenges in coordinating with service providers to get the assistance they require. Possible reasons for this are lack of telephone access and reliable communication mechanisms and a lack of legitimacy in relating and referring their needs directly to service providers, without the support of authorities or agencies."

Community groups are usually made up of people who have a common characteristic – for example women, adolescents or older persons. In large camps, there may be several groups within each category. It is important to involve them in governance issues. Whilst a culture may discourage women and youth from having direct leadership roles, the Camp Management Agency can encourage the acceptance of representatives from these groups. Community groups can also advocate either within the larger coordination structure or directly to the Camp Management Agency about issues of concern to them. Thus, for example, youth groups may seek educational or vocational opportunities.

The formation of community groups may or may not be a widely used or accepted part of a community's culture. In general, small group meetings are welcomed, and are seen as a positive force in a camp environment. This may be especially true where other social opportunities may be lacking or disrupted, and should therefore be encouraged.

Focus groups are one of the participatory assessment methods, outlined in *The UNHCR Tool for Participatory Assessment in Operations*. Focus groups are discussion groups, which enable understanding and analysis of a certain topic. The group is selected on the basis of a common characteristic – such as gender, age or socio-economic status. The group's discussion is facilitated by a member of 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.

Camp committees are groups of community representatives, who have a specific sectoral or cross-cutting focus. Examples include committees for water, sanitation and hygiene (WASH), health, women and the environment. There may be many committees in a camp and they meet regularly. They may have some technical expertise, but not necessarily, and may be trained to carry out monitoring tasks for the Camp Management Agency, in their particular sector, as well as representing the camp population at camp coordination meetings. They then meet with other stakeholders, such as on-site authorities, service providers, the camp manager and a representative from the host population. They may also contribute to disseminating information to the camp population following these meetings, giving feedback and following-up on agreed actions. Sub-committees can be set up as a division of interest groups or committees. Usually, their tasks and therefore lifespan are time-bound, and their responsibility to the larger group is smaller or more specific.

Advocacy groups provide a voice to those who may otherwise not be heard such as children, the mentally or physically disabled, those who are sick, older people and those living with HIV/AIDS. This can be the most difficult type of group to help form and sensitivity is needed. Members of these groups may not wish to come forward, or members of the family or community may not see their participation as necessary or positive. Some will be able to advocate for themselves and others may find people to advocate on their behalf. For others, the visibility involved in participation could jeopardise their security or further increase their vulnerability or marginalisation. It is the responsibility of the Camp Management

Agency, along with protection actors and other agencies, to ensure that these groups and individuals are appropriately represented and supported.

Interest groups are centred on a common interest or issue which can be similar to committees. Depending on the situation, interest groups can be less formal than committees, in terms of monitoring and representation duties. The focus might be camp security, teacher-parent liaison or water point maintenance. These groups may liaise directly with relevant members of the population, or with the NGO managing the relevant technical sector, but can also bring particular issues to the Camp Management Agency's attention.

Grievance committees can be established in order to deal with minor disputes and violations of rules in the camp with a set of by-laws. Members of grievance committees should be generally respected by the camp population and elected. Punishments mainly consist of fines or community work. Areas in which grievance committees can be involved must be clearly defined and the Camp Management Agency should monitor their work closely. When defining issues which a grievance committee can deal with, it is important to observe to what extent the values of various groups in the camp population, as well as local legislation, correspond with human rights, international laws and codes.

▶▶ *For more information on accountability and its relationship to participation, visit the Humanitarian Accountability Partnership (HAP): www.hapinternational.org*

Working or Project Groups
These are also groups set up for a specific time period and with a specific task or objective, which is sometimes unexpected or urgent. Often these groups will be selected on the basis of their expertise or knowledge, to compile information or carry out a technical task. For example, if due to an unexplained illness the water in several different wells needs to be tested or if there is a sudden decline in the number of children attending a camp school, a project group or task force might be set up.

⚠ Participation in Northern Uganda- Voice from the Field

"In the northern district of Lira the insurgent Lord's Resistance Army displaced thousands of people in 2003. IDP camps were set up as people poured in from insecure villages. There was no contingency plan of how the continued war and the displacement would be handled. With little knowledge of camp design and set up, one camp was spontaneously occupied by over 24,000 IDPs from about 4,200 households. Over the years the camp saw persistent outbreaks of fire that burned out two or three blocks every time it happened. Sanitation was poor and conditions crowded with no consideration given to space for toilets or drainage.

When the Camp Management Agency arrived in 2006 they identified and trained staff who worked with the local council on issues around camp design and maintenance. Sensitisation workshops were carried out with the community, and a fire management committee was set up. They were supplied with whistles and were tasked to alert the population in the event of fire outbreak. Using labour from the camp, sanitation facilities were upgraded. Block leaders and camp leaders headed the six groups – each of 50 men – who identified community priorities, drew up work plans and implemented the work. They relocated some of the shelters and created fire breaks and drainage for improved sanitation. Part of the work plan involved especially vulnerable individuals who were helped to construct safer and energy-saving stoves. The result of these initiatives was a reduction in fire risks in the camp and greatly improved sanitation facilities."

ASSESSING CAPACITIES

In addition to assessing the different social and leadership structures within the camp, the Camp Management Agency should also proactively seek and identify individuals with needed professional and personal skills. Information about education levels and professions is often gathered during registration.

Even if that information is not readily available, it can be gathered through:
- information campaigns
- replies to vacancy announcements
- asking several persons already identified to locate others with their skills.

Agencies implementing technical programmes will be seeking people such as teachers, engineers or health workers among the population while all agencies will require support staff such as administrators, translators and accountants. Credentials such as diplomas may be lost but this should not pose a major challenge as tests can be sufficient to identify proficiencies and qualifications.

The Camp Management Agency should also think imaginatively about skills within the population that could be used to enhance their relationship with the wider community. For example artists or story-tellers can assist with information campaigns and older people can provide much needed historical background or contextual analysis.

> ### ⚠ Local Expertise – A Voice from the Field
> "In the Democratic Republic of Congo one international Camp Management Agency has hired locally, meaning that local camp managers are running camps of up to 20,000 people that might more often be run by expatriates. One of the positive consequences of this has been their thorough knowledge of the local situations and ethnic tensions. Local staff are well aware of the importance of religious leaders and the need to involve them in decision-making. A committee for religious leaders has been created whose president is a member of the camp executive committee."

EMPLOYING CAMP RESIDENTS

Employment, whether paid or unpaid, is an example of direct participation. For reasons of equality of opportunity, and in order to avoid corruption or nepotism, community leaders should not be involved in the recruitment process.

In addition:
- The application and recruitment process needs to be formalised.
- The agency seeking staff should openly announce any vacancy.
- The agency must follow transparent and objective employment criteria.

A proportion of employment opportunities should be open to people from the host community if at all possible. This not only provides economic support to the host community, but helps establish contacts and can mitigate friction between the locals and camp residents.

> ❗ If technical work is being carried out in the camp requiring skilled labour, and the expertise is not available within the camp, one option is to recruit 'master trainers' from the host community who can be employed to lead the project in the camp. Camp residents may then apply for positions on the team as trainees. This arrangement allows the camp population to work alongside the 'master trainer' in a sort of apprenticeship role, being directly involved in the project and the life of the camp, upgrading camp facilities and in the process learning a new skill, which may lead to skilled and gainful employment opportunities in the wider community.

VOLUNTARY VERSUS PAID/COMPENSATED PARTICIPATION

Deciding on which kind of jobs should be paid or otherwise remunerated while others are not, can be a great source of friction. When it comes to participation in committees or community groups such as teacher-parent associations and child welfare associations, working on a voluntary basis may seem more acceptable. However, opinions about paid and unpaid work are highly context-specific and a Camp Management Agency needs to consider its strategy and the justification for it, carefully. There are, however, a wide range of jobs which need to be done, for which staff can either be employed earning a salary or receiving compensation, or they can be mobilised to work on a voluntary basis.

> ❗ In situations where labour is paid, the Camp Management Agency should see to it that all service-providing agencies harmonise salaries of paid employees and expect equal amounts of output for volunteer work. There should be agreement on which kind of employment will be paid/compensated and which kind will not, early on in the life of the camp.

When it comes to deciding whether or not to offer compensation there are several factors to be considered. It may be justified to pay somebody who is working full time as this will mean that s/he is unable to take on other paid work to support family members. Work which serves the wider interest – such as cleaning

latrines in the marketplace – may justifiably be remunerated, while somebody cleaning latrines in dwelling blocks may not. It is important to consider the risks taken by the employee and whether offering payment will reduce susceptibility to soliciting or accepting bribes.

> ❗ A Camp Management Agency needs to be transparent in its communication about decisions over paid and unpaid work to avoid misunderstandings or mixed messages and to lessen the risk of rumour-generated tensions.

ENSURING APPROPRIATE REPRESENTATION AMONG DIFFERENT GROUPS

Some groups or individuals are constrained from involvement by cultural, physical and/or psychological reasons. For a Camp Management Agency developing representative participation can require a great deal of time and support. Often the most challenging task is to ensure those excluded or marginalised are able to participate appropriately. In working with these groups the goal is most often to reduce vulnerability to physical harm and/or exploitation. For a Camp Management Agency, effective planning for their appropriate participation requires accurate information but this may be difficult to come by. Often the most vulnerable groups are also the least visible and the least known. For example in a camp where most publicly available and disseminated information comes from middle-aged men, it may be that they know very little about – or are prepared to share little about – those who are sick, older widows living alone, children with disabilities or women vulnerable to gender-based violence (GBV).

> ❗ Access to information in relation to groups with specific needs and those at heightened risk needs to be approached sensitively and strategically with a view to reducing vulnerability.

Persons with Specific Needs

In general, the following are groups at risk of insufficient levels of participation in a camp:

- women
- children and youth
- child-headed households
- female-headed households
- older people
- persons with physical or mental disabilities
- ill persons
- persons living with HIV/AIDS.

As every context is different it is important for the Camp Management Agency to identify other groups with specific needs and those at heightened risk or marginalised within the camp. These may include members or ethnic or religious minorities, single fathers or people not from the same areas of origin as the rest of the camp.

> **❗ Power and Participation**
>
> Engaging groups at heightened risk is far more difficult than engaging the powerful. If only the powerful are involved, participation reinforces existing power structures which may be exploitative or oppressive. The Camp Management Agency should assess the potential barriers to the involvement of certain groups. Barriers may be visible, but many if not most, are not.
>
> The Camp Management Agency needs to assess cultural opinions on types of participation. Some societies are not familiar at all with participation through expression of opinions or decision-making. Strong hierarchical structures may complicate participation.

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 agencies can support women's participation by focusing on issues around household concerns and the influence of the domestic arena. Even if an issue is of camp-wide relevance, the Camp Management Agency should try to bring it into the household level, thereby accessing women's opinions and recommendations without raising indignation or causing tensions. This method is also found to address the needs of the community more effectively as it depends on relationships, behaviours and influences which work. 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.

> ❗ Camp Management Agencies need to be cautious, however, that strategies chosen do not result in female repression being condoned, supported or reinforced. Managers must be aware that displacement, violence and conflict may sharpen the differences and/or 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 women's responsibility. Displaced women often have backbreaking responsibilities in caring for family members and lack the time needed for other activities. Any type of participatory 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.

⚠ Reach the Women! Voice from the Field

"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 factors to explain this was that the women were busy – too busy to come and see us, forever cooking, washing and looking after smaller children around their hut. My 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… It is extremely important."

Some hold the view that communities should care for those unable to care for themselves. In reality however, people are most often too busy caring for their own families to care for others in the camp. Camp Management Agencies must be aware of any traditional support systems and build on those in cooperation with community leaders. Where absent, community support for those unable to build their own shelter, collect their own water or walk to the community hall must be organised. Camp Management Agencies may have to provide some form of payment, either stipends, or food or construction material for work, to ensure this level of care for vulnerable members of the community and those with specific needs. Humanitarians need to remember that situations of crisis and deprivation do not necessarily bring out the best in people. Most people would rather spend their time looking for ways to support their own households, and for many camp residents this in itself is challenging enough.

> ❗ Participation and community representation are processes in which relations and trust must be built, and are highly context dependent. We must not reinforce traditional roles that restrain opportunities for some or go against international protection standards but at the same time we cannot openly challenge traditional norms, values and community structures. We should be careful not to impose simplified ideas of democracy and decision-making processes or try to reshape displaced communities. Without compromising protection standards, we should identify more neutral strategies which can be both culturally acceptable and effective.

TRAINING AND COACHING

Participation can be promoted through training and education, which can be ways of identifying and maintaining existing skills or developing new ones. Raising awareness or providing education on:

- human rights
- refugee rights
- the Guiding Principles on Internal Displacement
- right holders and duty bearers
- roles and responsibilities in the camp
- the importance of participation (amongst other topics)
- how to inspire, motivate and support community-based activities
- how to contribute to the development of coping strategies.

Coaching can be an effective way of following-up an initial training programme, and providing on-going support and guidance for groups within the camp who are developing new skills, or carrying out specific activities. For example, camp committees trained in camp management may then have a weekly or fortnightly coaching session with camp staff to support them to monitor a specific technical sector.

Training is an important way of creating a pool of qualified staff. The Camp Management Agency should liaise with other service providers to provide additional training where needed and to pool training resources with other agencies It should be remembered that recruitment needs change over time, staff may rotate between positions and new members of committees are elected.

> **!** Training needs to be a continuous and on-going initiative and is the responsibility of the Camp Management Agency.

Once again, when it comes to training, the needs and existing skills of local communities and local authorities should be considered. Local government officials may have an interest in camp management training and local communities may be in need of job opportunities.

Training for staff can be planned for specific and technical activities, for example registration, distribution or drainage projects, or can be more generic and broadly applicable to various other camp management tasks, such as administration, minute-taking or updating information boards.

Training of protection monitors and social workers must address contextual needs and cultural issues and should also involve sessions on:

- protection and human rights
- monitoring methods
- interviewing techniques
- confidentiality and data security
- documentation
- groups at risk
- participatory assessment methods
- feedback and follow-up of monitoring.

Camp committees should receive training in involvement, participation and representation as well as technical subjects related to their objectives.

> **⚠ Participation in Situations of Protracted Displacement –
> A Voice from the Field, Kenya**
>
> "In situations of protracted displacement, several years of assistance can
> totally undermine community coping mechanisms. Accepting handouts
> and taking no initiative in self-sufficiency leads to increased dependency,
> which in turn only reinforces vulnerability and leads to a loss of dignity
> and self-confidence. Over the years hundreds of agencies, monitors,
> experts and assessment teams have visited, for hundreds of focus group
> discussions, interviews and meetings. With hardly any improvement in
> their lives, the people end up giving stereotyped answers, and it gets
> harder to build trust or to get to the truth. The majority of community
> representatives have taken part in numerous trainings over their life in
> the camp. Most of these have related to raising awareness on key issues
> within the camps, such as breastfeeding, drug abuse and living with
> HIV/AIDS – which are all very much needed. What is important is for the
> Camp Management Agency to support a more participatory approach
> – to make training more interactive. Training needs to be more inclusive
> too. Some camp leaders have been trained repeatedly while others have
> never had the chance. In protracted situations the Camp Management
> Agency needs to look into other sorts of training too that can build life
> and professional skills, and technical training in professions which are
> in high demand within the camp community."

INFORMATION CAMPAIGNS

Information campaigns are a powerful tool for achieving wider community aware-
ness and participation on specific topics and activities. Unless security concerns
are too great, Camp Management Agencies may consider posting public informa-
tion about the conditions in the places of origin of the camp residents. This not
only helps to mitigate the frustration which can occur when displaced persons
do not receive news from home, but can also support informed decision-making,
encouraging the population to have a realistic timeframe and to participate in
discussions about long-term solutions.

Camp Management Agencies should arrange information campaigns around
their areas of responsibility, for example, the proper use and maintenance of
infrastructure. Other NGOs may also arrange campaigns around specific issues
such as measles vaccinations or personal hygiene.

> **!** Information campaigns are more effective when they are creative and use techniques which are familiar to the residents, for example using pictures or composing songs. The needs of the non-literate, and other groups with specific needs, should be taken into account.

MISUSE OF PARTICIPATION

Misuse of funds and assets and manipulation or diversion of aid is a real risk 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. There are no quick-fix solutions to address or mitigate these risks. It does help, however, to:

- recruit with care and transparency
- provide training
- introduce a code of conduct
- frequently rotate staff
- ensure that all teams are comprised both of locally-hired staff and those from the displaced community
- develop clear job descriptions, with roles, responsibilities and terms of employment clearly specified
- use monitoring and appraisal procedures
- encourage and model transparency, honesty and openness
- institute confidential complaints procedures
- be consistent in following up issues of misconduct
- acknowledge and reward high standards of integrity.

> **!** The Camp Management Agency should be aware of how participation opportunities are perceived. Those who feel they are not allowed to participate may be frustrated and angry. Tensions may increase if participatory approaches are thought to privilege certain groups or individuals.

CONFLICT RESOLUTION AND PARTICIPATION

Displaced individuals, in particular in conflict environments and when living in camps, may experience feelings of stress, anxiety and suspicion which may easily fuel internal friction. The Camp Management Agency should be aware of any intact traditional conflict resolution strategies and mechanisms among the population. These should be built on to deal with camp conflicts and may involve:

- grievance committees to solve internal conflicts peacefully.
- older people in peace-building initiatives – but only if they have the respect of younger people
- community and group representatives, provided they are respected
- clarifying codes of conduct and camp rules and sanctions for infractions.

> **❶** Community leadership may also be a source of conflict. When leaders are not acknowledged or are perceived as corrupt or non-representative, service providers and the Camp Management Agency may be seen as biased by working with them.

Pre-displacement strategies may have vanished or have altered and it is the job of the Camp Management Agency to identify alternative ways of mitigating conflicts amongst camp residents. In certain non-emergency situations, the introduction of camp by-laws may be considered. UNHCR has experience in introducing camp rules and regulations and can be consulted on this.

Mitigating tensions and conflicts also involves:
- ensuring equal access to assistance and services
- transparent, timely and accessible information
- clarity of information on programmes, procedures and entitlements
- complaint procedures and response mechanisms
- effective follow-up and feedback in communication and decision-making processes

HOST COMMUNITY AND PARTICIPATION

As mentioned above, 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 tensions and working 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 a standard of living that is lower than that of the camp population. They may feel threatened by the presence of the camp and that it undermines their 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 interagency approach. The Camp Management Agency should establish contacts between camp residents and local population and ensure that host community representatives are consulted and present at camp coordination meetings. Possible ways to build relationships include:

- employing local people in the camp
- advocating for service providers to assist the host population
- conducting social events and encouraging both communities to participate
- planning and engaging jointly in reforestation activities
- supporting income-generating activities.

The Camp Management Agency needs to monitor interactions between communities and frequently liaise with local leaders and authorities in order to identify potential friction and, hopefully, nip it in the bud.

⚠ 'More than People in Need' – A Voice from the Field

"When the camp's football team took part in the provincial football cup – and managed to win it against local sides which included the police and the military – I experienced the players and the trainer and all the spectators as so much more than 'just' refugees or 'camp residents' – more than always demanding, always in need, always in difficulty. I saw this crazy interest and engagement in the football tournament; this crazy happiness that I recognised so well from football matches at home. Suddenly we all had more in common, a relationship and more to talk about than needs and problems."

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.

☐ Camp staff are trained and supported in participation and involvement mechanisms.

☐ The current participatory structures in the camp have been assessed.

☐ All the different groups in the camp population are identified.

☐ Their differences and similarities are used to inform inclusive and appropriate participation structures.

☐ Groups with specific needs, those who are vulnerable or marginal are represented, involved and participating.

☐ The value of participation and involvement is advocated for by the Camp Management Agency. Service providers in the camp employ participatory methodologies.

☐ Identified existing leaders have been met and participation is built from there with additional meetings and mapping exercises.

☐ Existing power structures within this population are used where possible and representational and direct participation is ensured.

☐ Traditional power inequalities have been identified and work is done to monitor and redress the balance without alienating certain segments of the population.

☐ Leaders have been elected, appointed or chosen.

☐ ToRs, job descriptions and codes of conduct have been developed.

☐ Capacity in the camp has been assessed among the displaced population and the host population.

☐ All service providers are encouraged to identify, hire and train men and women from both local and displaced communities.

☐ Training and education is being used to encourage direct participation.

☐ Information campaigns are being employed as necessary.

☐ Different groups are meeting regularly, have adequate space and a consistent schedule.

☐ Camp staff and residents are trained in effective communication and conflict management.

☐ Participation and involvement of the camp population is planned at each stage of the project cycle – assessment, planning, implementation, monitoring and evaluation.

☐ There are agreements between the Camp Management Agency and service providers about paid/compensated and voluntary employment in the camp.

☐ There are complaint and response mechanisms in place.

☐ The host community is involved and participating in the life of the camp.

☐ There is a monitoring system in place to check that there is an acceptable level of community participation and involvement.

☐ The misuse or abuse of power in participation is being kept in check and monitored (for example, by creating indicators on the number of groups, the percentage of the population represented and ensuring this is disaggregated by sex, age, and vulnerability).

☐ The abuse of participation through corruption, nepotism, peer pressure and the pursuit of self-interest is being monitored and managed adequately by the Camp Management Agency.

☐ Participation and involvement are evaluated as part of the Camp Management Agency's project cycle.

> ❗ Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- **M.B. Anderson, 1994.** *People-Oriented Planning At Work: A Practical Planning Tool for Refugee Workers.* www.sheltercentre.org/shelterlibrary/items/pdf/UHCR_POPatwork.pdf

  This programming tool designed for UNHCR staff and partners, helps to identify essential facts about any groups of refugees/displaced persons. These facts (on demographics, cultural values and customs) are necessary for effective planning. It also provides instruments to organise the information in such a way that it can be used to make good decisions regarding programmes and to implement effective programmes.

- Checklist for setting up and running a committee

- Checklist running a focus group

- Checklist for setting up a complaints and response mechanism (adapted from the Good Enough Guide)

- Checklist for involving beneficiaries

- **Minu Hemmati, 2002.** *Principles of Stakeholder Participation and Partnership: Stakeholder Checklist.* www.aiaccproject.org/meetings/Trieste_02/trieste_cd/Stakeholders/StakeholderChecklists.doc

- **Idealist On Campus.** *Power Mapping: A Tool for Utilizing Networks and Relationships.* www.idealist.org/ioc/learn/curriculum/pdf/Power-Mapping.pdf

- Les Termes de Référence du Comité Directeur du Camp des Réfugiés Congolais de Gihinga (NRC Burundi). Developed in cooperation between Camp Administration, Camp Management Agency, other agencies present in the camp and refugee representatives – while finally made official by the Camp Administration.

- **Mac Odell, The** *"Do It Now!" Appreciative Toolkit.* http://appreciativeinquiry.case.edu/uploads/Do%20It%20Now-%20ExercisesPhoto-031.doc.

A collection of over 30 exercises that can be used as ice-breakers or in specific workshops to illustrate concepts of Appreciative Inquiry.

- **Linda Richardson and Gill Price, 2007.** *All In Diary. A Practical Tool for Field Based Humanitarian Workers.* www.allindiary.org/uploads/final_All_in_Diary_cd.pdf

- **William M Weis, Paul Bolton and Anita Shankar, 2000.** *Rapid Assessment Procedures (RAP): Addressing the Perceived Needs of Refugees and Internally Displaced Persons through Participatory Learning and Action.* www.jhsph.edu/refugee/publications_tools/publications/rap.html

  Provides useful tools and information for practitioners in any field who are interested in using Participatory Rural Appraisal techniques. In addition to introducing PRA conceptually, the manual guides practitioners in thinking through what kind of organisational capacity is required to conduct PRAs and offers suggestions on how to get started and issues to consider.

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Handbook used as part of a hands-on course to familiarise staff with the history and concepts of participatory learning and action approaches, as well as provide concrete tools for designing, developing and implementing participatory programmes. The handbook also provides tips on effective facilitation and planning of participatory processes.

Charlotte Dufour, François Grünewald and Karla Levy. 2003. *Participation by Crisis-affected Populations in Humanitarian Action. Practitioners' Handbook (Draft).*
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http://ecbproject.org/publications_2.htm

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COORDINATION

▶ Coordination is a core task for Camp Management Agencies. Through it gaps are identified, duplication avoided, participation ensured, standards raised and rights upheld.

▶ Developing and maintaining a network of effective partnerships with the various actors involved in the camp setting can facilitate coordination which will lead to the provision of protection and assistance for all camp residents.

▶ Effective coordination is underpinned by reliable, up-to-date cross-sector information which enables all actors involved to assess the needs of all groups within the camp, and plan interventions to meet them.

▶ Coordination can involve information sharing, collaboration or joint programming with partners. This will mean looking for ways that the diversity of mandates, capacities and programming objectives among partners can achieve complementary interventions.

▶ Successful partnerships, and hence successful coordination, is in part dependent upon attitudes, skills and competences including active listening, good leadership, clear and transparent communication and an ability to establish consensus.

INTRODUCTION

WHAT IS COORDINATION?

The aim of coordination for a Camp Management Agency is to ensure that humanitarian services and assistance are delivered in a cohesive and effective way to the camp population, such that the standard of living in the camp is maintained, and full and equal access to basic human rights is ensured for camp residents. In order to achieve this aim, the following activities are undertaken by a Camp Management Agency coordinating at the camp level:

- strategic planning
- gathering data and managing information
- mobilising resources and ensuring accountability
- facilitating a clear and agreed division of tasks
- developing and maintaining a network of partnerships with key stakeholders inside and outside the camp
- providing leadership.

Whilst many recognise the importance of coordination in a camp response, 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 a competitive agenda between stakeholders may undermine cooperation. An effective coordinator believes in the principle that more is achieved when people work together and that the whole is greater than the sum of its parts. A coordinator works in ways that promote and develop positive and effective relationships between stakeholders.

> **❗ Levels of Coordination**
> In the management of a camp response for refugees or IDPs, coordination can happen at many levels between different stakeholders. From the perspective of camp management, and for the purposes of this chapter, the focus will be on the role of a Camp Management Agency and its responsibilities for ensuring effective coordination between stakeholders inside a single camp, and working at the camp level – or intra camp.
>
> ▶▶

Coordination also takes place between camps, or inter-camp. In IDP situations where the CCCM (Camp Coordination and Camp Management) cluster has been activated, this role is undertaken by the Camp Coordination Agency. In other situations, a Sector Lead Agency, (UNHCR or another UN or International Organisation) coordinates between camps, and ensures the provision of assistance and protection through liaising with a network of local, national and international actors, all of whom have a vested interest in the overall camp response.

▶▶ *For more information on the role of the Camp Coordination Agency or the Sector Lead, see chapter 1.*

COORDINATION – THE CAMP MANAGEMENT AGENCY'S ROLE

As discussed in chapters 1 and 2, one of the Camp Management Agency's main tasks is to ensure delivery of assistance and services to the camp population in line with international law and standards. This requires a process of coordinating and facilitating all those involved, (including service providers, on-site government actors and the camp community) in their activities and interventions. The Camp Management Agency, as coordinator at the camp level, is responsible both for facilitating initial agreements and monitoring service delivery, ensuring maintenance of standards and advocating for any adaptation of assistance required by changing needs on the ground. 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 amongst 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 must look for innovative solutions, establish clear and diplomatic communication whatever the extent of conflicting agendas 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 camp population with due regard for the principles of participation, 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 Cluster or Sector Lead, who monitors and coordinates between different camps.

> ⚠️ **Coordination in a Situation of Protracted Displacement – A Voice from the Field, Kenya**
>
> "In situations of protracted displacement, like the refugee camps in Kenya, there can be a lack of shared vision between stakeholders. Co-ordination meetings become a routine exercise to simply update each other and there is an absence of joint planning or sharing experiences. One of the main challenges can be that of deep-rooted or long-standing disputes, political issues, deep-seated personality clashes and conflicts of interest. Additionally in some cases there is a high turnover of agency personnel, and especially expatriate staff. This 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."

How is Coordination Achieved?

The Camp Management Agency acts as an overall organising body, bringing people together and encouraging team work and contributing to planning, implementation and monitoring of humanitarian services and camp activities. The coordination forums – the mechanisms and meetings to achieve coordination in a specific context – engage actors at different levels both inside and outside the camp. Mapping coordination forums and mechanisms, and keeping everyone informed and engaged in the 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 choose to work independently and in isolation, it becomes increasingly hard 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 ensure that stakeholders inside and outside the camp are communicating.

> ⬤ **Clarity and Inclusiveness – A Voice from the Field**
> **– Democratic Republic of Congo**
>
> "In DRC the Camp Management Agency has worked closely with UN-HCR to set up the CCCM Cluster working group, write the CCCM cluster strategy, get agreement on the Terms of Reference (ToR) for the Camp Management Agency and provide training. The consequence is that the CCCM Cluster has been put in place in line with global CCCM definitions of roles and responsibilities and reflecting the MoUs between partners. This thorough and inclusive approach has had a positive consequence on coordination. As the coordination aspect of camp management touches on the 'independence' of other organisations, it is of crucial importance that there is a clear understanding by everyone involved of the roles and responsibilities of a Camp Management Agency."

What does Coordination Need?

Coordination consists of a process of gathering and sharing information, and planning together in pursuit of shared and agreed goals. The success of this process is underpinned by and involves developing and maintaining transparent and effective partnerships with a diversity of stakeholders, including the Cluster/Sector Lead, on-site authorities, service providers, the camp population and the host community.

Attitudes for Partnership

Some of the preconditions for successful partnerships, and hence for successful coordination include:

- a commitment to coordinate
- an inclusive and proactive attitude
- active listening skills
- an appreciation of diversity and interpersonal skills and styles
- a commitment to process as well as product
- the ability to trust
- a willingness and ability to establish consensus
- leadership capacity and the acceptance of leadership
- cultural sensitivity

Whilst these attributes may often be either assumed or dismissed, without them, coordination cannot be fully effective.

> **!** Coordination involves a process of collecting data and disseminating information about life in the camp, and planning agreed and effective action to meet the needs and uphold the rights of the population. If this is done well the displaced can be protected and the delivery of assistance can be both appropriate and timely.

Collecting Data and Information Management

Coordination depends on having access to the most reliable and up-to-date information possible. This includes recent cross-sector data about the situation in the camp and demographic data on the camp population. This data is processed and analysed to give clear indications about gaps and duplications in assistance and protection, and changes in the circumstances and needs of the camp population. Data needs to be accurate, well-collated and archived in clear and accessible ways if relevant information is to be extracted.

⚠ Data Collection – Voice from the Field

"However simple a question may seem to be on a data collection sheet, it is remarkably easy for it to be interpreted differently. An example of this was in a monitoring project where the Camp Management Agency was collecting data on the number of functioning latrines in a camp. The question sheet read:

1. How many latrines are there in the camp?
2. How many latrines are functioning?
3. How many latrines are not functioning?

Question 1 was answered accurately – counting the number of cubicles. But this figure told the Camp Management Agency relatively little. Answers to question 2 and question 3 which would inform a repair project, were however, invariably inaccurate. This was clear to see because responses to questions 2 and 3 should have equalled the answer to question 1 when added together, but did not. ▶▶

Discussions with the staff revealed that the problem lay in different interpretations of what 'functioning' actually meant. Did it mean 'in use', or did it mean 'up to standard'? When a latrine was clearly not being used, then the answer was self evident – it was not functioning. But what about when the latrine was still being used, despite its dysfunction? When for example the door was broken off? Or when it had no roof, but was still being used? How should they be counted? Because monitoring staff worked in pairs, their discussions and disagreements on this issue were reflected in the data collected.

   Lessons learned from this informed better definitions, better training on terminology in data collection forms and greater staff awareness of how to check the numerical possibility of the answers they filled in."

Information Sharing and Joint Planning

The Camp Management Agency's role and responsibility is to set up a diversity of effective coordination forums and mechanisms in the camp where information can be shared between stakeholders; these mechanisms are discussed in more detail later in the chapter. The aim of coordination, may in some instances entail the dissemination and sharing of information with a diversity of stakeholders. In these forums gaps or overlaps may be identified in assistance or protection, and roles and responsibilities may be clarified. Coordination may also extend to a process of collaboration or joint planning, whereby 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.

> **⊘ Language Needs**
>
> Ensuring effective communication in information sharing and planning forums requires an assessment of the language needs of the group and provision for translation as appropriate. Native speakers should be aware that the speed at which they speak, their accents and the use of idioms and slang can make it very challenging for others to understand and participate in a meaningful way. In many cultures it is considered impolite to interrupt to ask for translation or clarification. Participants at a meeting may in some cases rather remain silent rather than request that their language needs are met. Inadequate translation provision can significantly undermine the contributions of some stakeholders in a coordination forum.

Monitoring and Evaluation

Consistent monitoring of the impact of programmes undertaken, 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. Evaluating sector-specific interventions enables projects to be adapted and lessons learned to be integrated into future project planning.

KEY ISSUES

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. Whilst coordination is a topic frequently discussed in relation to a camp response, its practical and effective implementation can be difficult. Some of the challenges include:

Coordination is Over-Dependent on an Individual

Whilst the majority say they want to coordinate with others, and recognise its value, it is another matter to be 'coordinated by' somebody. There is much current debate on the extent to which effective coordination should depend on somebody's personality. It is not enough to simply consider the coordinating capabilities of a particular, skilled and charismatic individual with ability to

inspire trust and get people to work together. Values, systems, mechanisms and tools need to be combined in ways which enable a Camp Management Agency to empower people to benefit from working together.

Investing Time and Money

One of the key challenges for agencies in coordinating humanitarian response is that they are often expected to achieve productive partnerships without having sufficient time or budgets to do so. Often they have limited prior knowledge of other agencies or of their staff. When operating in the midst of crisis, this can make effective coordination extremely difficult.

Establishing Legitimacy and Support

Central to achieving good coordination is a Camp Management Agency's ability to foster a spirit of effective partnership. Coordination is therefore as much an attitude – a set of values and a commitment to inclusivity – as it is about information collection and dissemination or joint planning. Relationship building is central, not only with those who have the will and capacity to participate, but just as importantly with those who do not – people who have limited or no resources to commit or whose political agenda may be to disrupt, avert, intervene or dismantle the capacity of the Camp Management Agency to ensure the rights of camp residents are upheld.

Establishing the credibility to take a lead in coordination is a major challenge for Camp Management Agencies – even in the most ideal of settings. The Camp Management Agency is not mandated by law nor does it have any sanctions at its disposal to enforce coordination, or directly penalise those who refuse to be accountable or fail to deliver. In such cases a 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.

Developing Procedures and Achieving Results

Planning and establishing clear, inclusive and manageable coordination systems and mechanisms and tools for effective communication, is an integral part of best practice and success. Once useful and supportive procedures are in place, the function of camp management optimally begins to establish credibility and achieve tangible results. Coordination works when people can see the benefits of coordinating and the process of coordination itself earns respect. This happens

when people begin to rely on effective information sharing and joint planning and they invest in relationship building 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.

COORDINATION MECHANISMS

How is coordination achieved? The term 'coordination mechanisms' simply means the methods we employ to coordinate, a vehicle for sharing information or a platform for joint planning. Coordination mechanisms are the way in which coordination results are achieved. In any camp response a variety of coordination mechanisms should be used to coordinate with different stakeholders.

The method most commonly used – and arguably also misused – is the meeting. A meeting may be used to achieve a variety of results. It may simply be used as a forum to share information. It may also be used to take decisions. Listed below are some coordination mechanisms commonly in use:

- meetings (including distributed agendas and minutes)
- teleconferences (involving more stakeholders)
- cluster/sector group (facilitated by the camp coordinator)
- camp-level representative groups (a diversity of key stakeholders such as service providers at camp level)
- camp committees (representation of camp residents in camp governance)
- informal chats and exchanges (planned and/or ad hoc general relationship building)
- task forces (often used to target a specific issue needing urgent, technical/expert attention and provide feedback and recommendations)
- working groups (a sub-group tasked with researching a specific issue or producing a specific deliverable, and feeding back).

Coordination Inside and Outside the Camp

The tree diagram below shows stakeholders inside and outside the camp. Ideally representatives from the authorities, the service providers, the camp residents and the Camp Management Agency are involved in coordination at camp level. In this example the cluster coordination system is in place, and the roles and responsibilities involved are clearly identified.

In reality, the stakeholders involved are always context specific, and the roles of specific actors both at camp level and externally will vary according to

need and to circumstances. In some cases camp management meetings within the camp may solely involve a group of camp residents if other actors are infrequently present in the camp or if the Camp Management Agency is operating through a mobile team.

Whether at camp level or through external forums, creating and maintaining regular opportunities for camp stakeholders to share information, agree and plan interventions and monitor progress, is central to best practice in camp management. Displaying an actor map such as the example shown below, can be a simple and effective way of making a coordination system more accessible and transparent for everyone involved.
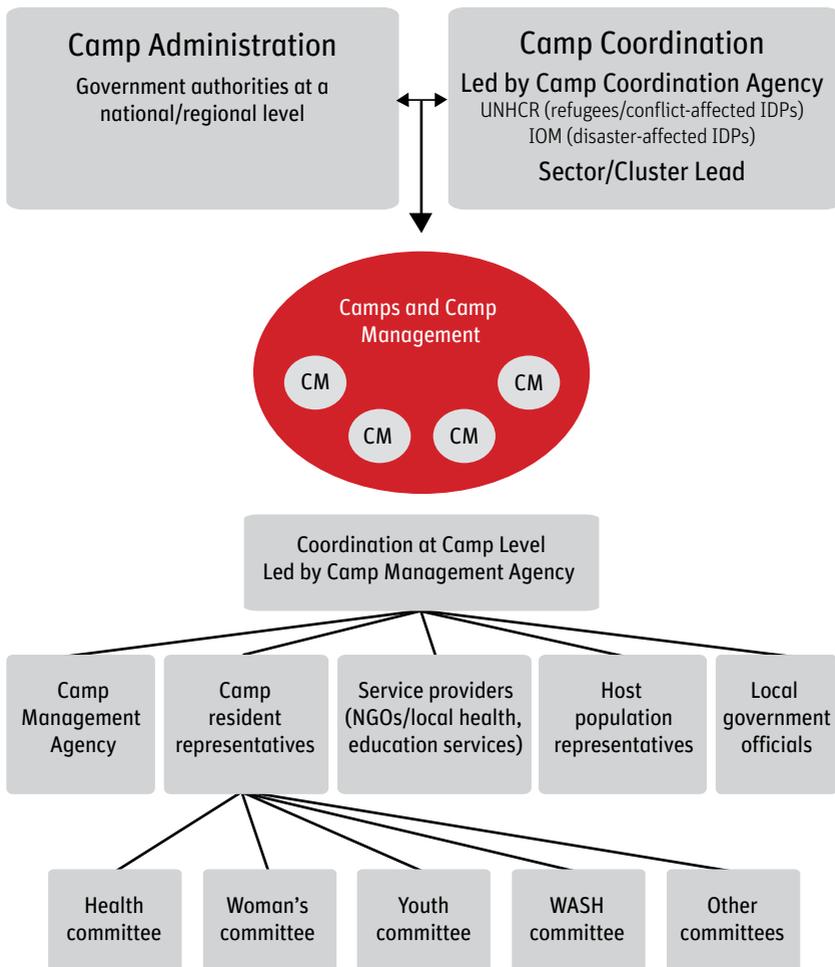
Outside the camp, there will usually be a range of sector-specific, district-specific inter-agency and/or inter-camp coordination meetings. These are usually organised and/or chaired by either the authorities, UN agencies, or other Cluster/Sector Leads such as an international NGO. At such meetings a Camp Management Agency will report on the status of the camps it is working in. Their report may include recent activities, changes in circumstance, gaps and/or duplication in services and assistance and any burning issues which may require support from the authorities or the Camp Coordination Agency or Cluster/Sector lead. Well-chaired meetings, attended by those with decision-making authority, can identify specific issues, discuss and decide upon the best solution, and make an action plan. Minutes of the meeting should specify who is responsible for doing what and by when.

> ❗ Accurate, clear and timely minutes of coordination meetings distributed to all those involved which detail action points and provide contact details can contribute significantly to effective coordination and accountability.

At camp level the Camp Management Agency is responsible for the development and facilitation of various organisations and groups of persons present and active in the camp. This includes service providers and camp residents and representatives of groups with specific needs and those at heightened risk. It may also include government representatives and those from the host community. A representative group of stakeholders which meets regularly to discuss camp management issues and recent events, identifies priorities and takes action to meet needs may sometimes be known as the Camp Management 'Team'. This group may be at the centre of effective coordination and participation at camp level.

Coordination Tools

Coordination tools, (such as camp monitoring forms) fulfil a specific information function and are developed for a particular context. Whether a tool is used for intra or inter camp coordination purposes, specific tools need to be agreed and developed by the relevant stakeholders. One of the key challenges in setting up effective coordination is for parties to develop and use shared coordination tools, which meet common needs for information. This may sound easy, but it requires that stakeholders are able to trust information collected by other

parties and that all parties are committed to meeting the information needs of other stakeholders and see them reflected in shared tools. In situations where this doesn't happen there will often be gaps and duplications in data collection and information management.

▶▶ *For more information on information management, see chapter 5.*

No matter what mechanisms and tools are in place, facilitating effective coordination requires a Camp Management Agency to take an active, inclusive and flexible approach to developing solutions which aim to meet a wide diversity of needs. In establishing coordination mechanisms and tools a Camp Management Agency should:

- be familiar with the camp; including the people and the place. Get out of the office and away from emails! Talk to people and listen to their needs.
- involve people in discussions on the need to coordinate, enthuse them about its effectiveness and how to overcome challenges to effective coordination.
- map the actors involved in coordination at the camp level and include coordination with both international and national actors
- get clarity on information needs and advocate for sharing information and data collection systems and tools wherever possible
- brainstorm appropriate coordination forums and information sharing mechanisms for different stakeholders
- use the 'five factors coordination analysis' tool (see Tools section of this chapter) to evaluate existing coordination mechanisms and to improve them
- list coordination mechanisms in the camp such as meeting schedules and make them visible in a publicly accessible place
- use a variety of mechanisms that make information accessible to all, including those who are not literate
- advocate for shared coordination tools and train people how to use them
- establish committees to ensure that the camp residents are central to the coordination process
- ensure plans and coordination aims are clear, simple, agreed and known about
- hold regular and effective meetings and ensure minute-taking is good and minutes list action points and deadlines for follow up
- keep everyone informed, at every stage and monitor plans and progress
- be prepared to adapt plans, procedures and processes if things aren't working or situations change

- encourage a culture of respect, trust and inclusiveness, which goes beyond specific agency agendas and prioritises shared goals and upholds the rights of the displaced
- Engage camp and host community residents in voluntary or paid work where appropriate to build trust and professional relationships.

A Five-Factor Coordination Analysis Tool

It is easy to criticise poor coordination, and there is no shortage of anecdotal evidence to explain what happens when coordination mechanisms fail to work. What is more challenging perhaps is to go beyond critiques and find practical solutions – processes to follow and tools to use to make coordination more effective. Finding workable solutions can be testing, especially in situations of crisis, which are by definition complicated by chaos and contradiction.

This five-factor analysis tool gives a starting point for thinking about why a specific coordination approach isn't working and opens up possibility for planned improvement. It allows the analysis of coordination according to five criteria – location, membership, decision-making, formality and resources. It is important to be aware that underpinning effective coordination is the commitment by those involved in the process of coordination itself and a belief in its benefits.

FIVE COORDINATION FACTORS

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

} Commitment

Taking some hypothetical examples of coordination mechanisms, can show the potential use of this simple tool;

Example 1: A regular meeting of a particular group, whilst being well-located and having inclusive and consistent membership, may have members with insufficient decision-making power present to allow commitments to be made or action points to be defined.

Example 2: An emailing address list which is intended to function as the central

mechanism for the dissemination of camp–level information does not have an accurate or well-updated membership list. The unreliable internet connection means that it isn't always accessible and too many agencies don't refer to it or know it exists.

A simple analysis of the mechanisms we use for coordination can tell us a great deal about why they work, or why they fail to live up to expectations. Sometimes the simplest changes can make the biggest difference.

Factors and actions which influence the effectiveness of a coordination mechanism include:

- the location of an information board in the camp
- the time of a meeting
- the language or quality of translation of a report
- the provision of resources like pens and paper to a camp committee
- the drafting of a ToR/job description for a committee secretary who needs to take minutes
- the prompt delivery of invitations with reminders issued
- transport to a meeting
- the training of inter-agency staff on using a joint monitoring tool
- the distribution of a database to smaller local NGOs
- the maintenance of meeting agendas and minutes which are simple and clear
- the consistent follow-up of specific and manageable action points
- the collaboration of agencies in the use of a joint data collection form
- support offered to the government who hosts a meeting, but has no capacity to process and distribute the minutes.

Coordination mechanisms and tools need to be planned, chosen and adapted in direct relation to what they are meant to achieve. When dealing with complex and often conflicting agendas, it is especially important to keep the end in mind: What needs to be achieved and what will make the difference in achieving it?

Meetings

Having too many meetings can be symptomatic of complex relief operations. Unless these meetings are well-planned and well-chaired, they often achieve relatively little, at least in relation to the amount of time they consume. When organising effective meetings it is important to ensure:

- relevant information is sent out beforehand
- the agenda is clear and agreed
- start and finish times are agreed and kept to
- ground rules are in place (guidelines for constructive behaviour)
- time is used to build trust and relationships within the group
- the agenda is adhered to
- agreed action points are recorded
- the meeting is evaluated at the end by participants: what could be done better next time?

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

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

The Camp Management Agency will be instrumental in guiding and monitoring the development of committee meetings in the camp. Here, participation and representation of the camp community is vital. Committees require more than just involving the relevant groups. It takes sufficient cultural and political understanding of the camp community to know who should be present at any one time. A committee must be small enough for decision-making to be possible, and include those who have authority. Committees must also be big enough to be inclusive, and not dominated only by the voices of leaders. The process

of organising effective committees must take into account culturally specific social structures, ideas about status and understandings of gender and power relations, whilst upholding the principles of equal participation, impartiality and representation. Who to include in committees, and how they are nominated or elected will vary from context to context. The process is as important as the product. Getting agreements on fundamentals like a ToR, a code of conduct and a complaints procedure can help to facilitate the committee.

COORDINATING WITH PARTNERS

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 early in the relationship. These agreements provide the foundation and the parameters of the partnership and of mutual accountability. Camp Management Agencies and other organisations should not assume that camp residents or the local administration necessarily know what they are doing in the camp. It is vital to clearly and explicitly communicate roles and responsibilities.

Coordinating with Governments and Local Authorities

In both IDP and refugee contexts, national and local authorities are central to camp activities and interventions. They have the primary responsibility for communities in camp settings, and it is on their invitation, or at least with their consent, that the Camp Management Agency is present. Best practice in camp management must therefore entail working to mobilise and support national authorities whenever possible in the provision of assistance and protection to the displaced population.

Depending on the context the local authorities may be more or less involved in the daily life of the camp, and may or may not be represented at camp management level.

The capacity of government or local authorities varies greatly as does their knowledge of humanitarian principles and the camp setting, willingness and ability to coordinate, assume responsibility and build effective partnerships.

Whilst some government representatives may have both the resources and the will to coordinate others may have neither. Indeed in some situations it may be that the government intentionally attacks, blocks, dominates or is an obstacle to effective coordination of camp activities. In these situations it is the job of the Camp Management Agency, on intra-camp level, respectively the

Camp Coordination Agency or Sector Lead Agency, on inter-camp level, to use appropriate advocacy to remind the authorities of their responsibilities and duties under international law.

Wherever possible coordination structures in the camp should:
- support the government or local authorities
- seek to harness and develop their capacities
- build strong links between them and the humanitarian community, as well as the camp residents.

> ❗ Where a Camp Coordination Agency is present, part of its role is to facilitate effective communication between the Camp Management Agency and the authorities. An official introduction to the authorities from the Camp Coordination Agency at the start of operations can greatly increase the credibility of a Camp Management Agency. Authorities play a particularly important role in ensuring security in the camp.

▶▶ *For more information on protection, see chapter 8.*
▶▶ *For more information on security, see chapter 12.*

Coordinating with the 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 the collection of data, the dissemination of information and the development of reporting systems. This, in turn, may 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. Camp residents can be active subjects in the effective management of their own displacement, and a Camp Management Agency should adopt an approach which respects and capitalises upon on their capacities, including groups with specific needs and those at heightened risk.

⚠ **Voice from the Field**

"Camp residents, especially those who have been living in a camp for some time, may be suspicious of new agencies. As a Camp Management Agency coming in at a later stage, it is especially important to be clear about who you are and why you are there. A new presence in the camp is not always appreciated, especially if the community can't see any immediate value or material benefit out of your arrival."

Coordinating with a Host Community

Good coordination at both the camp level and with the neighbouring community can help to avoid conflicting messages and increase trust between the camp population and their host. Involving the host population in the developments 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 pressures on a host population who are themselves often poor and under-resourced. In some cases, the camp population may be enjoying a higher standard of living or better protection than they do. Tensions often develop around the sharing of common resources, making for a fractious relationship between the host and the displaced community. To mitigate tensions it is recommended to:

- Invite and involve representatives of the host community in forums for coordination on camp issues such as environmental care or larger employment opportunities. Doing so can increase mutual understanding and develop tolerance and acceptance between the local community and the camp population.
- Assess ways the host community may be able to benefit from camp life or services delivered, such as jobs, water points or joining socio-cultural events. Under certain circumstances the host community can be in more need of basic services than a camp population which is assisted.

Coordinating with Service Providers

Coordination with the Camp Management Agency needs to provide added value for service providers. Through their coordination, service providers need to be able to share and receive information, foster support for their programme and maximise their impact. Both service providers and Camp Management Agencies take part in the overall strategy for humanitarian assistance delivered to a camp, so transparency is required. Equally:

- The roles and responsibilities between agencies providing services in the camp should be identified, agreed and formalised early in the camp operation. This is the first step to addressing gaps and can help to avoid misunderstandings.
- Written agreements, such as ToRs on roles and responsibilities, should be formalised with the aim of improving coordination and ensuring accountability.
- Agreements should be used as an advocacy tool when services fall below standard.
- The aim of all parties should be to establish and maintain positive relations and provide regular updates to each other.
- Verbal agreements need to be followed up, and responsibility for commitments taken. Being accountable builds trust. If the Camp Management Agency supports and encourages agencies in their work, it is more likely to be reciprocated.
- It's important to provide mutual support. Accountability in service provision is more likely to be achieved through encouragement than through any attempts or perceptions of 'policing' the service providers in the camp.
- Even when programmes are carefully outlined in work plans, and roles and responsibilities are formalised in written agreements, progress still requires on-going facilitation.
- Jointly setting both clear and achievable short-term and long-term aims will motivate everybody involved and make it easier to monitor interventions and reach agreed targets.

> ❗ Camp Management Agencies should regularly receive copies of agency agreements and work plans for all partners working in the camp. They should likewise make their work plan transparent and accessible.

⚠ **In Contact with the Camp — A Voice from the Field**

"The Camp Management Agency should encourage agencies and service providers to decentralise their services, and presence wherever possible. In some situations, where camps have expanded but offices have not, it is easy for the camp residents and the service providers to lose touch, and have limited contact due to distance or inaccessibility. NGO compounds, where agencies locate their offices all together, often for security reasons, can lead to agency staff becoming very isolated from camp life, and camp residents having little contact with those who are there to assist them".

Coordinating with Camp Coordination Agencies

When working in an IDP context where the cluster coordination system has been activated, a Camp Management Agency is part of an overall camp response strategy led by the Camp Coordination Agency, in cooperation with the relevant local authorities.

In other IDP situations, where the cluster coordination system is not activated, there may be a Sector Lead agency, playing an inter-camp coordination role, with whom a Camp Management Agency works closely. In refugee contexts, the camp coordinating role falls under the mandate of UNHCR.

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 to provide protection and assistance. Tracking gaps and duplications in service provision is dependent upon the Camp Management Agency, the Camp Coordinator and/or Sector Lead developing and updating information management systems and tools. Coordination between them ideally begins with joint assessments and planning. In reality however, it may be that either the Camp Management Agency or the Camp Coordinator arrives first and that by the time both are established, coordination systems, mechanisms and tools are already partially in place. It is then a question of sharing what is already in use, 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.*
▶▶ *For further details on information management, see chapter 5.*

Effective coordination needs leadership and management. 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. One of the biggest challenges of coordination is that whilst many support the idea in principle, in practice they prefer to work autonomously, and 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 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.

⚠ **Challenges and Needs in Coordination – Voice from the Field**

"There are gradually fewer and fewer agencies functioning as key actors in the camps here. Where there are Camp Management Agencies, the issue is that they are not involving the IDPs and camp committees. As return progresses, so agencies are refocusing on return areas and there is generally less assistance in sites. Another challenge is that IDP leadership in camps is fearful, due to security risks. They are being targeted by paramilitary groups when they speak out. Community leaders are being questioned and held accountable for issues beyond their control. The challenge is to find actors with the willingness to take responsibility, make inclusive decisions, coordinate and take initiative in the camps."

THE COORDINATION PROCESS

The following suggestions can help in setting up good coordination systems when a Camp Management Agency takes over.

- Collecting data involves ensuring that regular reliable data and information about the camp is available and decisions are made about who collects data, why, about what, when and how. Everybody should be clear about the reason why data is collected and what response capacity is in place, so that the expectations of the camp populations can be effectively managed.

- Managing information requires the Camp Management Agency to coordinate with the Camp Coordination Agency, or Sector Lead, the authorities and other relevant stakeholders to establish who is responsible for the processing and analysis of what data, how it will be disseminated, how often and to whom. How will confidential and sensitive information be managed and how will groups with specific needs and those at risk be protected? What feedback and follow-up mechanisms are in place for the camp community, so that they are kept informed of developments?

- It is important to decide what information about life in the camp will be shared, with whom, and using which mechanisms. Delays in dealing with the many and often incompatible expectations and demands from different parties should be avoided. A Camp Management Agency's role means negotiating and reaching agreements.

- Dealing with complex messages is crucially important. Transparent and frank communication is needed to ensure complex information is understood, and to avoid sending contradictory messages. The messages communicated by the Camp Management Agency will have an impact, intended or not, on people's understandings and their behaviours. Access to information is a vital need and knowledge is power. In times of conflict, crisis and chaos information needs to be handled carefully, with the *Do No Harm* principle underpinning the chosen approach.

- Keeping a clear focus is essential. Amidst competing agendas, retaining focus on the roles and responsibilities of the Camp Management Agency and the aims of Camp Management is essential.

> ❗ A Camp Management Agency's interventions and targets should be SMART: specific, measurable, achievable, relevant and time bound.

- Clarifying agreements is important. Time needs to be taken to ensure that there is a common understanding of the agreements that are reached. It is useful to remind each other of the process that led to the agreement and on the specific outcomes, responsibilities and time frames involved. Documentation such as minutes of meetings, MoUs, plans, indicators, guidelines and reports should be written and disseminated in such a way that agreements are clear, specific, manageable and useful for everyone.
- Making progress requires taking decisions and advocating for agreements that allow things to move forward, even if the steps are small. Flexibility and open reflection are required, to accommodate the needs of others or changes in the circumstances. Progress that is inclusive and sustainable takes time, patience and creativity. Solutions and compromises are needed when processes get stuck.
- It is important to always see the bigger picture. When submerged in micro-level problem-solving and technical issues, the Camp Management Agency needs to maintain a holistic overview and an understanding of the big picture and how issues are connected and interdependent. For example, coordinating a solution for a water, sanitation and hygiene (WASH) issue can often have implications for protection.
- Managing expertise matters. Being comfortable in the role of 'jack of all trades but a master of none' the Camp Management Agency usually develops a team that has enough sector-specific knowledge to understand the work of those agencies that are working in the camp and ideally can be seen as a forum for the sharing of cross-sector expertise. Local and international expertise needs to be harnessed for the benefit of all.
- Respecting diversity is essential. A Camp Management Agency's staff should always practise and advocate for respect and understanding of all groups and stakeholders involved.
- Monitoring, adapting and evaluating require change and process to be monitored, achievements in coordination evaluated and reflected upon and challenges identified. It is important to adopt new approaches and anticipate future needs.

> ❗ In effective coordination the process is as important as the product.

The coordination process, can be understood using the kind of coordination cycle set out below. The cycle illustrates a process in which data collected within the camp is used to identify gaps, plan interventions and evaluate impact. The questions on each arrow in the diagram lead from one action to the next, through a cycle of data collection, processing and analysis, through information sharing and joint planning, to project implementation, monitoring and evaluation. This diagram can be used to inform the Camp Management Agency's approach to coordinating sector-specific activities.

Information and Coordination Cycle

- Assessment and Data Collection — Step 1 in case study below
- What does this data mean?
- Data processing and analysis
- Who needs this information?
- Information sharing
- Where are the gaps?
- Joint planning
- Who will do what?
- Implementatio and monitoring
- What achievements have been made?
- Evaluation
- What information is needed now?
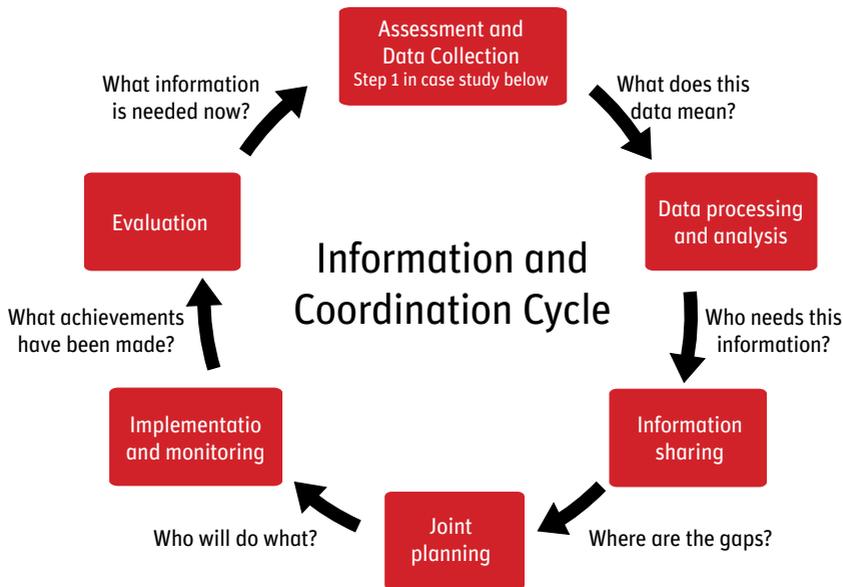
Case Study (hypothetical) – Using the Information and Coordination Cycle

Step 1: In camps in country Y, it is observed that sanitation facilities are inadequate. In Camp X, data is collected related to the number and status of latrines in the camp, and how they are being used.

Step 2: This data is processed and analysed, and …

Step 3: disseminated to the Camp Coordinator, the authorities, and the Camp Management Agency. At the camp level there are two agencies implementing WASH programmes. There is also a WASH committee.

Step 4: The Camp Coordinator, as part of a plan to upgrade sanitation facilities across several camps, has begun to advocate for support from the authorities. Through sharing information in coordination forums both in and outside the camp … (to step 5)

Step 5: a joint plan is made, (in line with mandates and capacities, and using UNHCR WASH standards as a benchmark), which involves the repair of existing latrines and the construction of additional facilities. In addition, the authorities agree to use the municipal council services once a month, to pump out full septic tanks. Meanwhile, the Camp Management Agency in Camp X works closely with the WASH committee, and the representatives from the two WASH NGOs, and creates a 'cleanliness and hygiene' project. This involves establishing a roster for latrines to be regularly checked and cleaned, and for children to be educated in the correct use of facilities with an emphasis on washing their hands.

Step 6: Specific, measurable and achievable indicators are chosen for implementing these projects, in agreement with the Camp Coordinator, and it is agreed that progress will be monitored by the Camp Management Team for two months.

Step 7: At the end of this period, the situation is evaluated. Achievements are noted, challenges addressed and a new action plan is made, including what data is needed to inform future interventions.

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

☐ The roles and responsibilities of the Camp Management Agency in relation to coordination are clear and well publicised.

☐ There is effective leadership, which is respected and legitimate, for the coordination of stakeholders in the camp response.

☐ The importance of coordination is agreed and there is 'buy in' and acknowledgement of its benefits.

☐ There is an inclusive and transparent attitude to partnership and a respect for diversity which the Camp Management Agency works to promote and maintain.

☐ It is clear who is doing what and where: roles, responsibilities and expectations are agreed.

☐ There are common, agreed coordination tools.

☐ Staff are trained to use these tools so that the information provided is trustworthy and valuable.

☐ Coordination mechanisms are well-planned, varied and fit for purpose.

☐ Coordination mechanisms are well-publicised.

☐ There is good participation. All key stakeholders are represented including groups with specific needs and those at heightened risk.

☐ Central/local government authorities play a central role in coordination.

☐ Coordination forums are reviewed and there are procedures for feedback and complaint.

☐ Language needs are catered for in mixed forums of expatriates and nationals.

☐ There is reliable, relevant and updated information available about life in the camp.

☐ There are forums for joint planning which seek complementarity in line with diverse mandates and capacities.

TOOLS

❗ Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- Checklist "How Accountable Are You?" Checking Public Information

- **Linda Richardson and Gill Price, 2007.** *All In Diary. A Practical Tool for Field Based Humanitarian Workers.* www.allindiary.org/uploads/final_All_in_Diary_cd.pdf

- The Five Factor Coordination Analysis (NRC training tool)

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INFORMATION MANAGEMENT
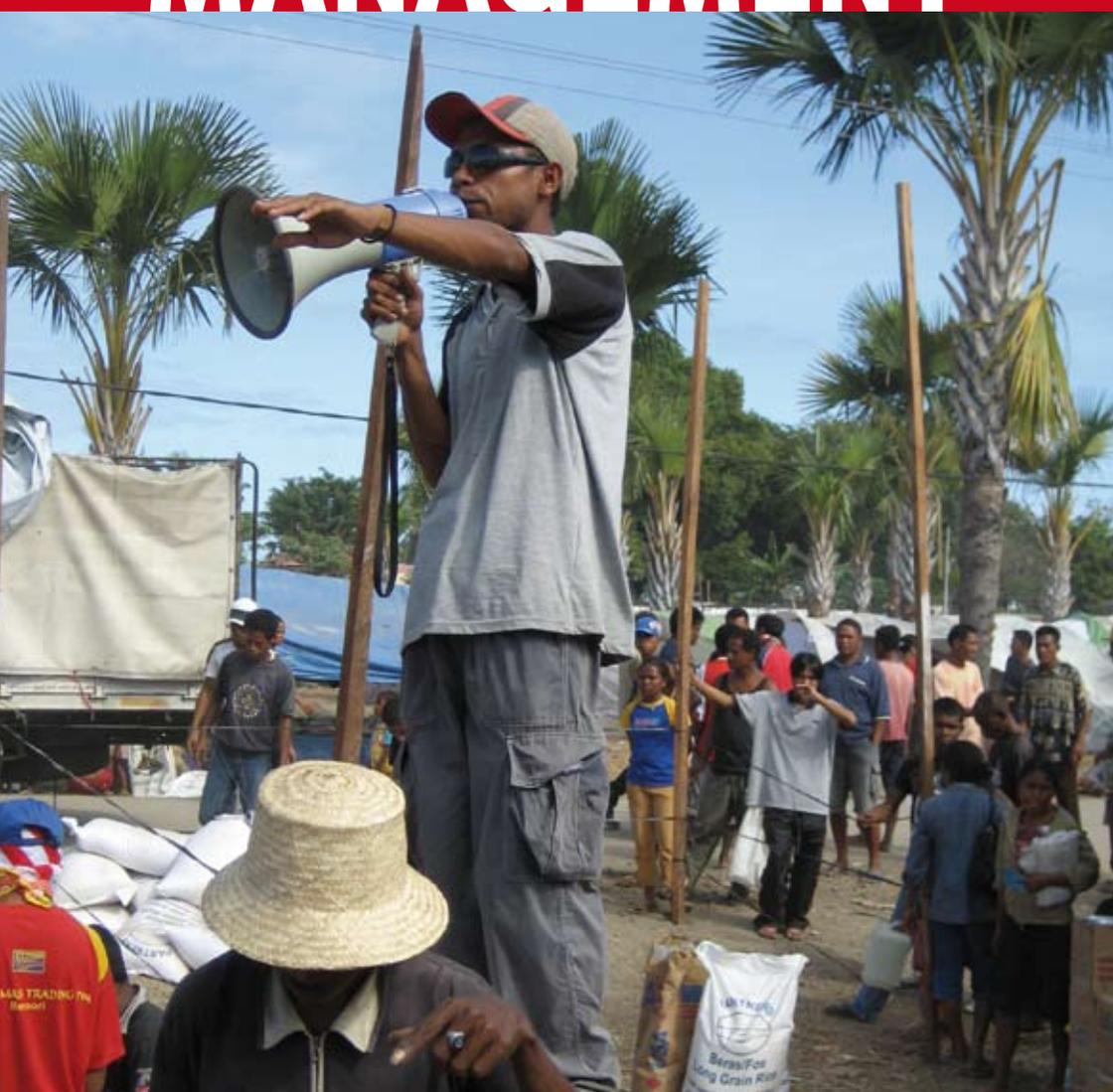
KEY MESSAGES

▶ Accurate, relevant and up-to-date information is the foundation on which a coordinated and effective camp response, in accordance with international technical standards (Sphere/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 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 Sector/Cluster Leads, the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) 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; including cross-cutting themes of coordination and participation.

▶ Camp level information 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, and 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 the camp level. This includes making sure that sensitive data and information is managed with utmost care and is based on principles of confidentiality, privacy and security and at all times ensures the protection of the displaced population.

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

Information management is a core task for a Camp Management Agency and it relates closely to registration and coordination. Ensuring accurate baseline data about the camp population, through registration is an essential first step. Consistent and accurate updates on those resident in the camp and their needs, informs ongoing assistance and protection programmes.

▶▶ *For more on coordination and registration, see chapters 4 and 9.*

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.**
> Systems and forums, like meetings or joint planning sessions, where information is shared and where decisions are made based on that information, are the interface between information management and effective coordination – two of the core activities of a Camp Management Agency.

Information management also entails providing timely and relevant information to the camp population about issues which impact on 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 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 on 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 contributes 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 carried out 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. Properly collected and managed data during emergencies can benefit early recovery, recovery and subsequent development and disaster preparedness activities.

> **❗ A Note on 'Standards' and 'Indicators'**
> It should be noted that the terms 'standard' and 'indicator' are used somewhat differently by Sphere and UNHCR.
>
> In the Sphere Handbook, a 'standard' is qualitative and universal in nature. It is a statement that is the expression of the right and applicable in any operating environment. "Key indicators" are often quantitative and "function as tools or signals to measure the standard". Each "standard" has a set of "key indicators" and "guidance notes"' to support implementation in different contexts.
>
> In its Practical Guide to the Systematic Use of Standards in UNHCR Operations, UNHCR defines a standard as a "specific fixed point or range on the variable scale (indicator) that has to be reached to avoid the occurrence of unacceptable conditions for refugees or persons of concern." Whilst the indicator is a variable scale which is used to objectively measure different points that correspond to variations in the conditions. In other words indicators are yardsticks to measure change.

WHAT DOES INFORMATION MANAGEMENT FOR A CAMP MANAGEMENT AGENCY ENTAIL?

Information management is a process that entails:

- collecting data at the camp level from service providers, the camp population – including camp leadership and committees – the host population, on-site authorities and via direct observation and consistent monitoring
- analysis to determine the protection and assistance standards in the camp in relation to the needs and rights of the camp population
- disseminating information to camp residents, the host population, service providers, the Sector/Cluster Lead, national authorities – and where the Camp Coordination and Camp Management (CCCM) cluster is activated to the Camp Administration – for compilation and analysis of the overall camp response, including actors, services and gaps in provision.

Camp Management Agencies should work with all concerned to safeguard the security and confidentiality of information and minimise risks to the camp population. It is important to:

1. undertake a risk analysis: the level of risk associated with different kinds of information will vary and Camp Management Agencies should work with other operational agencies to consider the risk levels and design information management systems accordingly

2. agree on procedure: agencies need to agree on protocols for collection, data entry, storage, access, retrieval, and dissemination that will minimise risk and to decide what information must remain restricted.

⚠ Information Management – Voice from the Field

'In an IDP camp in Uganda, where the CCCM and protection clusters are both activated, the Camp Management Agency works to monitor protection issues. One protection concern is GBV (gender-based violence) – rape, defilement and/or sexual abuse. The information is collected from the survivors themselves, through camp-based project volunteers from the IDP community and from the protection committee and women's groups. The information is collected using an incident from developed by the Cluster Lead Agency. The completed forms are sent to the main office of the Camp Management Agency, where the information is compiled in a secure database. Where necessary, photocopies are sent on to other agencies for referral of individual cases requiring follow-up. Care is taken to ensure that the anonymity of the survivor is protected by removing personal details and using codes. A monthly statistical and narrative report is also sent by the Camp Management Agency to the Cluster Lead, and is in turn shared intra and inter cluster. The Camp Management Agency also shares the report with other project managers working for the same agency. Data related to identified humanitarian gaps are shared with the authorities, with all relevant agencies and clusters, and with the district, to advocate for appropriate interventions.'

> **(!)** A Camp Management Agency need not be an information management specialist. However, a Camp Management Agency 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 be able to use information management systems that may have been developed by an information management expert and which should be agreed by a wider range of actors to ensure accessibility, inter-operability, relevance, timeliness and confidentiality.

DATA AND INFORMATION COLLECTION

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 data collection and avoid situations where camp populations are repeatedly asked the same questions. Advocating for and facilitating this kind of coordination amongst agencies and sector/cluster partners in the camp response is an important role for a Camp Management Agency.

The following information needs to be collected at the camp level, and to be available to the Camp Management Agency and to other stakeholders 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. Whilst 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 and groups with specific needs including 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 issues, including 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 including 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 protecting persons with specific needs.

- The state of camp infrastructure – including 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? What agencies and service providers are operational and how can they be contacted? 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?

▶▶ *For more information on coordination, see chapter 4.*
▶▶ *For more information on registration, see chapter 9.*
▶▶ *For more information on GBV and persons with specific needs, see chapters 10 and 11.*

⚠ Voice from the Field

'Whether registration can be done or not may depend on the moment of a camp's life cycle. Some IDPs in Northern Uganda had to live in camps and situations of displacement for up to two decades and proper camp-by-camp registration exercises were never conducted because access was limited. Only the World Food Programme was able to register IDPs, but solely for the purpose of food distribution. Camp Management Agencies and the Camp Coordination Agency started operating only in 2006, when the return process had already started. Now camps still exist, but IDPs have started moving to return sites within their home parishes or even back to their places of origin. At this stage, proper registration in camps is not an issue anymore.'

❗ Lessons Learned from the Field

Be sure of the purpose of information. Data collection alone is not a humanitarian intervention. Data should serve a humanitarian purpose. Each piece of data you collect should have a purpose and an owner. If there is no purpose or use for the data, then it should not be collected.

Use agreed data formats. Stakeholders need to agree on both what data needs collecting and the format in which it should be collected. It should be specific and detailed without becoming unmanageably long. For information to be useful, each question must be analysed and acted upon.

Train on information management. Camp Management Agency staff require training in information management and data collection and the advice of an expert. Failure to invest in training leads to avoidable errors which affect data quality and impact the humanitarian response.

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 law and standards – as used by UNHCR, Sphere and/or the InterAgency Standing Committee (IASC) – and are 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 collection formats must be well-designed and field tested. It is essential that data collection formats are 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, in order that they can be adapted or fine-tuned, and that the 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're 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. Whilst 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.

Getting clear agreements about who is collecting what information can be a challenge, especially when there is a turnover of agencies. However, it is important for many reasons.

1. it protects the camp community from data collection fatigue (discussed below)
2. it prevents duplication of similar data and reduces information overload
3. it ensures that all important data is captured without gaps
4. it reduces the possibility of conflicting or contradictory analysis
5. it makes coordination forums more effective and easier to manage and enables projects to be more easily aligned towards the same goals
6. it 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.

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

> ❗ It is very common for a great deal of information to be collected but never analysed or used. A lack of analysis stems from a dependence on anecdotal and qualitative information, which does not lend itself to a comprehensive overview or analysis of trends. It also is a result of lack of clarity surrounding the intended purpose and desired output of information gathering – a common phenomenon in humanitarian activities. Even when quantitative information is collected, ad hoc planning and a lack of information management expertise can limit the practical relevance and credibility of the data collected.

- Data collection fatigue is a real danger. A community or a group within a community can be subjected to a barrage of questioning, interviews and observation by different agencies and different staff for reasons which are either not explained or not clear. Often the community sees no feedback, follow-up or benefits from this irritating intrusion into their lives and disrespectful violation of their privacy by those supposedly mandated to uphold it. Such fatigue and resentment will often lead to inaccurate information, lies, exaggeration or refusal to cooperate. Obviously, this will impact the quality of

the data collected. False data is thus generated, especially if camp residents believe access to goods or services depend on their responses. Preventing some of these challenges involves the Camp Management Agency monitoring the amount of data collection a community is subjected to, working with all concerned to moderate it and ensuring that communities are always told why the data is being collected,what will be done with it, and what they can realistically expect as follow-up. For example will their individual case be referred for follow-up action, or will the data be used for advocacy purposes? The Camp Management Agency needs to be aware of response capacity, and be transparent about what is real, whilst advocating for what is ideal.

⚠ Managing Expectations – Voice from the Field

'In our camp management project we are not into service provision. Thus to avoid unrealistic expectations we make this very clear to the beneficiaries. 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, and 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.'

DATA ANALYSIS

Data is analysed so that statistics can be generated, figures compared over time or across populations, charts and graphs produced and reports written. Primary data from the camp may be analysed and used by a variety of different stakeholders to inform different service and assistance provision or advocacy at different levels. Each context is specific and roles and responsibilities may be different in IDP and refugee operations and in situations where the cluster approach is activated.

Analysis can take place at the camp level and be conducted by the Camp Management Agency. Data collation and storage is the first step, whereby data from all the different forms is assembled and analysed. During this stage, the data may be entered into a table or into 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 a project manager, or possibly be conducted by a member of staff with particular training or expertise – for example a data entry and reporting offficer/clerk or an information management officer. The analysis may include a gap analysis in which gaps in the provision of services or assistance are identified. This information is then shared at camp level and with a wider network of stakeholders for advocacy purposes.

> ⊙ Analysis by the Sector/Cluster: Depending on the situation, the Sector/Cluster Lead has a key role in the analysis and dissemination of information. The focus is 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 and guidance in information management. In addition, the Sector/Cluster Lead will generate up-to-date information about activities across the sector/cluster, including; contact lists, meeting minutes, datasets and needs/gap analysis based on information from the camp level.

> ⊙ The Role of UNOCHA: UNOCHA plays a central role in coordination and information management, especially in IDP situations. UNOCHA 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 products such as maps. They may create an inventory of relevant information and documents on the overall humanitarian situation, and of datasets, including population data disaggregated by age and sex. OCHA's role is to work across sectors/clusters and provide information resources and common datasets to be used by the majority of stakeholders. They aim to provide standardised cross sector/cluster needs/gap analysis based on information provided by the sector/clusters, much of which originates from the primary data collected at camp level.

Security is an important consideration in the storage and analysis of data. Who has access to data needs to be controlled through the use of passwords, restricted levels of access and controlling access to safe spaces such as filing cabinets and case files. 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.

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 Sector/Cluster Lead. If data is not shared, it means no action can be taken. The inclusive 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 that person's dignity, protection or security. Analysis can be shared in aggregate to prevent the dissemination of data that is personally identifiable.

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 would be UNICEF.

Reports are disseminated to Sector/Cluster Leads giving statistics and a description of activities and standards in specific sectors. Gaps, duplications, concerns and recommendations may be highlighted. These can then discussed in a Sector/Cluster 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. In this sense, 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 access to the camp is controlled and that camp residents and staff are interviewed only with their informed consent.

Access to the camp can be regulated by requesting that all media 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 GBV should act as a gatekeeper, first asking potential interviewees for permission and then introducing him or her to the journalist. Be mindful that people who have had a particularly traumatic experience, including rape, or who speak English, French 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. Appropriate forums and mechanisms should 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. Dissemination mechanisms might include information boards, committee meetings, leaflets, posters, awareness-raising workshops, radio broadcasts, public address systems, house-to-house visits, distribution of meeting minutes and drama events.

Data Protection Considerations for Information Management

Gathering information on individuals is necessary to better target protection and assistance responses. At the same time the irresponsible processing of information about individuals can put them at serious risk as well as invade their privacy. In finding the right balance between collecting and sharing information for the benefit of refugees and IDPs in camps and the protection of individuals against misuse of information the following principles should be considered:

- In determining what data needs to be collected, carefully assess why the information is needed: only information that serves a specific protection purpose 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.
- In case information is shared on a systematic basis, it is recommended that a data- sharing agreement is concluded between agencies.
- 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 back-ups, passwords and access restrictions to sensitive data.

> ### ⚠ Do No Harm and Confidentiality – Voice from the Field
>
> In a paper outlining their protection monitoring methodology, a Camp Management Agency in Uganda 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 those persons are part of the 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 authorities at the local level."

The Data Chain

The image below is a representation of how data is used and disseminated. The use of data to monitor and raise the standards of service and assistance in a camp setting, can be imagined as a chain that stretches from the population of concern and links through the Camp Management Agency, to other stakeholders, including the Sector/Cluster Lead. The national authorities play a central role in this process, and the arrow shows how information is fed back to the camp population through the Camp Management Agency. Getting data directly from the population of concern or from directly observing the camp (e.g. examining a borehole or setting up a focus group discussion) is called "primary data col-

lection." Primary data collection is done by camp service providers and by the Camp Management Agency.

Collecting data from different humanitarian actors who have already gathered the data and then collating or assembling it to create new analysis products is "secondary data collection." The Camp Coordination Agency, or Sector/Cluster Lead often collects data initially gathered by Camp Management Agencies.

Data must be collected at the source (the camp) if it is needed further along the chain, for example, by the national authorities, OCHA or the donors. At the outset of data collection camp actors, jointly with the Sector/Cluster Lead, need to decide what to collect, who will collect it, how often it needs to be collected and how it should be collected.

The Data Chain
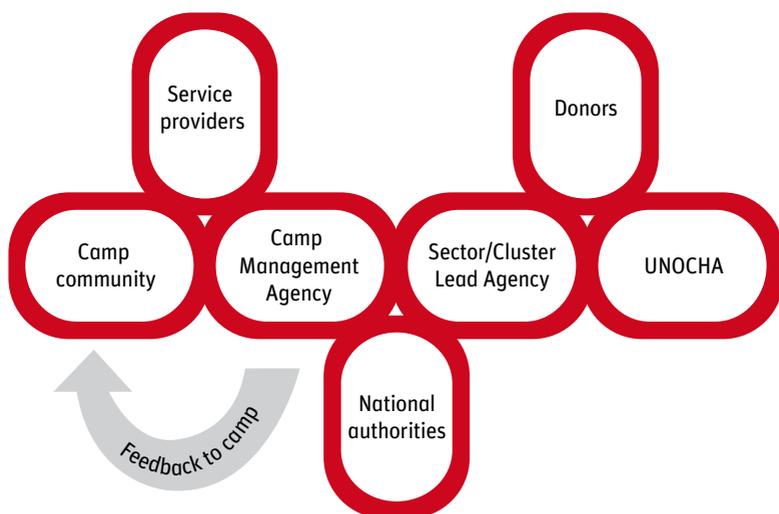
Note that the links in the data chain are context specific. For example in some circumstances service providers may have direct contact with national authorities and other stakeholders. In others the camp community may be in direct contact with the authorities.

Different Aggregation for Different Data Gathering Objectives

Different stakeholders need different information to support their decision-making. Those closest to the population of concern, 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 data and the products of data analysis. In the tables below are two examples of the contrasting information that may be required by stakeholders in a CCCM Cluster approach. Moving down the rows, the amount of data required from an individual camp decreases and the geographic area of data coverage increases.

The information box below the tables outlines the meaning of denominator and disaggregated base line data and its importance and relevance.

EXAMPLE OF EDUCATION DATA AGGREGATION		
Stakeholder	Programming Decisions	Data Required
Education Service Provider & Camp Management Agency	Hiring teachers for each school grade; allocating budget for purchasing desks and books; school attendance gap analysis for a particular camp.	School attendance data for boys and girls for each grade in each school in a camp
Camp Coordination Agency or Sector/Cluster Lead	Education budget allocation for each camp; school attendance gap analysis between camps.	School attendance data for each camp
OCHA/Humanitarian Coordinator/other sectors/clusters	Relationship between school attendance and other sectoral indicators, such as child protection and health data.	School attendance data for all camps in a particular district
Note: the above is only an example and education data-sharing and decision-making may differ from operation to operation.		

EXAMPLE OF WATER DATA AGGREGATION		
Stakeholder	Programming Decisions	Data Required
Service Providers & Camp Manage ment Agency	Water distribution gap analysis in each zone of the camp; determining the site(s) where new boreholes or wells should be dug.	Data on location, status (functional or not) and usage of each borehole and well in a camp,
Camp Coordination Agency or Sector/ Cluster Lead	Water budget allocation for each camp; water distribu- tion gap analysis between camps.	Aggregated water supply data for each camp
OCHA/Humanitar- ian Coordinator/ other sectors/ clusters	Relationship between water availability and other sectoral indicators, such as protection and health data.	Water supply for all camps in a particular district (for example)

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

! Making Data Meaningful

It is important that data collection is comprehensive enough to make it meaningful and relevant to the current context of the camp. While it is important to know, for example, how many goods were made available or how many people received a service, it is only meaningful if these numbers are set in the wider context of the overall camp population.

Two mathematical terms are used in this calculation: 'numerator' and 'denominator'. In many instances, figures related to the overall population of the camp will be used as 'denominator'. To calculate the number of persons per latrine in a camp one would use the overall number of the camp population as 'denominator' and divide it by the number of latrines available ('numerator'). To calculate the net enrolment rate in a camp school one would compare the number of school-age children enrolled in the camp schools ('numerator') with the overall number of school-age children in the camp ('denominator'). To compare the number of children enrolled in camp schools with the number of the overall population, including adults, would not lead to any meaningful data.

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

☐ Information management expertise has been employed.

☐ Accurate base-line data and regularly updated camp population figures disaggregated by age and sex 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 have 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 try to avoid duplication, information overload 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 to other stakeholders including service providers, the Sector/Cluster Lead, UNOCHA and the national authorities for further analysis, with due regard for security and confidentiality.

☐ Information is used in coordination forums, for referrals of individual cases, to advocate for an appropriate protection response and for gaps in service and assistance provision to be filled.

☐ 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 and is involved 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, and 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.

☐ The information management system in the camp is monitored and evaluated and the Camp Management Agency is open to changes for improvement on the basis of feedback.

TOOLS

> **(!)** Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- 'Agencies by Sectors' matrix from Darfur, Sudan
- Camp Management needs assessment (sample checklist)
- Camp assessment form from East Timor
- Camp assessment form (sample)
- Camp map (sample in Excel) from Darfur, Sudan
- Camp Status Report and Database (sample)
- CCCM cluster: standard on information management
- Checklists for information management, participation and accountability
- Checklist ''How Accountable Are You?'' Checking Public Information
- Emergency rapid needs assessment (sample form)
- HIC. Assessment quick tips
- IDP assessment form from Indonesia
- IDP rapid assessment form from Afghanistan
- IDP rapid assessment form from Afghanistan (guidelines for users)
- 'Quality of Life' checklist from Sri Lanka
- Site management capacity inventory form from Sri Lanka
- ''Standards vs. Actual assistance'' matrix from Jembe camp
- Transitional Settlement Monitoring Mechanism form from Indonesia
- Terms of Reference for focus group discussion (sample)

- **UNHCR, 2006.** *The UNHCR Tool for Participatory Assessment in Operations.* www.reliefweb.int/rw/lib.nsf/db900SID/LGEL-5G8F5Q/$FILE/ifrc-Toolbox-oct96.pdf?OpenElement

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ENVIRONMENT

KEY MESSAGES

▶ Existing natural resources need to be managed effectively and sustainably in the camp and surrounding area. The Camp Management Agency should identify ecosystems and natural resources that might be at risk and might 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.

▶ Environmental issues can trigger disputes between host and camp communities as the natural environment may represent a common source of economic support. Host communities should be involved in key decision-making that relate to the environment. They should also benefit from some environmental support activities, like tree planting, awareness raising, fuel-efficient stoves and improved animal husbandry.

▶ A rapid environmental assessment should be carried out for each site prior to its final selection. A more detailed and thorough environmental assessment can and should be conducted at some later stage when humanitarian priorities have been addressed.

▶ The camp environment and surrounding landscape can be managed through a Community-based Environmental Action Plan (CEAP) that identifies critical environmental and related livelihood and social issues. The plan should also help determine what demands can be met without degrading the environment or negatively affecting the welfare of host communities. Discussions with key stakeholders will also help tailor environmental responses as much as possible to the unique needs of the camp landscape. The action plan should also serve as an important basis for monitoring.

▶ Attention needs to be given to ensuring that not only the visible impacts on the environment, such as revival of vegetation cover, are addressed. Examples of other issues include the overuse of groundwater resources or contamination of surface or ground water which can unduly effect the local environment.

▶ The Camp Management Agency should ensure that environmental guidelines are applied in each setting. Establishment of environmental committees (with representatives from the host and camp communities) is an effective way to do this. The Camp Management Agency should ensure that such committees are well-briefed on experiences which have been learned and documented in other situations in relation to displaced camp populations and the environment.

INTRODUCTION

Environmental concerns are a feature of every camp and need to be taken into account from the moment a site is selected until after it has been responsibly closed. 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. Specific considerations will need to be made at the various stages of camp operations and will require careful analysis to modify existing tools and best practices to the particular context where the Camp Management Agency is working.

It is critical to carry out an environmental assessment as soon as a site is considered for temporary placement of a camp, and certainly before a site is finally selected. When viewing different site options, it is important to consider the size of the site that is selected. Larger camps will have concentrated damage due to site infrastructure and potential local harvesting of resources. Smaller camps will cause less intensive damage, but will disperse the damage over a larger area. The UNHCR *Handbook for Emergencies* (2007) suggests a maximum site size of 20,000 persons with one-day walk between camps – in part to reduce environmental damage.

▶▶ *Guidance on how to conduct a complete environmental assessment or, when time is precious, an initial rapid environmental assessment, is included on the TOOLKIT CD ROM in the FRAME Toolkit from UNHCR and CARE International, 2005.*

Although not always practical, as a guiding rule, 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 cover, or collect wood to keep warm and cook their food. 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 all phases of camp operations. 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 local authorities, humanitarian stakeholders or even donors. In these circumstances, the Camp Management Agency will have a particularly strong advocacy role to play.

Additionally, the Camp Management Agency should:
- Address environmental concerns directly related to the camp site which may include site-specific interests like ensuring that any local or traditional rules governing access to certain places around the camp – such as a sacred forest or hunting of a wildlife species – are known to, and respected by, all camp residents and service providers.
- Intervene and prepare appropriate conflict resolution measures with representatives from local communities. In an environment where natural resources are limited, accessing these (wood and water for example) is often an area of dispute between camp residents and host communities. Preventing or resolving conflicts that might arise over the use of natural resources requires diplomacy.
- Train staff as well as community leaders or camp committees to be aware of the links between environment and protection of the camp population. Special attention is needed to identify groups at risk, especially women and children when collecting fuelwood or performing other household functions.

- Inform camp residents about the environmental impact of a camp. 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 educational manner.

Other Environmental Agencies

Working with local or national environmental agencies will be different from one country operation to another. Some countries may have a distinct environmental ministry while others may have a ministry dedicated to related subjects such as agriculture, water and/or natural resources. When working with a lead agency or implementing environment programming on its own, the Camp Management Agency should:

- engage with the relevant government authorities as early as possible in the camp response
- keep in mind that many government agencies will not have had relevant prior experience dealing with refugee or IDP operations: involving them in training on environmental management will help to strengthen their capacity
- consult with authorities well in advance of planned of camp closure and rehabilitation.

▶▶ *For information on camp planning and closure and rehabilitation issues, see chapter 7.*

🔺 Responsible Practice? Voice from the Field

'A Camp Management Agency operating with a mobile team and monitoring up to 50 small sites, was implementing a maintenance and upgrade project for sanitation facilities. This entailed the private contracting of a 'gully sucker' – a truck with a pump to clear out latrines. Time was invested in ensuring that the waste from the lorry was disposed of responsibly on remote and disused land, with the farmer's permission. As planned, some weeks later the municipal council took over operations, using government resources to clear out latrines in the sites. Their 'gully sucker' was seen on cliffs overlooking the nearby beach pumping the contents of the lorry over the edge and into the sea. This issue was taken up with the local authorities.'

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. This person should be familiar with recommended environmental key policies such as UNHCR's *Environmental Guidelines* and other best practices, like those listed in the tools section of this chapter.

The environmental focal point should also:

- support formation of an environmental committee, ideally including representatives from both the camp population and host community. Environmental committees should have specific Terms of Reference (which includes reporting lines) and when operational, may even draw up specific camp- or village-based rules governing the use and management of natural resources.
- ensure that the partners and colleagues address environmental issues in relation to all other sectors. The focal point needs to be the first person proactively advocating for environmental protection and identifying appropriate measures according to the needs.

▶▶ *See an example of aTerms of Reference for environmental committees on the TOOLKIT CD.*

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 in-built monitoring processes.

Periodic attention will also need to extend to activities addressing the environmental consequences of water extraction, waste disposal or vector control. Household visits and direct observation are also important monitoring aids as these will reveal whether families are using and maintaining facilities such as stoves in the correct manner.

While monitoring the environmental impact and activities, a Camp Management Agency needs to be particularly concerned about the risk that:

- Environmental 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 be priority interventions, and/or the response capacities amongst humanitarian and environmental organisations may not be sufficient.

> ❗ Mainstreaming environmental protection into sector-specific interventions in the camp requires financial and human resources and planned opportunities for participatory monitoring and evaluation.

Community Mobilisation

The Camp Management Agency should make sure that camp residents have access to information about environmental management. Messages and guidelines on environmental issues should be simple and easy to understand. Different activities can be undertaken to raise and maintain environmental awareness within the camp. These may include:

- organising special occasions, such as celebrations for World Environment Day on June 5th
- including camp-wide community mobilisation activities when designing a camp's Environmental Management Plan
- promoting camp site clean-up or tree-planting campaigns.

Sharing special events with local communities also helps maintain good relations. Providing training and support to school environmental clubs is another means of promoting environmental awareness.

▶▶ *For information on participation and community involvement, see chapter 3.*

> ❗ Competitions can be one successful way of encouraging children in the camp to take responsibility for their environment. Teams of litter monitors can compete against each other to see who can collect the most rubbish in a given time; with a prize for the winner! Care should be taken however, to ensure that competitions are not misused by those in pursuit of prizes. Monitoring may be needed to ensure that the rubbish dump isn't purposely strewn across the camp, just so it can be re-collected!

SHELTER

Where natural resources like wooden poles, grasses and leaves are used to construct family shelters, the materials are often gathered from near the camp site. When shelters are built with local materials, the average quantity of wood required for basic shelters is typically 80m of straight poles with an average diameter of 5cm. Many such resources need to be replaced on a regular basis due to termite attacks.

Prior to a distribution of shelter materials such as plastic sheeting the Camp Management Agency should consider that their distribution may lead to the felling of timber to build support structures. Consequently, organisations may choose to distribute structural as well as covering materials. Grasses and foliage used in making roof cover often have a specific season for harvesting. Harvesting during the seeding season 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, timber may also rot or be attacked by insects. For it to last any length of time, timber or bamboo should be cured (dry) and ideally treated.

▶▶ *See the guidelines being developed at www.humanitariantimber.org*

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 and offer better living conditions. They also reduce the amount of wood typically needed for construction by around 80%. However, significant amounts of water are required to establish the correct mixture. Pits excavated for mud will fill with water and can become a breeding pond for malaria-transmitting mosquitoes if not filled.

> ❗ Some of the excavated water pits used in brick-making might be converted into compost pits. As open pits are a hazard to children and animals (and in some wet climates may also serve as breeding sites for disease carrying vectors such as mosquitoes), the Camp Management Agency should make sure that they are fenced off as soon as possible and that local climatic conditions are observed before converting.

If shelter materials are not provided, there may be a need to organise the cutting of selected trees from designated and controlled harvesting sites. When materials are being brought in from outside the site, they should be sourced from locations where they have been harvested or gathered in an environmentally friendly way.

▶▶ *For more on shelter-related issues, see chapter 15.*

WATER AND SANITATION

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

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

> ❗ The Sphere Project, 2004, states that "the bottom of latrine pits should be a minimum 1.5m above the maximum water table." This distance may need to be increased for fissured rocks or limestone, or decreased in fine soils. Drainage or spillage from defecation systems must not flow towards surface water or shallow groundwater sources.

▶▶ *For more information on standards on latrine placement and hygiene promotion see chapter 14.*

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

Erosion

Particularly where camp sites are established in hilly regions, the removal of vegetation and trees can lead to severe erosion and deep clefts on slopes. There are examples where, after some years of a camp's existence, members of the host community in the surrounding areas had to be moved because agriculture was no longer possible on their land.

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. This, in turn, can lead to replenishment of underground water reservoirs and, in some instances, prevent water shortages and periodic drought.

> **!** Erosion is particularly an issue in site construction. Avoid site clearance and levelling with heavy earth-moving equipment (bulldozers). Hand clearing can also provide income for camp residents and encourage participation in site set-up.

▶▶ *For more information on camp set up and closure, see chapter 7.*

Rainwater Harvesting

In dry or seasonal environments, efforts can be made to encourage the use of basic rainwater harvesting methods. Often a much-overlooked practice – and one with which camp residents may already be familiar – collecting and storing rain water can significantly supplement a camp population's supply during periods of heavy rain and reduce the risk of drinking contaminated water. Unless large reservoirs are built, the volume of water collected will not last to the end of a dry season. Collecting water from roofs has been most successful in regions with heavy and prolonged rains.

For best results, the following options should be considered:
- harvesting rainwater from roofs where solid surfaces like clean plastic or metal can reduce contamination from leaves and grasses, and animal droppings
- 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 harvesting.

Sanitation

Closely linked to water availability is the issue of environmental sanitation. Consideration should be given to:

- location and maintenance of latrines
- disposal of human excreta
- hygiene promotion
- removal of wastewater, including that from drains
- elimination of solid and liquid camp waste – which may range from medical waste to packaging
- dust and the control of insects, rodents, vectors and other pests.

▶▶ *For more information on sanitation, see chapter 14.*

> ❗ 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 gardening and agricultural initiatives.

DOMESTIC 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. Other natural resources, like animal dung and crop residues, are commonly 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 1-2 kg, and as much as 4-5 kg, of fuelwood per day for cooking. Every effort should be made to limit the amounts of natural resources used in food preparation through:

- Promoting regular use of fuel-efficient stoves for when they are used properly they 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 can be induced 'artificially' through tighter control over the free collection of wood. Users also need time to become familiar with the stove design and knowledgeable about its upkeep.

- 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 the camp community to soak hard foods such as beans or mill cereals.
- Promoting shared cooking among groups of households: however, in some cultures this may not be acceptable and also ruled out where food rations are the primary source of food.

Some resistance to uptake of fuel-efficient stoves is likely, part of which might be related to people's 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.

▶▶ *See the World Food Programme's Fortified Blended Food Recipe Book*
▶▶ *For information on food and non-food item distributions, see chapter 13.*

⚠ The Camp Management Agency should carry out needs and availability assessments of natural resources such as fuelwood and should monitor the situation and update findings regularly. Knowing requirements and ways to complement the supply will help determine a better-managed system.

⚠ Fuelwood, the most widely used source of energy in most camps, is often collected from the surrounding environment. In certain circumstances, high demands for fuelwood 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 Management 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 options for cooking should also be considered.

> **❗ 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 of providing 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 on markets or make charcoal out of it. It is necessary that the Camp Management Agency monitors the camp population's use of fire wood as well as the availability of fuelwood and charcoal on the nearby markets.

ENVIRONMENTAL MANAGEMENT PLAN

In both long- and short-term camp operations, the environment will be affected in many ways. There may be additional impacts passed on to the host community, given the increased demand or competition for specific or scarce natural resources. Some of these demands may be constant, so it is important that the Camp Management Agency:

- monitors their impacts on natural resources and aligns its programmes to deal with these
- proactively advocates for the implementation of additional programmes for environmental protection
- introduces alternative technologies and practices such as more efficient use of fuel and improved cooking practices.

One such tool to monitor environmental issues is a Community-based Environmental Action Plan (CEAP). Intended as a means for camp as well as host communities, local authorities, the Camp Management Agency, and other service providers to discuss common concerns and agree on a way to address them, a CEAP needs to identify environmental impacts in all camp sectors and include a priority list of interventions – such as rehabilitation of eroded areas and reforestation). Some of the benefits of having such a plan are to:

- prepare community members to take care and preserve the environment while living in the camp
- illustrate the main problems to all stakeholders
- allow people to become engaged in the process as well as in practical actions
- highlight how the main problems might be addressed
- specify who and/or what actions are required in order to address the key issues and needs identified.

As long as the community feels ownership for the plan – through developing and implementing it themselves – 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 could actually be achieved. 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 wish to see it returned to its past status. By pointing out different options that could perhaps be realistically achieved and more useful to them, the Camp Management Agency can ensure that environmental considerations are taken into account. Some options to suggest are:

- income-generating activities spanning a range of short-term benefits from market gardening to longer term investments such as hardwood production
- turning an empty former camp site entirely into a community plant nursery and tree plantation where the population has access to the many goods and services these can provide, according to their agreed regulations.

> **❗** 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.

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 people living in the area: this necessitates prior consultation with the 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. Planting or caring for trees is also not part of certain cultures. 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' 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 is a long term project! Projects must be funded for many years and/or adopted by local communities. Otherwise, they are sure to fail.

AGRICULTURE

Many camp residents establish small-scale agriculture projects while displaced. Local rules, previous experience and the amount of available space, will dictate the range of farming activities. Using household waste 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 in circumstances where 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 between local land owners and camp residents whose contributions or labour are usually paid by incentives or a shared portion of the harvest. 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. If people are unfamiliar with more environmentally-friendly options of 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. The correct alignment of roads and the location of infrastructure is also important in terms of preventing 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. Wild fruits, herbs, plants and even 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 with camp authorities as well as, the host community
- develop awareness of income-generating activities that are linked with the use of natural resources. Small-scale craft making such as baskets, mats and screens from grasses, and small furniture items from bamboo or wood may increase livelihoods, but the scale of these initiatives needs to be balanced with environmental interests.

LIVESTOCK

Keeping livestock may not be possible in every camp situation, but where it does take place, special provisions need to be made in order 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 disease and parasites by encouraging good animal husbandry practices and vaccination campaigns in collaboration with veterinary services
- 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 herds of larger animals.

▶▶ *See Livestock Emergency Guidelines and Standards (LEGS) at www.livestock-emergency.net*

ROLES AND RESPONSIBILITIES

☐ An initial rapid environmental assessment (REA) is conducted prior to site selection.

☐ Further surveys or plans for a more thorough environmental assessment (EA) are considered and planned.

☐ 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.

☐ Main environmental management issues and priorities are identified in and around the camp.

☐ Local authorities and lead agencies are consulted to verify that the camp site and environmental priorities are those approved/endorsed by their department/agency.

☐ Environmental requirements and resources to be protected are verified with the neighbouring or host community.

☐ Information is communicated to all key stakeholders.

☐ Relocation plans are prepared for persons that need to be moved in order to protect critical natural resources.

☐ The camp layout considers land contours to minimise erosion.

☐ The camp layout considers maintaining as much existing vegetation cover as possible to reduce risks of erosion.

☐ A CEAP is developed and implemented.

- ☐ Standards and Indicators for environmental monitoring are discussed and established.

- ☐ 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 the local resources.

- ☐ The implications of mass production of shelter materials are considered (i.e. water requirements for mud brick/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 and bathing areas, rubbish pits and burial grounds.

- ☐ The "four R" guidelines ("Reduce water consumption! Rainwater harvesting! Recycling water! Restore the natural water cycle!") are used and practised.

- ☐ Groundwater sources are used appropriately/sustainably to prevent long-term damage (i.e. salination or reduction) of the aquifer.

- ☐ 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 fertility of garden/agricultural plots.

☐ Solid waste (including medical waste) is disposed of properly both on-site and off-site if removed from the area.

☐ 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' but 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.

FIREWOOD/FUEL
- ☐ Periodic 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.

- ☐ 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.

- ☐ Plans are established for programmes to reduce environmental impacts – i.e. tree nurseries for future provision of fuelwood.

- ☐ Fuel-efficient cooking methods are promoted.

ENVIRONMENTAL REHABILITATION
- ☐ Projects are put in place to rehabilitate the camp once people return home.

- ☐ Implementing agencies and local 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. Emphasis is placed on using native tree species.

TOOLS

> **!** Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- RedR Latrine Decommissioning Training Notes from South East Asia

- Best Practice Guidelines for the on-site Decommissioning of Emergency and Semi-Permanent Raised Level Latrines from Sri Lanka

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CAMP SET-UP AND CLOSURE

▶ Camps exist for the provision of assistance and protection to displaced communities. Fulfilling these objectives is the task of the Camp Management Agency at every stage of the camp life cycle, not least during camp set-up and camp closure. The priority is to ensure a safe, secure and healthy environment that is efficient to manage, supports participation and provides access to basic human rights.

▶ Camps may be established because of conflict or natural disaster, and they may be planned or self-settled. The camp's location, size, design and duration of existence are context-specific. The location of a camp 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.

▶ Setting up and closing camps requires a great deal of input from experts and other participants. The role of the Camp Management Agency includes ensuring that all stakeholders are involved and participating. The expertise of camp planners, technical staff, governments and authorities and the host community should all be employed.

▶ 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 and assets.

▶ Situations resulting from conflict and natural disaster are unpredictable, and the need for a camp often lasts longer than is initially planned. Future eventualities and different scenarios need to be anticipated at the set-up stage, including provision for population growth, repairs and upgrades and supplies of sustainable resources.

> ❗ 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 they should be established only when other solutions are neither feasible nor preferable. This can be especially 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 Sector/Cluster Lead Agencies, along with government authorities and displaced populations, will consider the options available, bearing in mind the need for efficiency in providing goods and services, as well as concerns about protection and health risks, environmental degradation and the psychosocial impact of life in a camp.

▶▶ *For a diagram on transitional shelter options, see the Tools section at end of the chapter.*

INTRODUCTION

The aim of this chapter is to provide Camp Management Agencies with insight into best practice in camp set-up and closure. It provides an overview of what is required to ensure that camps are established with proper attention to site selection and site planning, and that camp closure processes are developed early to ensure the protection of the population and the management of the site and its assets. This chapter does not include exhaustive descriptions of every aspect of camp set-up and closure, but rather acts as an aide-memoire to help Camp Management Agencies ensure that the right questions are being asked and that their role and responsibilities in the various processes are clear.

The site 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 and ultimately closes down. A great deal of information and technical skills are needed which can only be acquired by assembling critical stakeholders, capturing their knowledge and skills and coordinating outputs.

While camps are often set up with the expectation that they will be short-term arrangements, planning should always aim for longer-term needs and unexpected eventualities. Whilst the identification of durable solutions is always the ultimate aim, it must be recognised that short-term planning can negatively affect displaced populations and host communities in the longer term. For example, in site selection and planning, it is essential to thoroughly assess water resources, land access, the labour market and natural resources to cover the current and future needs of the host community and the displaced population-. 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 concrete infrastructure – such as school buildings, community halls, roads, electricity cables or wells – may benefit local communities well after the displaced population has returned home. The eventual hand-over of such assets during camp closure should be defined and agreed with involved stakeholders from the outset. Best practice in camp management means that the planning of camp set-up and camp closure are interrelated from the beginning.

The Camp Management Agency has an important role to play both in the process of set-up and closure. While host-government authorities and the Sector/Cluster Lead Agency are ultimately responsible for higher-level negotiations, the Camp Management Agency is intimately involved in ensuring that the whole effort is comprehensive, inclusive and well-coordinated, and upholds the rights of the displaced population.

KEY ISSUES

CAMP SET-UP

Ideally, sites are selected and camps are planned before the controlled arrival of the displaced population. This is a rare occurrence, however, and in most cases, the Sector/Cluster Lead Agency, the Camp Management Agency and other actors will arrive on the scene to find populations already settled and coping in whatever way they can.

Self-settled camps are often situated on poor and possibly hazardous sites, or situated too close to areas of insecurity, and permission to use the site chosen is usually informal and requires reconsideration. Self-settled camps 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 and surface water drainage and infrastructure such as schools, distribution centres, water supplies and recreational areas.

Reorganising Self-Settled Camps

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. Although they may seem chaotic, there may be some order and reason for why groups have settled in certain locations that may not be immediately apparent – perhaps they are divided by area of origin or along ethnic lines. It is better to find out what these reasons are and to work with the concerned individuals to find a solution rather than forcing people to move according to a master plan. 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 and structures.

Relocating, reorganising or the phased upgrading of a self-settled camp requires additional capacity and expertise, and this must occur in parallel to the delivery of goods and services. On the other hand, reorganising will make management easier, more efficient, more participatory and safer. Urgent consideration must be given particularly to relocation or reorganisation if the population is in imminent danger due to where they are settled or if certain groups or individuals face protection issues as a result of how the camp area has been constituted.

The reorganisation of an existing camp may also happen due to new arrivals, or be the result of relocation if, for example, communities are evicted from collective centres, or when existing camps are consolidated during phase-out.

CAMP MANAGEMENT SET-UP RESPONSIBILITIES

The responsibilities of the Camp Management Agency involve them in both site selection and site planning activities as outlined below.

It is primarily the national authorities' responsibility to identify a site in which a camp should be located. In most scenarios the 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 with site selection criteria, which can determine structural suitability, safety considerations or technical requirements for water and sanitation services. Equally important, some officials may have a political or financial interest in recommending certain locations for displaced populations. Sector/Cluster Lead Agencies usually negotiate with authorities in partnership with other key stakeholders, including the Camp Management Agency, which should be able to advise and give comment on technical assessments, and advocate for the needs and rights of the camp population.

Whether the camp area has already been settled or not, the Sector/Cluster Lead Agency may likely form a Site Development Committee (SDC) involving all relevant stakeholders. Although the composition of an SDC will vary a number of stakeholders should be represented: the Camp Management Agency, the planning and surveying authorities, service-delivery agencies, UN agencies, security forces, host community leaders and representatives of the displaced population. This will, among other things, create the highest feeling of ownership for all involved.

The Camp Management Agency in the SDC will contribute with its professional expertise on the issues of planning and set-up and assist the Sector/Cluster 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. The duties for the Camp Management Agency are to continue to monitor how the camp set-up is working for the residents, staff and host community and adapting and coordinating things as necessary.

It is essential that the displaced people and their hosts have opportunities to contribute to camp set-up. Failure to include these groups can lead to poor relations, unrest, and even violence. Site selection and camp planning should be seen as the beginning of a dialogue amongst all those affected by the event of displacement so that in the future, opportunities are realised and disputes are resolved. It must be noted that the views of community leaders may not always represent the views of the community as a whole. Insofar as possible, women, minorities and groups at risk or with specific needs should be represented on the SDC. If the SDC cannot work as one unit, sub-committees may be formed which then feed into wider discussions.

In addition the Camp Management Agency has the responsibility to contribute their knowledge of the community and their activities, and their knowledge of the on-going management requirements of the camp. Planning for the effective distribution of goods and services will require an understanding of

livelihoods, cooking and hygiene practices. Similarly there needs to be a shared understanding at the planning stage of how distribution centres, social buildings and infrastructure such as roads and drainage channels will be used, managed and maintained.

SITE SELECTION FOR PLANNED CAMPS

The selection of a camp site is dependent on a myriad of 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, the site's location involves concerns about access, the geology and topography, trees and vegetation, the potential impact on the environment and potential risks due to environmental causes of disease or other public health issues.

> ❗ The first consideration in site selection is safety from hazards. 'Integrated hazard mapping' is required, regardless of whether the camp is established as a result of a conflict or natural disaster. Sites are often made available for displaced communities simply because they are inappropriate for human habitation.

Location

Security

The camp's location in itself could enhance the protection of the displaced population, or it may jeopardise protection. Protective factors include host communities with strong ties to the displaced population, the proximity of responsible security forces, and ample resources. Negative factors include proximity to hostile communities–whether across a border or not – proximity to military or rebel bases, and areas where there are already strained resources. In general, 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 hazard. Setting camps away from security threats or natural hazards may be costly and complicated; however, failure to do so adequately may destabilise entire regions and undermine all subsequent humanitarian response.

Access

Any site must be easily accessible in all seasons. Accessibility is not only of importance to ensure the regular provision of relief supplies, but ensures a population's mobility to pursue livelihoods and access to essential services, such as health

care. Proximity to town may be desirable in order to reach resources such as a referral hospital, but such proximity must be balanced against any possible friction with the host community. In cases where the camp is located in a town, negotiations will be required with the host government and community to ensure that the camp population has equal access to essential services.

Environmental Impact

As a general rule, sites should never 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. Equal care regarding distance should be considered for areas of particular importance for religious or traditional festivals, monuments, historic buildings, memorial sites and cemeteries.

Not all aspects of a site are visible or otherwise easy to identify. In areas where land is scarce, it is likely that the site has been abandoned or never used for a good reason such as the presence of landmines or contamination. Advice should be sought from local planning offices, rural development institutions and agricultural ministries.

Dealing with waste – solid or liquid – is another main concern, although many solid wastes are actually 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 more information on waste disposal, see chapter 14.*

Displaced people are sometimes accompanied by their livestock, which often represent an important source of livelihood. Therefore consideration needs to be given to the space required for potentially large herds of livestock, in terms of grazing as well as access to water. This can potentially be a source of conflict with local communities – as well as an occasion for disease transmission – so careful mediation may be required between the various stakeholders. Large, uncontrolled numbers of livestock can quickly lead to competition for scarce resources, as well as soil compaction and erosion.

Raising awareness of some of the most common recurring environmental

issues of human displacement 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, from the Camp Management Agency to the displaced population.

▶▶ *For more information about the environment, see chapter 6.*

Conditions
Availability of Resources – Water, Fuel wood and Construction Materials
The availability of water is probably among the most important criteria to determine a site's suitability. Such is the vital importance of water that short supply can cause not only outbreaks of disease and death, but conflict as well.

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 rarer sources of contamination, such as heavy metals.

Before a site is selected, it is important to calculate as closely as possible the daily water needs of the camp to ensure that this quantity can be provided 365 days a year. The following table and example are based on Sphere (2004):

Examples of Water Use per Person per Day	
Domestic Use	15–20 litres per person per day (minimum requirement for survival: 7 litres)
Health Care Facilities	5 litres per out-patient per day and 40-60 litres per in-patient per day
Feeding Centres	30 litres per in-patient per day, 15 litres per caregiver per day
Schools	3 litres per pupil per day

The estimated population of a planned camp is 20,000 people. School-age children make up 35% of the population and the acute malnutrition rate at the start of the operation is 3%. It is estimated that the health centre will need to accommodate 1% of the population as out-patients and .05% as in-patients per day. How much water will there have to be available and distributed every day?

20,000 people x 15 litres/person/day =	300,000 litres/day
20,000 people x 1% out-patients/day = 200 out-patients/day x 5 litres/out-patient/day =	1,000 litres/day
20,000 people x 0.05% in-patients/day = 10 in-patients/day x 60 litres/in-patient/day =	600 litres/day
20,000 people x 20% under the age of 5 x 3% acute malnutrition rate = 120 feeding centre in-patients/day x 30 litres/in-patient/day =	3,600 litres/day
120 caregivers x 15 litres/caregiver/day =	1,800 litres/day
20,000 people x 35% pupils = 7,000 pupils x 3 litres/pupil/day =	21,000 litres/day
Total =	328,000 litres per day
Please note that this is only the start of such a calculation. See Sphere for more guidance on cholera centres, mosques and livestock needs.	

▶▶ *For information on standards and indicators for water supply, see chapter 14.*

The other major resource which must be considered during site selection is fuel for cooking and/or heating. If wood is the main fuel source that camp residents are familiar with, a survey may be required to assess expected needs of the population, the capacity of the local environment to meet these needs, and the way in which wood harvesting should be organised – supervised or free-to-gather. 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.

> **!** Approximate fuelwood use per person per day: 0.6–2.8 kilograms depending on climate, food sources, and culture.

> **!** **Fuelwood and Sexual Violence**
> In insecure environments, fetching fuelwood 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 include the introduction of fuel-saving stoves, which can help to minimise this problem and are outlined in chapter six.

The availability of construction materials is another potential difficulty which must be assessed when selecting a site. It must be determined what traditional materials are used, their availability at the new site or, if those materials are not available, what the options are.

Typical building materials that fall into this category are tree poles and thatch or leaves, but even suitable mud may be difficult to find in sufficient quantities, especially when considering the amount of water necessary.

It should be determined if the immediate environment can handle the additional strain of procuring building materials locally. If the assessment shows that it will not be environmentally destructive, the Camp Management Agency should organise the procurement of building materials from the host community, which will likely be more organised than if the displaced population gathered materials themselves. Such a scheme can also cut costs and build a good relationship with the host community through economic support. If, however, this is not possible, then 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.

▶▶ *For an example see the Forest Stewardship Council – FSC www.fscus.org which promotes responsible management of the world's forests.*

Size

The recommended minimum surface area per person is 30 m², 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, 45 m² is considered the minimum surface area per person.

In general, camp populations should not exceed 20,000 people. However, large-scale displacement and/or a lack of suitable land may require that camps accommodate significantly more individuals, even if temporarily. Therefore it is incumbent that the SDC create a growth strategy to create new "neighbourhoods" or "phases", as necessary. An absolute maximum population size for the suitable land area should be determined. It should be made clear to the authorities early on that this is the maximum and when a certain trigger point is reached – such as 75% 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 year.

Geology and Topography

A gentle slope between 2–6% gradient will facilitate natural drainage and agricultural activities. Flat sites may face drainage problems where water is abundant and could become marshy in the wet season. This can also lead to the accumulation of standing water bodies which, in turn, can become breeding centres for disease-carrying vectors such as mosquitoes. Very hilly areas – above a 6% gradient – 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.*

Soils which absorb surface water easily 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.

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.

▶▶ *For more information, see chapter 6.*

Environmental and Disease Risks

Sites that are 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 local ministries can help prevent or at least predict environmental risks.

Certain sites may pose health risks which may not be immediately evident, such as malaria or river blindness. Health agencies involved in the SDC should visit local clinics to identify possible health risks typical for the area.

▶▶ *For more information on health-related issues, see chapter 16.*

Cultural and Social Issues

The cultural and social context of the displaced population should be an important factor in site selection. However, it is recognised that these issues are often secondary to the need to find a suitable site that will be made available by the host government. It is important for staff in the camp to understand the strangeness or stress a community may experience on relocation to a new and unfamiliar area.

Examples of cultural and social issues are pastoral groups who normally live several kilometres from their nearest neighbours, who are now forced to live in a communal environment; urban populations who now find themselves living in a semi-rural camp environment; or ethnically or religiously different groups who do not normally live near one another but who are now sharing space and resources. Allowing for cultural and social considerations may require ensuring that the displaced community provide their input on how the layout of the site can be made as culturally and socially appropriate as possible; allowing for familiar norms, behaviours and rituals to continue in the camp; and where appropriate, providing psychosocial support or training for camp staff.

Relations between displaced and host communities may be both competitive and productive. There may be competition over resources but communities often benefit from each other's existence through business, labour exchange and

trade. It is advisable not to place overwhelmingly large camps besides smaller host communities. In any case, an assessment should be carried out regarding the host community's ability to cope, as it may rapidly increase in size and economic activity if the camp creates a "boomtown" situation. Cultural, ethnic, religious or linguistic differences may have a major impact on how the displaced population is received. Particular caution should be taken where conflicts are ethnically-fuelled.

Access to livelihoods for camp residents should be considered during site selection. Livelihoods might constitute the opportunity to establish vegetable gardens, small-scale farming or animal husbandry, handicraft making and – most importantly – a marketplace for trade or nearby job opportunities in the local community. It is important to remember that many camps are not rural and that the realities of livelihoods in a collective centre are very different to those where there is access to land.

▶▶ *For more information see chapter 18*

Availability of Land

National and local authorities often have their own interests in identifying certain sites and avoiding others. Displaced populations are frequently settled in rather isolated, remote or unsuitably rocky or swampy areas for reasons of security, in order to avoid conflict over real or alleged scarce local resources or even as a shield between warring parties. Some options may be unacceptable as the security and protection of the camp population are a priority. The eventual site identification will usually be based on a compromise between the interests of all stakeholders and the land available. Some potential conflicts over land may be seasonal and not immediately apparent at the time of assessment -including access needs for seasonal pastoral herd movement or grazing. The two questions that should be asked are:

1. If the land is not already being used for settlement, why not?
2. If the land is being used for some purpose, what will happen if a camp is set up instead – for example, if land is lost for grazing?

A Memorandum of Understanding (MoU) must be prepared by the Sector/Cluster Lead Agency and the government to outline the rights and responsibilities of all parties – such as the Sector/Cluster Lead, government authorities, landowners, the Camp Management Agency, camp population and host population – regarding the establishment of a camp. All issues pertaining to the establishment of a camp

should be fully discussed with the local community so that there is a common understanding of what the camp community will need and how this will impact on the host community. Where appropriate and required, all agreements should be outlined clearly in the MoU. Local protocols, including norms and values that host community members abide by should also be articulated, if necessary.

If possible, the Camp Management Agency should participate in preparing the MoU and should, in all cases, have available a copy of it. Additionally, the Camp Management Agency should make sure that its staff and the camp population understand what is outlined in the MoU.

SITE PLANNING

Even as different sites are being considered and the legal issues worked out, the SDC must start to plan the actual camp. Again, this is a complicated process which requires the input of many experts and stakeholders.

Starting with the Family

While it may seem counter-intuitive, the key to effective site planning is starting with the smallest building blocks of the camp – the individual and household – and building upwards. If one starts with the larger picture of the camp area and tries to work downwards, critical issues such as spacing and placement of shelters and services will be left with few options.

Using this decentralised community approach, the SDC would first discuss with the community their smallest unit – usually family or household – and then expand to whom they normally relate to and live near, until a clear pattern evolves. This is not to imply that a rigid grid pattern is used, as that may lead to isolation and overcrowding. Rather, a U-shaped or H-shaped cluster pattern is preferred as it promotes neighbourliness and communication with other communities, encourages ownership of shared facilities and resources, increases access to facilities and services and decreases hazards associated with over-crowding. Family units may be centred and surrounded by shared facilities such as latrines and wash/laundry areas or recreation and meeting spaces.

The table below shows an example of how family units are 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 perhaps other factors such as different groups occupying the same camp.

Community building blocks (modified from UNHCR 2007):

Smaller Unit		Larger Unit		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; being able to identify sectors and blocks, down to family shelters that will facilitate planning on both a large and small scale. Eventually, this becomes critical in being able to identify persons with specific needs and community leaders, and so on. 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…)
So that addresses do not consist of too many divisions, "communities" are generally skipped in the address system.
Thus a family's individual shelter may be 3-C-54 (Sector 3, Block C, House 54).

Whilst 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 people, small children and babies, those with impaired mobility and others at heightened risk, such as women. It is for the Camp Management Agency to identify what those mechanisms are and help support them. Likewise, the Camp Management Agency must identify and fill gaps in provision for those who may be marginalised and therefore especially vulnerable. 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, however, this is discouraged as it isolates these groups and leaves them without the protection of the community at large.

In cases where persons with specific needs are not being adequately cared for, it is the role of the Camp Management Agency to work with protection agencies and camp committees to help find solutions.

> ❗ **Use of GIS (Geographic Information System) 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 meters of that point. This then shows which sections of the camps are not meeting minimum standards for access to water. (Sphere key indicator – 'the maximum distance from any household to the nearest water point is 500 metres')
>
> GIS is a very visual and powerful tool with capacity to map detailed demographic information about where in the camp groups or individuals live. 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.

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. Where possible, stakeholders involved should try to make use of the positive aspects of what are otherwise seen as limitations imposed by infrastructure needs. For example, non-toxic and unpolluted waste water can be diverted to underground 'soakaways' and can support vegetable gardens.

Site assessments should take place as soon as possible to 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, fire-breaks and possible expansion areas and assess the sustainable use or possible overuse of local natural resources.

The following table gives general guidance with regards to communal camp-wide features. These are merely for reference, as other chapters carry more specific information that experts need when actually planning and constructing individual features. While national standards will be used in some cases, these are taken from Sphere, UNHCR, UNESCO and the USAID Field Operations Guide (FOG) manual.

Guidelines for Site Planning

TYPE OF FACILITY		NO./PERSON	OTHER NOTES
Camp Area	Total Open Space	30–45 m² per person	
Living Area	Covered Space	3.5 m² 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	
	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)	
	Health Centre	1 per camp (20,000 people)	
	Latrines	1 per 10–20 beds and 1 per 20–50 outpatients	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	

TYPE OF FACILITY		NO./PERSON	OTHER NOTES
Schools	School Block	1 per sector (5,000 people)	
	Classroom size guide-lines:	in general the standard size for a classroom 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= $1m^3$/student; up to 48 students= $0.74m^3$/student	
	Classes 1-3	up to 40 students= $1m^3$/student; up to 48 students= $0.83m^3$/student	
	Classes 4-6	up to 40 students= $1m^3$/student.	
	Tent class-room guide-line	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	
Distribu-tion Points	Distribution Point	4 per camp (20,000 people)	on higher ground to facilitate walking with heavy items
Grave-yards	Graveyard		30 metres from groundwater sources; determine if space is available within host community
Reception/ Transit Area	Latrines	1 per 50 people (3:1 female to male)	
Admin-istration Area	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	

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 various 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 any persons committing any crimes or acts of violence. Trade-offs should be made between networks of roads which allow privacy and protection and those which allow quick access to emergency vehicles and good lines of sight for security patrols. All roads and pathways need to be cleared of surrounding bushes and should, where possible, be provided with some lighting during the night for security reasons.

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, and have a greater turnover in population or more abandoned shelters. In both cases, the different security risks may need to be addressed through different community or road layouts.

Communal, Commercial and Recreational Areas
From the outset, extra surface area must be identified for communal areas such as open spaces and recreation fields, general meeting areas and space for religious gatherings. Sufficient space should be considered for markets, including margins for future expansion. 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

keeping animals. Livestock is usually placed outside the camp, as keeping it in crowded camps could pose serious 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 disease transmission to and from local herds.

If local and government rules permit, facilities should be arranged for people to engage in agriculture. This can benefit the region through enhanced trade, but may also help to diversify food rations available. 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. These may not require any intervention on the part of the Camp Management Agency.

CAMP CLOSURE

Like camp set-up, the closure of a camp is a context-specific process, which can take place for a variety of reasons, and in a diversity of ways or stages – 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. The identification of durable solutions is an essential goal of best practice in camp management, whether this is:

- return to the area of origin
- integration into the area of displacement
- resettlement to a third location (neither the area of origin nor of displacement).

It may sometimes be the case that whilst 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.

Whatever the circumstances around phase-out and camp closure, careful planning and extensive coordination is crucial and should be carried out by the Camp Management Agency in collaboration with the Sector/Cluster Lead Agency, the government authorities, local and international service providers, the camp population and the host community. The people of main concern are the displaced, and involving them in the process is imperative. Also, it is important to prepare the ground for an orderly closure with contractors and

other involved stakeholders. Even with careful planning, the Camp Management Agency should be prepared for eventual negative reactions and challenges in the closing of a camp.

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.

> ⚠ 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 in the exit phase, or may have already left. It can also be a time when budgets and resources are low, and everyone's focus is on wrapping up and going home. 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 care for assistance and protection of the community and the management of the site in this final phase.

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. Different durable solutions exist for refugees and for IDPs:

For refugees, the following durable solutions should be pursued, whenever possible as part of a comprehensive approach:	Achieving a durable solution to internal displacement means that IDPs enjoy their full spectrum of human rights and, as a result, they are able to rebuild their lives. A solution can be achieved through one of following three choices:
• voluntary repatriation to the place of origin • local integration in the country of asylum • resettlement to a third country.	• return to the place of origin • local settlement in the area where displaced persons have taken refuge • settlement elsewhere in the country.

Conducting training and/or disseminating information at the camp level about durable solutions, the right to voluntary return and the corresponding duties of the government authorities, is the responsibility of a Camp Management Agency, in coordination with the Sector/Cluster Lead Agency.

States have the primary duty to establish conditions which allow displaced persons to benefit from durable solutions. Whatever the solution is, it must be ensured that it is done voluntarily, in safety, security and with dignity.

Assessment

Perhaps most crucial in return exercises is to assess whether return is voluntary. Assessing the degree of camp communities' free will to return is a responsibility of all stakeholders, including the Camp Management Agency.

The decision to return needs to be based on free and informed choices, both about the situation within the area or country of displacement, and the conditions of the area or country of origin. Voluntary choice – derived from the principle of *non-refoulement* (the stipulation in international refugee law preventing the involuntary return of refugees) – 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 authorities and the humanitarian stakeholders involved, such as the Sector/Cluster Lead Agencies, in verifying 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. The Camp Management Agency should use all forums, such as youth, women's and older persons' committees to discuss motivations for return. Focus group meetings could be effective in identifying motivations and possible '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, the 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.

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 information about the situation in their place of origin, or resettlement that is accurate, objective and updated. Voluntary return is often spontaneous, and 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 authorities and humanitarian agencies when conditions for return are considered conducive for the population.

The return or repatriation of IDPs and refugees is dependent upon the situation in the country or areas of origin, and the necessary pre-conditions – voluntariness, safety, security and dignity – for both groups are the same. Voluntary return or repatriation in 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, and are 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.

Whilst there is no universally accepted concept of the term dignity, in practice, it means that the 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 government authorities and the Sector/Cluster Lead Agency, and to advocate for the conditions for an appropriate voluntary returns 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, which 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. Where necessary, special consideration 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 and planting seasons.

> ## 🔺 A Voice from the Field –
> ### Sri Lanka Reports the Following on Returns
> "Due to the returns process dominating the context of our work and return being a main concern for many IDPs, the camp management staff delivered one-off training sessions on return. These sessions took place in the sites, usually with a varied selection of the population sitting in, as they took place in a communal place and with an open invitation to the community. The team also worked closely with the Protection Monitoring Team and assisted with disseminating information regarding return, including rights related to return; local procedures and practices during previous returns to be aware of; and the site consolidation process – as sites were consolidated as a result of return. Some IDPs were asked to
> ▶▶

> relocate from less suitable sites to sites that were assessed to be more suitable for longer-term accommodation. IDPs have the right to remain on IDP sites without being deregistered and having assistance cut."

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

The spontaneous return of displaced people may happen quite unexpectedly. Spontaneous return may be triggered by sudden changes in the home areas or may be provoked by a change in security in the areas of displacement. The Camp Management Agency may provide transport support where required if conditions for return are conducive. The transport needs of those most at risk should not be forgotten, nor should the needs of persons with specific needs who may be left behind during the first phase of return.

Displaced people may decide to return home or depart for other areas even when conditions along the road or at the selected destination are insecure. The Camp Management Agency should aim to identify motivations for return or departure. This may identify other issues, such as political or military motivations or increased tensions. It may, however, 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.

In collaboration with authorities and service providers, issues around hardship, security and increasing tensions must be addressed by the Camp Management Agency. Whether or not to advise against return is context-dependent and should be decided in consultation with the Sector/Cluster Lead Agency, service providers and 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.

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 rely on its advocacy role. Advocacy must, however, always be an interagency initiative and be closely

coordinated with the Sector/Cluster Lead Agency. Forced return or relocation furthermore calls for a strong international response and senior UN-level interventions and is therefore beyond the scope of this chapter. Relocation of displaced people may be necessary in certain circumstances, provided that peoples' safety and security in relocation areas can be guaranteed. Any relocation process of displaced people must at all times take place under similar conditions of voluntariness, safety, security and dignity.

⚠ Closure of Collective Centres – Voice from the Field

"The priority in Serbia is the closure of the remaining collective centres. This process has been delayed because of the government's lack of acknowledgment of local integration as a durable solution for IDPs and its preference for promotion of return. Privatisation of previously state-owned companies has meant new owners have been keen to reclaim land and buildings being used as collective centres.

There are now a number of strategies that have been adopted by the government to help IDPs to move out of the collective centres and integrate into the local population. While many of these strategies have been open to refugees for a number of years they have only been recently extended to IDPs, particularly social housing. Overall only a small number of IDPs have moved out of collective centres and without a fairer system in place they are likely to persist for a number of years. Current strategies include:

- providing a small financial incentive and allowance to help IDPs move into private accommodation
- giving building materials for those IDPs that have started building their own home, but who lack resources to finish them
- including IDPs in social housing schemes aimed at providing subsidised accommodation for vulnerable groups
- relocating vulnerable IDPs into specialised institutions, including elderly homes
- supporting foster family arrangements involving IDPs
- conversion of the collective centres into either specialised institutions or subsidised housing.'

Phase-out and Exit of the Camp Management Agency

In some situations, even where a durable solution cannot be identified, the Camp Management Agency and other service providers may withdraw, and the camp may continue to exist. This may be due to either improved or deteriorated situations.

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 and the Camp Management Agency should make sure that all stakeholders are involved and working to support the decision. Careful planning and coordination of the exit phase is crucial.

Indicators of the feasibility of the exit of the Camp Management Agency could include:

- identification of durable solutions which can be implemented
- camp residents no longer needing the protection of the Camp Management Agency
- the situation in the area/country of origin improving to the extent where return is possible
- 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 groups of aid workers putting the population at more risk of harm than proportionate risk warrants
- access to the displaced population is no longer available or made extremely difficult
- another transitional settlement solution is required.

In this situation, some of the measures mentioned in this chapter that are also necessary in the case of camp closure, will be relevant as well. This includes liaison with the authorities and with other stakeholders for the promotion of protection and future provision for the remaining camp population.

🔺 Phase-out and Exit Strategies- Voice from the Field

'Despite on-going construction of permanent homes, and the return or resettlement of many tsunami-affected families, there were still displaced communities resident in camps eighteen months after the disaster in Southern Sri Lanka. Some were eligible according to government lists for houses being built by the government, international agencies and local community-based and religious organisations. For them it was only a matter of time and patience.

For others, who were 'renters', 'sub-families' or 'squatters', there was no clarity on durable solutions. These people had either rented or squatted in homes prior to the tsunami – which had since been destroyed, rendering them homeless – or were extended family members who were unable or unwilling to cohabit – as they had previously – in the new permanent houses. Their eligibility status for housing remained unclear, and they remained in the camps, which were fast emptying out and had minimal or no service provision. Some remaining camps in the south of Sri Lanka had been consolidated, and others had been closed. Landowners were calling for the return of their land, and the government wanted the coastline clear of camps. There was still much work to be done but limited capacity to do it.

Meanwhile, in the east of Sri Lanka, the security situation that had displaced so many families before the tsunami began to deteriorate once again. The resources of the Camp Management Agency were needed in response to the new emergency further north. After considering its options, the Camp Management Agency implemented a two-month phase-out project with three main objectives:

1. to complete one final update of the cross-sector camp database, to give remaining service providers and the authorities a clear overview of who and what remained in the camp sites
2. to complete the training and coaching programme in the camps that had aimed to build self-management capacity; leaflets were distributed with the names and details of government departments and municipal council service providers
3. to hand-over responsibility for emergency care and maintenance in the sites to a national NGO.'

CAMP MANAGEMENT RESPONSIBILITIES

The responsibilities of a Camp Management Agency during phase-out and closure of the camp it is operating in include the following tasks – which are outlined in more detail below:

- planning for exit and camp closure from the beginning
- assessing the voluntariness of return or resettlement
- coordinating and ensuring the participation of all stakeholders in the process
- liaison and dialogue with the government authorities and with the Sector/Cluster Lead Agency
- implementing information campaigns around camp closure and durable solutions
- promoting the particular protection of persons with specific needs and groups at risk
- administration and termination of contracts and agreements
- managing the documentation and data, including confidential personal records
- managing the distribution or decommissioning of the camps assets
- promoting the protection of and future provision for any people staying behind in the camp
- ensuring that the site is left fit for the purpose it was used for prior to camp set-up
- ensuring that environmental concerns are addressed.

Planning for Exit from the Beginning

As previously mentioned, planning for exit and the eventual closure of the camp should be seen as an integral part of the set-up process. Documentation and agreements made during the camp set-up phase, including all relevant legal documents, can be very important during closure. Hand-over plans with government partners 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.

Likewise, the Camp Management Agency must develop its relationship with the camp residents in such a way that from the beginning, whilst feeling safe, secure and motivated to participate in the life of the camp, the camp population is aware that it is a temporary measure and are focused on opportunities for the future and finding durable solutions. Working with the camp population from the start on issues of durable solutions can help reduce the shock of a camp closing, and also support hope and anticipation within the population. Likewise,

the active development of participation, skills and self-management strategies within the displaced community can help to decrease their dependence and reduce vulnerability, therefore empowering the camp population to retain and develop independence and self-reliance.

Coordination and Participation

Ensuring participation and coordination among all stakeholders in the camp during its closure is the Camp Management Agency's responsibility. This responsibility also 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, including continuous focus on looking for durable solutions to the displacement of the camp population.

Because many actors are involved in return strategies, it is recommended that a working group be established. Roles should be clear and where necessary, formalised. Certain areas of responsibility may be tense, in particular between the Camp Management Agency and local authorities. Coordination meetings should function as a forum for continued sharing of information on the voluntary nature of the return according to agencies' information from camp residents.

Dialogue with the authorities on return issues should be initiated as soon as possible. The authorities should at all times be part of in-camp coordination mechanisms – such as the working group on return – unless the government acts against the interests of the displaced.

Where required, in close cooperation with the Sector/Cluster Lead Agency, the Camp Management Agency may initiate or conduct training days/workshops at camp level, and as appropriate, for NGOs and government officials interested in protection concerns specifically related to voluntary return. As such, workshops may cover gender-specific issues, the concept of voluntary return and the IDP *Guiding Principles* related to return, resettlement and reintegration.

In its coordination role, the Camp Management Agency has a responsibility to work closely with the Sector/Cluster Lead Agency and advocate with service-providers and their donors to provide reintegration, rehabilitation and reconstruction assistance as appropriate. Where possible, cross-border programmes at the place of origin of the displaced should be initiated by the Sector/Cluster Lead Agencies and supported by the Camp Management Agency, who may provide information on community needs, and the link between relief, early recovery and longer-term development. This is crucial if durable solutions are to be sustainable.

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 about the situation at the place of origin, down to what shelter materials, documentation and other assets they should take when they leave.

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 factors can be based on security or political motivations, material needs or a combination of these.

> ⚠️ **Go and See Visits – Voice from the Field**
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> A camp manager reports an example of best practice in Go and See visits: "Planning Go and See visits is an activity where camp residents exercise their right to participate in and be informed about the return process. These visits need to be a confidence-building activity and should be well-planned. However, the visit itself is only one part of a Go and See visit. The 'return to the camp and share information' part is also a crucial aspect of the exercise. In planning the feedback phase of Go and See visits, established camp committees are often well-positioned to play a key role in chairing meetings and disseminating information about the visit 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. The dissemination of the information after the visit is as important as the visit itself."

Initiating camp-wide information campaigns on return is a Camp Management Agency's responsibility, in close collaboration with the local 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, schools and educational facilities, religious institu-

tions and through showing videos of home areas. In reaching out to different groups, existing in-camp committees and women's groups should be addressed individually. Schools and teacher-parent associations are ways to reach children. Children, like adults, should have the opportunity to raise questions and express their aspirations and insecurities about return.

The Camp Management Agency has a role in providing information on return procedures and transportation arrangements. Where local transport companies or international humanitarian organisations are responsible for transport, responsibilities must be defined and put in writing. Information on the return process must be disseminated in ways allowing 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, older people 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
- time, 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.

Persons with Specific Needs and Groups at Heightened Risk

Older people, those who are chronically ill, people with disabilities and those with impaired mobility need additional support. Special referral systems for these groups should be available throughout the return process. Occasionally, displaced people and humanitarian organisations may decide to leave individuals belonging to groups at risk behind and organise their return once reintegration assistance is forthcoming. Preferably, however, return of persons with specific needs should not take place after fellow camp residents have returned. Leaving people temporarily behind in a camp which is largely empty may have major negative effects on their psychosocial and physical well-being. Continuing care and assistance within the camp cannot always be guaranteed. Agencies will scale down or phase out completely, while authorities may decide to dismantle the camp after mass return operations have been completed.

Where these individuals travel entirely on their own, such as a single older

person with impaired mobility, a carer needs to be identified to assist the individual during the full journey. Carers should be identified with caution, preferably from the existing pool of trained social/protection workers, and appropriate compensation should be considered. Trained social/protection workers should identify people with specific needs or most at risk, and assess the special care they require during return. Departure zones should have a separate area designated for groups at risk and their family members. Following the identification of vulnerable persons, mobile registration teams should register those unable to show up for return registration and deregistration.

To reduce vulnerability or separation, people should be encouraged to return in groups of extended family members, women or groups of families accustomed to living together. Special arrangements for travelling in groups should be guaranteed and incorporated into the return and registration process.

The Camp Management Agency has a responsibility to monitor departure and all departure zones. Teams of trained monitors should focus in particular on the safety of single women, girls and children. Security during departure is a responsibility of the local 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.

The lead agency on child protection will likely assume a major responsibility in establishing appropriate arrangements for unaccompanied children. This agency should assess whether unaccompanied children are interested in return in the first place. Irrespective of a child's age, the child should always have the chance to express his or her views or anxieties. The lead agency on child protection is equally responsible for ensuring care of unaccompanied children upon arrival. Arrangements should be made with the societies to continue tracing activities upon return. The Camp Management Agency must coordinate all activities with the lead agency and provide support where needed. The different roles between the Sector/Cluster Lead Agency, protection agencies and the Camp Management Agency should be formalised and clear to all.

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. Where possible, protection/social workers should assess whether the relationship seems stable and whether continuation of care is likely or unlikely. Family support in return for fostering will cease to continue, which may trigger a family to separate from the child upon or sometime after return.

In addition, the foster family and the child may originate from different areas. The child must always be consulted whether he or she wants to return to the foster families' area of origin.

Special Programmes

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 Reading and References section of this chapter.*

Documentation and Data Records

Population Data

The government, the Sector/Cluster 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 as a result of their status as displaced. 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, and during the 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. Correct data have to be provided to ministries of various agencies such as the Immigration Department and the Ministry of Education or the Ministry of Health in order to ensure that the returning displaced population are able to obtain proper identification documents, access to education, health care and basic social services upon return. 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 through medical interventions. Medical records should remain with the displaced during transfer.

Administrative Documents

Operations reports, books of accounts and financial records are some of the vital administrative records that need to be kept for at least five years based on sound accounting practice.

A lessons-learned document should also be produced, which tells the history of the camp, including successes and how they were achieved, and challenges and how they were addressed.

▶▶ *For more on information management, see chapter 5.*

Deregistration

The 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. Likewise, people must deregister prior to receiving return packages or transportation allowances. 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.

Environmental Considerations

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-sector related 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. An assessment should be done of the extent and condition of infrastructure and existing services – such as water pumping and treatment facilities – with community members and local authorities, ahead of camp closure. 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 local authorities, and not merely imposed by external agencies. Livelihood security options should be encouraged as part of any rehabilitation programme. All rehabilitation initiatives require funding – although this is not always necessarily an expensive undertaking – which is why 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, who may wish to see the site remain as it currently is, instead of undergoing rehabilitation to restore some of its former qualities. 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. Such positive changes need to be identified and ways sought of working with local authorities and communities to maintain them.

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 related environment issues, see chapter 6.*

Asset Management

The Camp Management Agency is responsible for ensuring that all material assets in the camp are distributed through inclusive and transparent processes, and in coordination with all stakeholders. Exactly how this is achieved depends on the context. For example, shelters are often taken apart by the family and valuable materials taken with them, such as non-food items given in distributions – cooking pots or blankets – which are now their property. Water tanks may be collected by the service providers concerned, and electrical wiring in the site may need to be safely dismantled 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 government 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.

People Staying Behind

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 into neighbouring shelters for reasons of safety or psychosocial health, and any contracts needed for their assistance should be modified and extended accordingly. 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. Uncertainly about 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

☐ The Camp Management Agency works with the Sector/Cluster Lead Agency in establishing a Site Development/Camp Planning Committee.

☐ Representatives on the Site Development Committee (SDC) include:
- host government/authority representatives
- Sector/Cluster Lead Agency
- Camp Management Agency
- men and women from the displaced population
- men and women from host population
- representatives from programmatic and operational sectors – i.e., health, WASH, shelter, security, logistics, education and livelihoods – and from appropriate government ministries and/or UN agencies and/or NGOs
- surveyors, GIS experts, hydrologists, public health engineers and other technical experts.

☐ Information is analysed about the pros and cons of the site(s), based on considerations of:
- safety, protection and security
- social and cultural considerations
- the location and conditions of the land, including size, access, distance from the border and available resources.

☐ Future changes and uncertainties are planned for such as new arrivals and camp expansion.

☐ The camp is planned and set up in line with international standards and indicators.

☐ 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 and the reasons behind final decisions are documented.

☐ The environmental impact of the camp is considered and plans are made to limit environmental damage.

☐ Planning for the site is approached from individual households upwards, paying special attention to groups at risk and those with specific needs.

☐ Protection concerns are assessed (including the vulnerability of women leaving the camp to collect fire wood).

☐ Guidelines, standards and the expertise of individuals and agencies are used to make for an efficient and safe camp in line with international law and standards.

☐ In situations of self-settled camps, decisions are made about the need to reorganise or resettle the community or parts of the community as appropriate.

☐ The Site Development Committee stays together to address issues around the phased development of the camp as appropriate.

☐ As part of a larger monitoring and evaluation system, key actors (many of the same from the SDC) are brought together to get feedback on how camp location and layout is working for the residents, staff and host community.

☐ If a growing disparity exists between the living conditions of the camp residents and the host population, the Sector/Cluster Lead Agency, the 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 the assessment of possible durable solutions.

CLOSURE

☐ Phase-out, exit and camp closure is considered and planned for from the beginning.

☐ Assessments to ascertain whether return is voluntary are made.

☐ Participation and coordination is ensured among all stakeholders.

☐ Information campaigns are developed and implemented to ensure residents have accurate, objective and up-to-date information available regarding the situation, logistics and other 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 integrate back home.

☐ Administrative procedures ensure that all documents are either with their owners before they leave, with lead agencies (Sector/Cluster/Protection), NGOs or are destroyed.

☐ The deregistration process is facilitated.

☐ The monitoring of the returns process is in place to ensure safety, security and dignity.

☐ Any 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 authorities or appropriate people.

☐ Latrines, rubbish pits, and washing facilities are safely decommissioned.

☐ Service contracts and agreements are modified or terminated appropriately.

☐ A list of environmental concerns is made and plans developed concerning how they are going 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.

TOOLS

> **(!)** Almost all the tools, publications and other documents referred to are available on the **Toolkit CD** attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

> **(!)** A camp's lifecycle can be illustrated as follows:
>
> ●   ●   ●   **EXIT**
>
> Camp Planning   Camp Management and   Camp Transition
> and Camp Set-Up   Camp Maintenance   and Camp Closure

The Camp Management Toolkit's chapter on Camp Set-Up and Camp Closure highlights important key issues and recommends appropriate action and best practice in relation to the roles and responsibilities of a Camp Management Agency. It gives general holistic guidance on the most relevant aspects and concerns of the sector rather than providing detailed and inclusive technical and in-depth sector knowledge – this would go beyond the scope of this work. Hence, it is important that camp management staff access more references, essential readings and tools from other sources, such as those listed at the end of every Toolkit chapter.

Two new guidelines are currently under development which can be used alongside the Camp Management Toolkit. Their aim is to broaden and extend technical and sector expertise. Once they are finalised in 2008, camp management staff should equip themselves with:

1. *The Camp Planning Guidelines* developed by Shelter Centre and initiated in cooperation with Médecins Sans Frontières (MSF) that will offer illustrated guidance on:
- transit support, including way-stations, transit centres and reception centres
- self-settled and planned camps, including differences between camps for those displaced by conflict and by natural disasters, layout, extensions and phased upgrading to meet international standards

- site selection, including determining the viability of self-settled camps, hazard mapping, assessing both displaced and host populations and natural resource management
- site preparation, including surveying, marking out, ground works, surface water drainage and environmental protection
- site development, including the phased construction of accommodation and communal infrastructure and services, such as distribution centres and water supplies.

▶▶ *To download digital versions or order copies, see www.shelterlibrary.org or email campplanning@sheltercentre.org*

2. *The Camp Closure Guidelines,* developed by ProAct Network and CARE International, in collaboration with all partners of the Camp Coordination and Camp Management Cluster, that will cover the following broad areas:
   Relevance of camp closure, roles and responsibilities. **Management decisions,** including methodologies, consultation processes, logistics, protection and information dissemination. **Legal** and **policy requirements,** such as documentation, security, administration, property rights and compensation. **Landscape** and **livelihoods,** which examines **key issues** relating to camp infrastructure, waste and the environmental footprint of a camp.

For more information about when final drafts are available, contact: info@proactnetwork.org

- Quick guidelines for transitional settlements or camp site selection from Sri Lanka
- Primer for the design of refugee camps
- RedR. Latrine Decommissioning Training Notes (South Asia earthquake)
- Suggested technical processes for the decommissioning and closure of IDP sites from Sri Lanka
- Decommissioning procedure checklist from Sri Lanka
- Best practice guidelines for the on-site decommissioning of emergency and semi-permanent raised-level latrines from Batticaloa, Sri Lanka
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PROTECTION IN A CAMP SETTING

▶ Host governments are responsible for protecting the rights of refugees, stateless and internally displaced persons (IDPs) on their territory. Protection agencies have been mandated to assist States in fulfilling their protection obligations.

▶ Camp Management Agencies are responsible and accountable for working together with authorities and protection actors to ensure the protection of displaced populations living in camps.

▶ A Camp Management Agency needs to be aware of the rights to which camp residents are entitled. They also need an understanding of the barriers to fully enjoying them.

▶ Protection in a camp setting involves making informed decisions concerning the appropriate monitoring, referral and reporting of human rights violations, with due regard for confidentiality, security, accountability and response capacity. The Camp Management Agency has a role to play supporting protection agencies in this regard.

▶ Protection in a camp setting involves an attitude and a set of activities which ensure protection is mainstreamed in the delivery of services and assistance.

▶ The role of a Camp Management Agency involves working with protection agencies and Sector/Cluster Lead to support advocacy at all levels for the rights of the displaced to be upheld. This includes advocating for the development of a functioning and effective law enforcement mechanism in the camp.

> ❗ Protection is defined by the International Committee of the Re-Cross (ICRC) 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 (i.e. international human rights, humanitarian law and refugee law)."

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 documentation to prove it and respect for property rights
- material security – equal access to basic goods and services.

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. For the protection of camp residents to be achieved, refugees and IDPs should be treated in accordance with standards in international human rights and refugee law as well as international humanitarian law. In order to ensure protection, the Camp Management Agency should be aware of the rights to which camp residents are entitled and which may be at risk due to the camp setting, the circumstances of displacement, or the way assistance programmes are implemented.

Rights

While human rights are universal and inalienable, indivisible, interdependent and interrelated, the following rights may be particularly relevant within a camp setting. Some of these rights apply to all persons, whereas others relate to specific groups (e.g. children or refugees):

RIGHTS THAT APPLY TO ALL PERSONS	RIGHTS WHICH ARE SPECIFIC TO CERTAIN GROUPS
• The right to life • The right to non-discrimination • Freedom from torture or other cruel, inhuman or degrading treatment or punishment • Freedom from arbitrary arrest and detention • Freedom from enforced disappearance • The right to seek and enjoy asylum • The right to equal recognition of and protection before the law • The right to an effective remedy • Freedom of movement • The right to family life and the principle of family unity • The right to be registered at birth • The right to an adequate standard of living, including adequate food, clothing, and housing, • The right to work • The right to the enjoyment of the highest attainable standard of health • The right to education • The right to participation	• The right to special protection for a child deprived of his or her family environment • Freedom from child abduction and trafficking • Freedom from underage recruitment • The prohibition of child labour • The prohibition of refoulement (forced return of a refugee to place of origin) • The right of refugees to an identity document

Protection Risks

Typical protection risks arising in a camp setting include, amongst others:

- attacks on civilians by parties to the conflict
- presence of armed elements in the camp
- child recruitment
- gender-based violence (GBV)
- abuse, neglect and exploitation of children
- risk deriving from family separation, particularly for children, the oldest or other community members who rely on family support for their survival
- presence of landmines around the camp
- common crime
- inadequate law enforcement
- conflicts within the camp population and with host communities.

- absent or inadequate birth registration mechanisms
- obstacles in accessing identity or other documents
- lack of access to fair and efficient justice systems
- restrictions to freedom of movement and choice of residence
- limited participation in camp management by certain portions of the camp population
- discriminatory access to basic provisions and services – water, food, shelter, basic health services particularly for persons with specific needs (e.g. as a result of poorly planned distribution mechanisms)
- limited access to livelihood activities.

KEY ISSUES

PROTECTION FOR WHOM?

Whilst basic human rights apply to all persons regardless of their legal status, be they IDPs, refugees, stateless persons, or any other person, 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. The protection agency can provide the necessary analysis.

Therefore the Camp Management Agency should:
- know the legal status of persons living in the camp
- be familiar with what national and international laws are applicable
- be aware that this can impact on some of the rights and entitlements of the overall camp population
- know which legal tools are applicable to the camp population to better promote their rights.

Refugees

A refugee is any person who is outside his or her country of nationality, or if stateless, outside his or her country of habitual residence, and is 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.

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).

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 his/her race, religion, nationality, membership of a particular social group or political opinion. It is important to know, this principle is also part of customary international law and thus legally binding on all States.

Internally Displaced Persons (IDPs)

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 State border. Most often they are citizens of that country, although they may also be non-national habitual residents.

Under the national legislation of 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.

There are no specific international conventions related to IDPs. However, the *Guiding Principles on Internal Displacement,* issued in 1998, provide an authoritative 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.

> ❗ **What distinguishes a refugee from an IDP?** The main difference between an IDP and a refugee is that IDPs have not crossed an international State border, whereas refugees have left the country of their nationality (or country of habitual residence if they are stateless). In some cases, parts of the territory of a State may not be under the control of the central authorities and entities exercising control over such parts of the country may have made unilateral declarations of independence. ▶▶

People moving from the territory under the control of the central authorities to that controlled by de facto entities do not cross an international border and can therefore not be considered as refugees.

Why is there no need for a separate IDP status? The IDP definition is a descriptive definition rather than a legal definition. It simply describes the factual situation of a person being uprooted within his/her country of habitual residence. It does not confer a special legal status in the same way that recognition as a refugee does. This is not necessary for IDPs because, unlike refugees who require being formally recognised as such by the country of asylum or UNHCR under its mandate, IDPs remain entitled to all the rights and guarantees as citizens and other habitual residents of a particular State. In some countries, national law may have introduced a legal status.

If we register IDPs are we granting legal status? Registering a camp population does not mean granting a legal status. Registration is a way to identify the camp population and is used to organise protection and assistance activities. States which in their national legislation confer to IDPs a legal status will have put in place procedures and strict criteria.

Stateless Persons

Stateless persons are those who are not considered to be nationals of any State. In many circumstances, stateless persons have no legal status in the country in which they are habitually resident and are without effective national protection. Although entitled to a legal status under the 1954 *Convention Relating to the Status of Stateless Persons,* this Convention has not been ratified by a large number of States.

In situations of displacement, stateless persons may become even more vulnerable. If persons among the IDP population are stateless, they may face discrimination when it comes to accessing rights generally available to nationals; e.g., registration of their children at birth or access to other forms of documentation.

Stateless persons may also be among the refugee population. If they meet the definition of refugee as noted above, they are also entitled to refugee status and the same rights such status carries with it.

> **⚠ Protection in Practice: Protecting Human Rights, Why?**
>
> Protection Officers and Camp Management Agencies are generally familiar with the range of human rights which camp residents are entitled to and are increasingly able to identify activities which help to ensure that their rights are respected.
>
> Experience from the field shows that the consequences of a lack of protection are many and complex, but here is one practical example:
>
> It is not uncommon that IDPs are not able to exercise their right to work during displacement. The reasons can be both legal and practical. Perhaps they have lost their identity documents. They may be displaced to a place where they are unable to engage in their normal livelihoods (e.g fishermen displaced inland) or to somewhere where the local community will not allow them to work and are discriminating against them. Perhaps they have lost their tools during flight or were not able to bring them with them. Or there may simply not be enough work to go round.
>
> For adults who are used to earning an income and supporting their own families, unemployment is extremely frustrating and disempowering. It is not unusual to see a rise in alcohol use, drug abuse and domestic violence as a result of protracted unemployment.

PROTECTION BY WHOM?

Host governments are responsible for protecting and promoting the rights of all persons staying on their territory. Sometimes they are unable to fulfil these obligations as they lack capacity or resources. There may also be cases where the national authorities are unwilling to respect, protect and fulfil the rights of certain groups of persons.

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 four main mandated protection agencies that the Camp Management Agency may encounter in the field are:

- The Office of the United Nations High Commissioner for Refugees (UNHCR)
- The United Nations Children's' Fund (UNICEF)
- The Office of the United Nations High Commissioner for Human Rights (OHCHR)
- The International Committee of the Red Cross (ICRC).

Office of the United Nations High Commissioner for Refugees (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's primary purpose is to safeguard the rights and well-being of refugees. In its efforts to achieve this objective, UNHCR strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another state, and to return home voluntarily. By assisting refugees to return to their own country or to settle permanently in another country, UNHCR also seeks lasting solutions to their plight. By consolidating the reintegration of returning refugees in their country of origin, it averts the recurrence of refugee-producing situations.

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. Following the humanitarian reform, UNHCR has been designated as the Cluster Lead Agency for protection of IDPs at the global level. At a country level UNHCR has agreed to take the lead of the protection cluster in situations of complex emergencies.

UNHCR's efforts are mandated by the organisation's statute, and guided by the *1951 United Nations Convention Relating to the Status of Refugees and its 1967 Protocol*. International refugee law provides an essential framework of principles for UNHCR's humanitarian activities.

> **❗ Protection of IDPs**
>
> Providing protection and assistance to IDPs is first and foremost the responsibility of the State and its institutions. The international community has, however, an important supporting role to play. The scale of crises and the scope of human suffering call for a wide-ranging humanitarian response that lies beyond the mandate or capacity of any single agency or organisation. A joint, or collaborative, effort by a range of human rights, humanitarian, developmental, political and other actors is required, which needs coordination.
>
> As part of the recently launched humanitarian reform process, the cluster approach was introduced as a mechanism to enhance predictability and accountability in the protection of IDPs. A cluster is essentially a sector group. Eleven global clusters have been set up, including a protection cluster. At a global (headquarters) level the protection cluster is led by UNHCR. Within the protection cluster,
>
> ▶▶

the following five areas of responsibility have been identified and assigned to a specific agency – rule of law (UNDP/OHCHR), gender-based violence (UNFPA), child protection (UNICEF), mine action (United Nations Mine Action Service – UNMAS), land, housing and property (UNHABITAT).

At a country level, UNHCR will be the Protection Cluster Lead in situations of complex emergencies. In case of natural disasters, UNICEF, UNHCR and OHCHR will consult and determine the most appropriate leadership structure.

The Cluster Lead should establish interagency coordination mechanisms, ensure that assessments and strategies are in place, coordinate action with the authorities, ensure that participatory and community-based approaches are used in all needs assessments, analyses, planning, monitoring and response, and promote the integration of cross-cutting issues into all activities. The Cluster Lead acts as both a "first point of call" for the Humanitarian Coordinator (HC) and "provider of last resort". The Lead Agency is not expected to carry out all required activities in a cluster. However, where critical gaps exist, it is responsible for filling such gaps, provided that access, security and resources allow.

▶▶ *For more information on the Cluster Approach see chapter 1 and appendix 2.*

The United Nations Children's Fund (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. UNICEF is guided by the Convention on the Rights of the Child and strives to establish children's rights as enduring ethical principles and international standards of behaviour towards children. UNICEF insists that the survival, protection and development of children are universal development imperatives that are integral to human progress. UNICEF is committed to ensuring special protection for the most disadvantaged children – victims of war, disasters, extreme poverty, violence and exploitation and those with disabilities. UNICEF responds in emergencies to protect the rights of children from violence, abuse and exploitation. UNICEF promotes children's rights through programmes focusing on children's health, nutrition, education, training and social services.

Office of the United Nations High Commissioner for Human Rights (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.

Operationally, OHCHR works with governments, legislatures, courts, national institutions, civil society, regional and international organisations and the UN system to develop and strengthen capacity, particularly at the national level, for the protection of human rights in accordance with international norms. Institutionally, OHCHR is committed to strengthening the UN human rights programme and to providing it with the highest quality support. OHCHR is committed to working closely with its UN partners to ensure that human rights form the bedrock of the work of the UN.

The International Committee of the Red Cross (ICRC)

As an independent and neutral humanitarian organisation, the ICRC is mandated to protect and assist persons affected by international and non-international armed conflict, internal disturbances and other situations of internal violence. To achieve this it has:

- rapid deployment capacity
- capacity to operate in emergencies and insecurity
- bilateral, confidential dialogue with all parties to a conflict to persuade them to meet IHL obligations
- neutral intermediary capacity between parties to the conflict
- concern for the full spectrum of displacement (from prevention, to addressing protection and assistance needs during displacement and promoting voluntary return when conditions allow)
- independent needs assessments as basis of impartial response
- flexible and multi-disciplinary response capacity, addressing both protection and assistance needs
- provision of direct services and material aid including a range of assistance activities (health, water, habitat, and economic security interventions), restoration of family links, mine action programmes etc, as per need
- promotion of self-reliance to prevent displacement or improve local population's capacity to host IDPs.

> **(!)** 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 national Red Cross or Red Crescent Society. They may be encouraged to come regularly to the camp or to establish a permanent presence there, in order to assist the camp population in tracing their families and to remain in contact with family members that live in areas that are cut off by the conflict. ICRC works closely with UNICEF to provide tracing and reunification services for children and adolescents.

Non-Mandated Protection Agencies

Non-mandated protection agencies are national or international non-governmental organisations. A number of them participate in the work of the global Protection Cluster Working Group. They play an invaluable role in strengthening international protection. NGOs are often in a prime position to monitor and report on violations of human rights. Non-mandated agencies may focus on specific rights (e.g. freedom of expression, the right to education, the right to health) or specialise in providing assistance and capacity-building to selected groups – including children, persons with disabilities, older people, refugees and/or IDPs. A non-mandated protection agency acting as a Camp Management Agency can improve and monitor the protection of the displaced by the activities outlined later in this chapter.

PROTECTION AGENCIES AND REFERRALS: WHO DOES WHAT?

In many settings different protection agencies may be operating in the camp, including UNHCR, UNICEF, OHCHR, ICRC or NGOs. In these circumstances, regular sectoral meetings on protection should take place in order to disseminate and exchange information and ensure the coordination of protection activities and responses.

The Camp Management Agency has a vital role to play in sharing information on protection problems and risks and in ensuring that protection information is likewise shared and followed-up with the camp population. Knowing the key protection staff from these agencies or organisations, the way that their mandate aims to help the camp population, and what programmes they are responsible for in the camp, will help in efficient coordination. It will also support the Camp Management Agency to work in an accountable way with the camp population,

who have a right to information and to know what response or follow-up they can expect when information on protection issues is shared.

Although each context will be different, the agencies with particular areas of expertise are:

AGENCY	AREA OF EXPERTISE AND ACTIVITIES WITH DISPLACED PERSONS
UNHCR United Nations HighCommissioner for Refugees www.unhcr.org	• refugee protection • profiling and/or registration • camp coordination • community mobilisation and empowerment activities • measures to prevent and respond to specific protection risks, including gender-based violence, forced displacement or forced return, lack of documentation and HIV/AIDS. • provision of emergency assistance to address urgent protection needs • emergency and transitional shelter • protection/returnee monitoring and reporting • technical advice on the development of national policies, strategies and legislative reform relating to displacement • training and capacity-building of national authorities, civil society, displaced communities, and humanitarian workers on protection standards and issues • advocating for durable solutions for refugees and IDPs and providing support in implementing them • advocacy on protection • inter-agency coordination of protection-related activities, including assessments, strategy development, project implementation, monitoring, and evaluation.
OHCHR Office of the High Commissioner for Human Rights www.ohchr.org	• monitoring of and reporting on the human rights situation, including the situation of IDPs and returnees • advocacy for the protection needs of displaced persons through engagement with national authorities and through the support of Special Rapporteurs, Working Groups and Independent Experts of the Human Rights Council

AGENCY	AREA OF EXPERTISE AND ACTIVITIES WITH DISPLACED PERSONS
OHCHR Office of the High Commissioner for Human Rights www.ohchr.org	• human rights investigations, OHCHR fact-finding missions and international commissions of inquiry • assist in the design and implementation of human rights capacity and institution building initiatives aimed at ensuring effective protection of the rights of displaced persons • monitor through Treaty Bodies mechanisms, the implementation by States parties of their human rights obligations under the treaties • briefings to the Security Council by the High Commissioner as well as the Special Procedures of the Human Rights Council on specific human rights situations
UNICEF United Nations Children's Fund www.unicef.org	• conducts a rapid assessment of the situation of children and women • assists in preventing the separation of children from their caregivers, and facilitate their identification, registration and medical screening • ensures that family-tracing systems are implemented with appropriate care and protection facilities • prevents sexual abuse and exploitation of children and women by: (i) monitoring, reporting and advocating against instances of sexual violence and other forms of systematic abuse, violence and exploitation; and (ii) providing post-rape health and psychosocial care and support • provides support for the care and protection of orphans and other vulnerable children • supports the establishment of safe environments for children and women, including child-friendly spaces • integrates psychosocial support in education and protection responses • works directly or through partners – and in accordance with international legal standards – to: (i) monitor, report on and advocate against the recruitment and use of children in any capacity during armed conflicts; (ii) seek commitments from parties to refrain from recruiting and using children; (iii) negotiate the release of children who were recruited and introduce demobilisation and reintegration programmes.

AGENCY	AREA OF EXPERTISE AND ACTIVITIES WITH DISPLACED PERSONS
UNICEF United Nations Children's Fund www.unicef.org	• supports the development and implementation of mine risk education (MRE) projects. • support justice for children initiatives in emergencies • establishes community-based child protection systems.
UNDP United Nations Development Programme www.undp.org	• ensure access to justice and legal aid, including professional lawyers' networks as well as paralegal aid for displaced populations • supports customary law mechanisms and peaceful conflict resolution at community level • encourage community policing • build capacity of State rule of law institutions • training judges, prosecutors, lawyers, police and security forces; armed forces, non-state armed actors; civil society; displaced populations and traditional leaders • promote legal and constitutional reform • encourage civilian oversight of justice and security institutions • support legal literacy, community education and confidence- building between citizens and rule-of-law service providers • establish legal information centres and raise awareness • support minor rehabilitation and provision of basic operational tools to rule of law actors/institutions.
UNFPA United Nations Population Fund www.unfpa.org	• IDP profiling and data collection methodology • measures to prevent and respond to specific protection risks, including GBV and HIV/AIDS • technical guidance and advice on the development of national legislation and policies relating to GBV • training and capacity-building of national authorities, civil society, IDP communities, and humanitarian workers on GBV and reproductive health issues • facilitation of temporary shelters for survivors of GBV • support to providing post-rape treatment • support to providing post-exposure prophylaxis (PEP) to survivors of rape.

AGENCY	AREA OF EXPERTISE AND ACTIVITIES WITH DISPLACED PERSONS
UNMAS United Nations Mine Action Service www.mineaction.org	• mine clearance and removal of unexploded ordinance and other explosive remnants of war (ERW) • provision of mine risk education and awareness training for civil society, displaced communities and humanitarian workers • provision of ERW and landmine threat information.
ICRC International Committee of the Red Cross www.icrc.org	• bilateral, confidential dialogue with all parties to a conflict to persuade them to meet IHL and other legal obligations • independent needs assessments as basis of impartial response • flexible and multi-disciplinary response capacity, addressing both protection and assistance needs • provision of direct services and material aid including multi-sectoral assistance activities (health, water, habitat, and economic security interventions), registering persons at risk • restoration of family links, tracing those who have disappeared, accompaniment, evacuation of persons, mine action programmes, • advice for improving national laws, efforts to improve knowledge of IHL • promote/support self-reliance to prevent displacement and/or improve local population capacity to host displaced.

⚠ All of these agencies or NGOs with an expertise in protection, can be called upon to provide training and information sessions to Camp Management staff, or other actors (i.e. police or security services), or the camp population on the protection issues covered under their mandates.

PROTECTION ACTIVITIES FOR A CAMP MANAGEMENT AGENCY

The Camp Management Agency has a role in supporting the competent authorities at a local/camp level in fulfilling their protection obligations. Their support is also fundamental for protection agencies and other NGOs and service providers. The Camp Management Agency should ensure that relevant protection matters in the camp are brought to the attention of the national authorities or the competent organisation (Protection Lead Agency or mandated agencies) and that responses and solutions are put in place.

A Camp Management Agency's role in protection can be exercised at different levels, including:

- monitoring compliance with relevant law, bringing attention to shortfalls and violations in close coordination with the Protection Lead Agency
- conducting training to disseminate knowledge of relevant law to rights-holders, and duty bearers – including security forces, police and peace-keepers – in close coordination with the Protection Lead Agency
- conducting situational analysis of the protection risks faced by the camp population
- implementing preventive measures through ensuring the planned provision of assistance and services
- creating a safe environment by reducing the likelihood of protection risks from occurring
- supporting response mechanisms to address protection incidents
- monitoring and evaluation

Monitoring Compliance with Relevant Law and bringing attention to shortfalls and violations should be undertaken in close consultation with the Protection Lead. The extent of involvement by the Camp Management Agency will vary on the circumstances and may include:

- monitoring and coordinating the provision of humanitarian assistance, services and camp security
- monitoring and recording incidents involving alleged violations of human rights enshrined in national or international law under guidance of mandated agencies or the Protection Lead and advocating accordingly
- assisting the Protection Lead in enhancing the system for the administration of justice in the camp (see box below).

Conducting Training to Disseminate Knowledge of relevant law to rights-holders, and duty bearers – and selecting participants and deciding content – should be discussed in advance with the Protection Lead. The following groups, if present in or around a camp may be targeted:

- the camp population – including camp leaders and representatives
- the host population
- local authorities
- military authorities
- humanitarian actors, including Lead Agencies and national and international service providers.

Conducting Situational Analysis. To be effective, Camp Management Agencies need to have a fairly good understanding of the protection risks faced by the camp community. For this purpose they should:

- know the profile of the camp population by age and gender and know which groups have specific needs
- take part in participatory assessment to identify the protection concerns and risks in and around the camp and to assess existing support services, resources and capacities, including those of the community
- attend participatory workshops and working groups where protection needs are discussed and prioritised and required interventions agreed upon
- map out the protection support and activities which agencies and NGOs provide in the camp with a view to identifying possible gap areas.

Implementing Preventive Measures. Timely, fair and participatory provision of humanitarian assistance and services is a key aspect of the protection of displaced persons. Methods by which assistance and services are delivered may either create or prevent protection risks. Ensure that:

- food and non-food items are distributed in an organised and accessible way which allows for the safe and equal access by all, while taking into account the specific needs of certain groups
- participation of the camp population including women, men, girls and boys of all ages is integrated into the design of all programmes and that they are involved during their monitoring and management
- continuous monitoring and evaluation is in place, to ensure that access by certain groups, such as older persons, persons with disabilities, women and children, is not impeded either deliberately – for example, by some gaining unfair control of distribution – or unintentionally – for example if distribu-

tion points are not accessible to all. If not carefully monitored, assistance distribution mechanisms may also expose members of the camp population to sexual exploitation and abuse by those in control of the distribution, including by humanitarian workers.

▶▶ *For more information on groups with specific needs see chapters 10 and 11.*
▶▶ *For more information on equitable distributions of food and non-food items, see chapter 13.*
▶▶ *For more information on participation of the camp population see chapter 3.*

Creating a Safe Environment by Reducing the Likelihood of Protection Risks
Inclusive community participation and empowerment can help to prevent protection risks. Some possible activities by Camp Management Agencies include:

- informing the population in the camp of their rights and obligations. Community sensitisation on humanitarian assistance and camp codes of conduct are good methods of informing the camp population about their rights
- integrating a protection perspective into all programmes and activities in the camp which are under the responsibility of the Camp Management Agency

❗ Often referred to as 'protection mainstreaming' a Camp Management Agency should ensure that a protection perspective is integrated across technical sectors and all activities in the camp. This involves focusing on protection throughout the project cycle 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 (WASH) programme might entail a focus on safety and security when using latrines at night. An education project might evaluate the protection impact of education on, for example girls between the ages of 13 and 18.

- supporting the setting up a proper registration/profiling system to determine the demographic breakdown and profiles of camp residents
- coordinating with other sectors/service providers to ensure that facilities and services set up in the camp recognise and prevent protection problems

- working with the competent national authorities and the responsible protection organisations to set up a system for birth and death registration and issuance of birth/death certificates
- establishing a community-based mechanism to identify individuals with specific needs or vulnerabilities and monitor their situation throughout their time in the camp.

▶▶ *For more information on registration and profiling, see chapter 9.*
▶▶ *For more information on coordination techniques, see chapter 4.*

> **(!) Protection in Practice: Birth, Marriage and Death Registration**
> 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. Depending on the country you were born in, birth certificates can be crucial as:
>
> - Some countries do not allow children to attend school without a birth certificate.
> - Some countries require a birth certificate for national examinations.
> - Birth certificates are often required to get a driving licence, a passport and a national identity card.
> - In some countries you need to show your birth certificate to pass checkpoints.
> - You may need to show your birth certificate (or another document such as a national identity card obtained with your birth certificate) to vote.
> - Depending on the citizenship laws of your country, you may need your birth certificate to prove you are a national.
>
> What about marriage certificates? Not all 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. Whatever the process, marriage certificates are useful documents for a range of reasons as:

- In some cultures illegitimacy of children is a social stigma and birth certificates are sometimes not issued unless parents can show their marriage certificate.
- If one spouse dies and inheritance, pensions and/or compensation are available, showing a marriage certificate is, in some countries, crucial.

Being able to prove a death in the family can be crucial for inheritance and compensation. In some countries, during or following civil wars or disasters (such as the South Asian tsunami), compensation is payable for lost loved-ones. Sadly, it is often the case that when people die during flight it is not possible to register the death. Procedures for death registration are often very strict, requiring a post-mortem and/or an inquiry and registration at the place of death. In civil war in particular 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.

When collecting data about birth, marriage and death registration, Camp Management Agencies need to ask some key questions:
- Have people lost their documents or were they never registered in the first place? It's important to know because the procedures for getting copies of documents 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 arrived and babies are born and people die and marry 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.

Supporting Response Mechanisms

While the establishment and supervision of response mechanisms is usually the task of the competent national authorities and/or protection organisations, in coordination with the Sector/Cluster Lead, Camp Management Agencies also play an important advocacy and support role to that effect. They can:

- ensure that protection agencies establish a protection system in the camp to address protection incidents that occur and that they provide those who have suffered a violation of their rights with access to appropriate services and legal recours
- ensure, together with the responsible protection agencies, that all camp residents are aware of existing services and how to access them
- ensure that all agencies' camp-based staff refer protection incidents to the appropriate agency and/or service provider
- encourage the establishment of community-based mechanisms to help with the referral of protection incidents and problems to the Camp Management Agency or appropriate protection agency
- when specific protection problems emerge liaise with the responsible agency or authority.

▶▶ *For an example of how to report a protection incident, see the Tools section of this chapter.*

Monitoring and Evaluation

Camp Management Agencies and their staff often spend a great deal of their time in the camp. They are closer to the camp population and are often the first to identify problems. They should therefore strive to make sure that all stakeholders in and around the camp have a common understanding of protection. This can be accomplished through training and group sensitisations of the camp population developed in close consultation with the Protection Lead.

The Camp Management Agency should set up standard procedures for information collection and dissemination in coordination with the Protection Lead.

Camp Management Agencies must also:

- monitor whether all residents have safe and non-discriminatory access to camp and state facilities and services. This means compiling and sharing information on humanitarian gaps in the camp, on new developing needs, new arrivals, incidents of theft and violence inside and on the periphery of the camp

- assist protection agencies in assessing whether the measures taken to prevent and respond to protection incidents are effective
- determine the need, if any, for additional interventions by making sure that situation assessments of threats and risks are regularly made throughout the camp
- assist the Protection Lead in establishing a monitoring system for protection incidents that take place within the camp related to specific groups at risk
- promote and widely disseminate procedures for referring cases to medical, legal or information services in the camp
- inform relevant authorities or protection-mandated agencies of specific concerns for group advocacy to prevent or stop protection violations.

> ❗ An incident reporting framework should be easy to use, easy to manage and must enable meaningful and relevant analysis to support and substantiate interventions and advocacy in favour of survivors.

▶▶ *For more details on information management, see chapter 5.*

> 🔺 **The Importance of Follow-Up – Voice from the field**
> "A Camp Management Agency may contribute significantly to protection in a camp setting through monitoring and reporting activities. In addition to this, what is sometimes forgotten is the Camp Management Agency's duty to follow up on identified issues and on referrals. Follow-up is key to being accountable and to providing effective protection in camps."

WHAT PROTECTION KNOWLEDGE DOES A CAMP MANAGEMENT AGENCY NEED?

A specialist knowledge on the part of the Camp Management Agency is not required in order for it to contribute to the protection of refugees, IDPs or other persons hosted in a camp or camp-like setting. What they do need in order to prevent and respond to protection risks is:

- the right attitude and being in touch with people and life in the camp. They need to be approachable by the camp population, open minded, active listeners, positive and proactive
- understanding that their attitude may contribute to protection or lack of it for camp residents
- a general understanding of the relevant legal framework (including national law): Camp Management Agencies should make active use of existing training opportunities offered by protection organisations or Sector/Cluster Leads. They should also read up on the key legal instruments that exist to protect the camp population, including the national constitution
- an understanding that different members of the camp community are exposed to different protection risks: it is crucial to be aware of the fact that protection risks and needs often depend on age, gender, ethnicity and disabilities.

> ❗ A rights- and community-based participatory approach with the camp residents is essential to create meaningful community participation in protection and assistance activities. Such an approach will not only empower the community as actors in their own protection, but 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 involved in the design of programming and assistance activities.

- respect for confidentiality of personal information. Camp Management Agencies will soon lose the confidence of the camp population if they feel that personal information they provide is shared with others without consent. Sharing sensitive information may expose individuals to further protection risks and should therefore only be done with the informed consent of the person concerned and awareness of the risks associated.

▶▶ *For more details on Information Management see chapter 5*

Administration of Justice

Access to justice is a basic right as well as a key means to defend other human rights and ensure accountability for crime, violence and abuse.

Camp settings are not immune from criminal acts, or disputes among the camp population or between them and local residents. The breakdown of traditional and family support structures as well as the stress related to camp life, may contribute to increased criminality. In this context, residents in camps may be vulnerable to criminal acts by both residents or outside actors. Likely crimes may include theft, assault, rape and other forms of sexual assault, murder, kidnapping, forced prostitution and domestic violence.

The government has the responsibility to establish a functioning and effective system for the administration of justice which is accessible to the camp population without discrimination. In many camp situations administration of justice is dealt with by two parallel systems:

- the national justice system which is fully applicable to camp residents, whether IDPs or refugees: Best practice indicates that serious crimes, such as murder, rape, assault, child abuse or exploitation should always be handled through the national justice system

- alternative justice systems, which often resolve disputes at a community level. In some cases residents may bring with them traditional or non-formal mechanism which were used in their places of origin to provide mediation, resolution and punishment for certain disputes or crimes. In other cases, limited or no access to national justice systems may lead to creation by the community of informal dispute resolution mechanisms. Alternative justice or dispute resolution systems can be used for petty crimes and juvenile justice issues.

Both national justice systems and alternative justice mechanisms must meet minimum standards of fairness and transparency as well as be in conformity with human rights norms, including non-discrimination, prohibitions against torture and arbitrary arrest or detention.

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Usually a set of norms is set up to ensure normal functioning of the camp and to make camp life predictable and expectations from camp residents clear. Establishing such sets of norms or camp rules is a responsibility of the Camp Management Agency. They are to be distinguished from justice systems, where the primary role of the Camp Management Agency is one of information-sharing and support.

While the Camp Management Agency and international and non-governmental organisations do not have the legal authority to deal with crimes committed by or against refugees or IDPs, they do have a responsibility to advocate for equal and non-discriminatory access by camp residents to justice systems and to ensure mechanisms set up in the camps meet basic international standards.

The Camp Management Agency should support the Protection Lead in its efforts to strengthen access to justice systems. Regular consultations with the Protection Lead will help the Camp Management Agency to decide who is best placed to undertake what action in the specific situation. The support that the Camp Management Agency can provide includes:

- advising the camp residents about mechanisms for the administration of justice and how to access them, including how to contact the police and the judiciary

- offering general understanding of the national justice system and existing alternative justice mechanisms applied in the camp

- disseminating information about applicable laws, rules and regulations to the community

- participating in protection co-ordination mechanisms aimed at addressing gaps in the administration of justice

- participating in identifying obstacles in accessing the national justice system, which may exist for the entire population or for certain groups, such as women, children or ethnic minorities

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- exploring with the protection agencies operating in the camp mechanisms to overcome the identified barriers to the national justice system. This may mean:
  - negotiating with the authorities to increase policing in the camp
  - working with the authorities on the capacity-building of the local police
  - promoting access to courts if it is impeded due to the camp's remote location
  - negotiating with the local authorities for the establishment of mobile courts to regularly visit the camp
  - engaging or supporting NGOs which can provide legal assistance to both survivors and alleged perpetrators.

- carefully monitoring traditional courts and other informal mechanisms of dispute resolution particularly to ensure that:
  - favouritism and corruption do not impede equal access – for example by women and/or members of ethnic minorities
  - decision-making and punishment process is fair and in conformity with international standards
  - remedies, which could include restitution to the victim or community-service by the offender, are effective.

- where international standards are not met, in coordination with the protection agency, work with these structures and with the community at large to:
  - promote by-laws or codes for dispute resolution mechanisms inside the camp. Such process has to include all groups of residents and not be limited to camp leaders
  - identify partners with the relevant expertise to train those in volved in administering justice as well as traditional and religious leaders on relevant international standards and co-munity-based justice systems.

Freedom of Movement

The right to freedom of movement is guaranteed in a number of international and regional human rights instruments, as well as in the 1951 Refugee Convention. The Convention also encompasses the prohibition of forced movement, such as forced relocation or return. The extent to which this right to freedom of movement applies depends on whether a person is lawfully staying in the territory of a State or not. Thus:

IDPs: Should be able to move freely within their country and choose where they wish to reside on the same basis as other nationals. With few exceptions, encampment policies for IDPs constitute a grave violation of the right to freedom of movement.

Refugees: For non-nationals, including refugees, the right to freedom of movement requires that the person be lawfully on the territory of the State. Refugees recognised as such by the authorities of the host country are lawfully present and should generally not be subject to restrictions on their freedom of movement.

Under certain conditions however, restrictions on freedom of movement are permissible if they are provided for by law and are necessary and reasonable to achieve a legitimate aim. Under Article 12 of the International Covenant on Civil and Political Rights, these are restrictions deemed necessary to protect:

- national security
- public order
- public health
- the rights and freedoms of others.

To be lawful, restrictions to the freedom of movement laws must be consistent with other rights recognised in the Covenant. The above requirements need to be assessed over time as circumstances change. What may be a necessary restriction on freedom of movement during an emergency phase may no longer be reasonable or necessary after some time has passed.

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The movement of refugees or IDPs living in camps may be restricted either by various practical and other barriers, such as:

- destruction of infrastructure and lack of affordable transport
- lack of safety and security owing to crime, armed conflict and generalised violence or the presence of landmines and explosive remnants of war
- lack or loss of identity or travel documents
- curtailment of their movement by the national authorities.

Curtailment may mean that residents cannot leave the camp or are limited to a certain radius around the camp. They can also mean that only a certain number of residents are permitted to leave the camp at any given period and can do so only after having obtained a pass from the local authorities, often from the national police present in the camp who control entry to and exit from the camp. If camp residents violate the encampment policy, they may be subject to fines, arrest, detention and in case of refugees, possibly, refoulement (forcible return to their country of origin).

Certain severe restrictions on freedom of movement may amount to detention. Detention is confinement within a narrowly bounded or restricted location, including prisons, closed camps, detention facilities or airport transit zones, where freedom of movement is substantially curtailed and where the only opportunity to leave this limited area is to leave the territory. Everyone, regardless of legal status, has the right to be protected against arbitrary or unlawful detention. This means that while the prohibition against detention is not absolute, a State must ensure, for the detention to be consistent with international standards, that certain requirements are met, including that it is based on law, it is not arbitrary (that is, it must be reasonable and necessary in all the circumstances), it is subject to periodic review and the person detained must have the right to challenge his or her detention in a court of law.

In a number of camp situations, national authorities have placed general restrictions on the freedom of movement of residents, justifying this to protect public order, national security and/or the security of the camp population. In different situations, the authorities have

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argued that unrestricted movement of refugees or IDPs could result in increased criminality and/or conflicts between the camp residents and the host community in areas of limited natural or economic resources.

Freedom of movement is often a pre-condition for the enjoyment of various other rights. Restrictions on movement can have a serious impact on the protection of refugees and IDPs. Lack of freedom of movement may exacerbate tensions and feelings of confinement leading to psychosocial problems among the camp community. This may lead to increased criminality and aggressive behaviour within the camp thereby exacerbating the security situation for camp residents. Restrictions on freedom of movement may also reduce access to services available in the host communities, such as education and health facilities, as well as access to employment, including self-sufficiency activities. Lack of freedom of movement may mean that refugees and IDPs cannot access needed resources, such as firewood or pastoral land for their animals. Where families have been separated they may be unable to reunite and support each other. Overall, lack of freedom of movement is likely to result in increased poverty, trauma, marginalisation and dependency on humanitarian aid.

In order to reduce practical obstacles limiting the freedom of movement for camp residents, the Camp Management Agency should:

- identify through participatory assessments what obstacles exist and how they impact different groups within the community

- give primary consideration to the views and suggestions of different groups within the community when taking action to overcome such obstacles

- in cases where, for security reasons, camp residents request fencing of the camp, ensure that such decision is supported by the majority of camp residents, including women whose advice should be sought about the type of fence to construct

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- consider providing modest financial assistance to individuals at particular risk, enabling them to use of available transport facilities when necessary for purposes of education or accessing health care or markets.

As concerns encampment policies or other formal restrictions to the freedom of movement, the Camp Management Agency should:
- be aware of the protection risks that may derive from encampment policies or other restrictions to the freedom of movement

- know the laws and policies in place regarding freedom of movement issues and understand the rationale behind encampment policies in a given situation

- provide gender- and age-appropriate information to camp residents, about the laws and policies concerning freedom of movement and the consequences of violating them

- provide details of persons or agencies to contact if arrested or detained outside of the camp

- be aware that restrictions on the freedom of movement may have different implications for men, women, boys and girls depending on their age and background. Ensure, in collaboration with agencies carrying out assessments, that these different risks are documented

- advocate for support in lifting restrictions on freedom of movement. While the actual negotiations will most likely take place between the local or national authorities and the lead protection agency working in the camp, the Camp Management Agency can support them by:
  - identifying protection concerns associated with the existing restrictions or ones that are relevant to prevent restrictions being imposed

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- exploring and discussing benefits to lifting restrictions on freedom of movement for both the camp residents and the surrounding community with the host community and local authorities. For example, increased freedom of movement may enhance security in the camp or permit the refugees and IDPs to work towards self-sufficiency through income-generating activities which, ideally, should also help the surrounding community.

- where pass systems are in place to allow residents to enter or exit from the camp for certain periods of time, monitoring these to ensure that they are fair and transparent and are not subject to abuse or implemented in a discriminatory manner

- in some cases, police or guards controlling the gates have demanded bribes in order for a refugee or IDP to obtain a pass. Work with those in charge of camp security, to raise awareness of the rights of refugees and IDPs

- institute a system whereby camp residents can report detention incidents or problems in accessing exit passes

- ensure that the relevant protection agencies are immediately informed of incidents of residents being arrested or detained so that they can intervene with the authorities to obtain the person's release.

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

☐ The Camp Management Agency works in close coordination with national authorities, the Sector/Cluster Lead, mandated protection actors and the camp community on protection planning at camp level.

☐ Camp staff are trained in and have an awareness of key national and international legal instruments and know what protection entails.

☐ Camp staff are aware of the mandates of protection actors working in the camp.

☐ Camp staff know the legal status of the displaced population.

☐ Training and awareness raising in protection is organised for a variety of state and non-government actors in close coordination with the Sector/Cluster Lead and mandated agencies.

☐ A comprehensive registration or profiling system is in place which is updated as appropriate.

☐ Protection is 'mainstreamed' or integrated across technical sectors and camp activities at all stages of the project cycle including assessment, planning, implementation, monitoring and evaluation.

☐ Protection referral procedures are clear and well-disseminated.

☐ The Camp Management Agency supports the Protection Lead and mandated agencies in advocating for the rights of the displaced to be upheld, including access to justice and law enforcement mechanisms in the camp.

☐ 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.

☐ 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 the violation of human rights in the camp.

☐ Community participation is promoted in ways that increases protection and promotes the ability of the camp population to be actors in their own protection.

☐ 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.

☐ 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.

☐ Regular coordination meetings with protection agencies are held to address protection issues.

☐ The Camp Management Agency works in ways that promotes accountability, including the provision of timely protection information updates and feedback on response capacity to the camp population.

☐ The protection and monitoring of groups and individuals most at risk is integrated into the daily activities of camp life.

☐ Camp Management Agency staff have all understood and signed an agency code of conduct.

☐ The Camp Management Agency is aware of protection risks that may result from freedom of movement restrictions.

☐ Freedom of movement is monitored and advocated for in coordination with the Sector/Cluster Lead, protection actors and national authorities.

❗ Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- *IASC, Protection Cluster, Early Recovery Cluster, 2007. Protection of Conflict-induced IDPs: Assessment for Action (pilot version for field testing).* www.humanitarianreform.org/humanitarianreform/Portals/1/cluster%20approach%20page/clusters%20pages/Protection/P%20R&T/frameworksmallsize.pdf

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REGISTRATION AND PROFILING

▶ Registration and profiling is the systematic collection of data. Each is used to determine the size and characteristics of a particular group or population. Registration and profiling are first and foremost key protection tools. The primary purpose is to identify beneficiaries and understand their characteristics so that their needs can be met and their rights protected.

▶ Registration data can be used to protect the displaced community, as it is relevant for seeking durable solutions and can support family reunification.

▶ Registration and profiling data provides the basis for planning programmes and ensuring the provision of assistance and services in a camp or camp-like setting.

▶ 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.

REGISTRATION

Registration is a systematic method of collecting and recording data to ensure that the person can be identified in the future. It may include information about individuals or families, such as their names, dates of birth or gender. This information is collected for a specific purpose, whether to ensure assistance delivery, individual follow-up or protection intervention. A secondary use of registration data is for profiling – where collected registration information is aggregated to understand the characteristics of the registered population. The purpose of registration – and specifically how the information is to be used – determines the information fields that need to be collected in any registration exercise.

Effective registration and profiling therefore involves first defining the objective of the exercise and then setting up the methodology to carry it out effectively. It is essential that the objective of the exercise and the concrete expected outcome are clear to all parties involved. The methodology should clearly address the issue of who is responsible for what and standard operating procedures should be written up.

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. Once registration is conducted, it needs to be a continuous process that records and updates essential information as it changes over time, such as births, deaths, marriage, divorce, new arrivals and departures. Depending on the context, the Camp Management Agency is often involved in procedures for the continuous update of registration data in a camp to ensure its ongoing relevance.

Registration and documentation of displaced persons is the responsibility of the government. However, UN agencies, NGOs and Camp Management Agencies invariably play an operational role in the planning, gathering and utilisation of data, depending on their mandate or their role.

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 on the other.

Registration in a Refugee Context

In the context of refugee protection, being a "refugee" in an asylum country carries certain rights over other foreigners who may be in the same country. As such, being registered is a necessary part and first step in the process that confers this status on an individual who then has access to the rights. Refugee status ensures protection from refoulement – involuntary or forced return of refugees who have a well-founded fear of persecution, from which refugees are protected under customary international law – and from arbitrary arrest and forcible recruitment. Registration also ensures access to basic rights, assistance and services, and is an important tool for tracing and family reunification. Registration is equally important in identifying appropriate durable solutions for individuals and recording the aspirations of refugees and asylum seekers regarding their preferred durable solution.

In this context, registration remains the responsibility of the government concerned, with operational support from UNHCR, whose mandate for the international protection of refugees involves responsibilities with respect to registration and refugee status determination. 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 in an IDP Context

Being an internally displaced person (IDP) does not grant a legal status. IDPs have not crossed an internationally-recognised State border, and are mostly nationals or habitual residents in the country of displacement. They have rights in the same manner as other nationals who are not displaced. Thus, registration policies and processes in respect of refugees cannot be applied uncritically to IDP situations. The government is responsible under their national law to decide 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 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 government criteria abide by the *Guiding Principles on Internal Displacement*. An international agency may assume an operational role in support of the government where the latter does not have sufficient capacity to carry out the task.

▶▶ *For more information on the IDP Guiding Principles, see the Reading and References section at the end of this chapter.*

One of the purposes of IDP registration in the humanitarian context is to establish the identities of those IDPs falling within the scope of the humanitarian operation, based on specific objectives or needs. For example, registration may take place for all IDPs who have specific needs and who are in need of further care, or all IDPs in a camp may be registered to establish a list of beneficiaries. Registration data is used in the camp planning and set-up phase to contribute to camp layout. Registration information helps communities stay together and thus contributes to community cohesion, community organisation and coping capacity.

Registration 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 schemes.

As different agencies with a variety of mandates and projects in the camp may have an interest in registration information, it becomes extremely important to coordinate registration activities and to ensure that IDPs are not subjected to multiple registrations by different agencies for different purposes. If there is a national law governing who is an IDP, registration remains the responsibility of the State concerned, with various agencies registering or obtaining data for a subset of the population for their specific mandate and/or needs.

⚠ **Challenges with Registration – Voice from the Field**

"One of the challenges we've had in the camps is ensuring accurate beneficiary lists. The camps are in close proximity to the town, which makes for an extremely fluid population. Newly displaced persons register in the camp but actually live with host families, and others originating from the town come to the camp with the excuse that 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've 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 is of primary importance and needs to be prioritised.
- Registration needs to be carried out by well-briefed personnel and using tested and approved methodology.
- 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 operational partners to use the same registration data.

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 to allow, for example, for better targeting of assistance or understanding of the 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, there are many other methods that can be used: both quantitative methods – such as estimation or surveys – and qualitative methods – such as key informant interviews or participatory assessment. These methods are outlined and described below.

Refugee Profiling

This is often done based on the registration data if the overall registration data exists. However, other profiling methods are also used, depending on the particular situation or in order to obtain a more in-depth analysis of the dynamics within the refugee population.

IDP Profiling

IDP profiling has been defined through inter-agency agreement. The Global Protection Cluster has endorsed *Guidance on Profiling Internally Displaced Persons*, which indicates "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". An IDP profile is an overview of an IDP population that shows, at a minimum:

- number of displaced persons, disaggregated by age and gender (even if 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:

- cause(s) of displacement
- patterns of displacement
- protection concerns
- humanitarian needs
- potential solutions for the group/individual, if available.

The methods for profiling range from desk review, estimation, surveys, registration and focus group discussions to key informant interviews.

KEY ISSUES

ROLE OF THE CAMP MANAGEMENT AGENCY IN REGISTRATION/PROFILING

In a camp setting, registration and profiling are fundamental tools for effective camp management, as they provide the basis for planning programmes, providing assistance and ensuring protection in the camp. In camps where agencies conduct humanitarian activities, it is necessary to both

- determine the size and characteristics of a particular group of people being assisted to better target intervention (profiling)
- identify beneficiaries eligible for assistance (registration).

Roles and Responsibilities in Refugee Camps and IDP Camps
Refugee Registration
Registration by the government/UNHCR is needed for both confirmation of refugee status and subsequent assistance delivery. As such, registration activities are led by the government/UNHCR and supported by Camp Management Agencies

and various other agencies on the ground that provide assistance and humanitarian intervention. In most cases, there would be different types of documentation issued as a result of a registration which can be broadly divided into:

- documentation that confirms the status of the refugee, such as an identity card or attestation letter
- documentation that confirms entitlements for items such as a ration card or health card.

The first type of documentation is issued by the government/UNHCR, whereas the second type of documentation can be issued by various agencies providing humanitarian intervention. Camp Management Agencies can play a role in harmonising the various requirements of entitlement cards among assistance-providing agencies, so that the refugees do not need to carry multiple entitlement documents.

Registration data should be continuously updated to reflect the changes in the refugees' lives – including births, deaths, departures or changes in refugee status – and Camp Management Agencies have a role in ensuring information related to changes are channelled and data are kept updated.

Refugee Profiling

As indicated above, profiling occurs using the existing registration data in many cases. However, this does not exclude other profiling methods to be used in the camp setting by the Camp Management Agency, as well as those providing protection, assistance and other services to better understand the 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. However, any additional profiling exercise should be coordinated carefully and in advance with the government/UNHCR – as well as all partners involved in the camp – in order to reduce overlaps and maximise the exercise result for the various agencies.

IDP Registration

In contexts where the 'cluster approach' has been activated, and as outlined in chapter 1 of this Toolkit, there are three levels related to Camp Coordination and Camp Management (CCCM):

Camp Administrator – (government authorities)	normally, the government who administers the various camps within a country or a region
Camp Coordinator – (Cluster Lead Agency)	International Organisation of Migration (IOM) in natural disaster situations and UNHCR in conflict situations –which ensures inter-camp coordination
Camp Manager (NGO at camp level)	agencies responsible for the day-to-day management of camp activities and coordination within a single camp.

If an overall country-level framework with the government exists, the procedures for camp registration would follow the framework.

In the absence of a framework, at a minimum, registration is required for accountability purposes to identify the beneficiary population for assistance delivery and interventions. In this situation, Camp Coordination Agencies are responsible for ensuring that registration takes place in the camp in cooperation with the government, following minimum standards. This responsibility will usually be shared with the Camp Management Agency, and can be delegated to other agencies or NGOs. In some situations, where UNHCR or IOM are not present to meet this responsibility, it will be the responsibility of the Camp Management Agency to undertake registration or to drive forward the registration process.

Documentation issued following IDP camp registration would normally be those which confirm entitlement, such as a ration card or health card. The entitlement cards can be issued by the Camp Coordination/Management Agency together with WFP and other assistance-providing agencies.

> ⓘ In the interests of effective coordination and information management, CCCM cluster partners generally advocate for inter-agency registration of IDPs in camps, which involves the government, the Cluster Lead/distribution agencies, service agencies and Camp Management Agencies. It is important to coordinate among agencies and to aim for a common entitlement card rather than different agencies issuing different cards.

As with refugee registration, it is preferable to continuously update the data to ensure that changes in the IDPs' lives are accurately reflected.

IDP Profiling

At the country level, IDP profiling should be lead by the national authorities, wherever appropriate. Where the government is unable or unwilling to assume this responsibility, it is the role of the United Nations Resident and/or Humanitarian Coordinator to initiate a profiling exercise, in consultation with the Country Team.

At the camp level, the initiative can be taken by Camp Management Agencies – in consultation with the Sector/Cluster Lead Agency and the national authorities – to obtain better information on new or evolving IDP populations in their area. The main point is that profiling should be a commonly agreed-upon process among the various involved actors, although this does not rule out separate needs assessments by different agencies for their particular purposes.

Summary Table of Primary Responsibility

SITUATION	REFUGEE SITUATION	IDP SITUATION
Country-wide Registration & Documentation	government, operationally supported by UNHCR	if applicable for a particular country: government, operationally supported by international agencies
Camp Registration	government, operationally supported by UNHCR	Camp Administration (government), operationally supported by Camp Coordination Agency (Sector/Cluster Lead Agency)
Country-wide Profiling	government, operationally supported by UNHCR	government and/or United Nations Resident/Humanitarian Coordinator to initiate in consultation with the Country Team
Profiling in camps	Camp Management Agencies and other service-providing agencies, in close coordination with the government and UNHCR	Camp Management Agencies and other service-providing agencies, in close coordination with Camp Administrator (government) & Camp Coordination Agency (Sector/Cluster Lead Agency)

REGISTRATION METHODOLOGIES AND PRINCIPLES

Whether it is in a refugee camp or IDP camp, once a decision has been taken to register, the registration methodology in the camps do not differ greatly. Below is a basic outline of registration methodologies and key principles:

Registration activities in the camps would mainly be composed of three key elements or stages:

I. Registration
II. Issuance of Documentation
III. Updating of Registration Data (Continuous Registration)

I. REGISTRATION

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, separated or unaccompanied minors within a family.

▶▶ *For more information on specific needs, see chapter 11.*

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.

> **❗ Unaccompanied and Separated Children**
> Unaccompanied and separated children are more at risk than others. Caution needs to be taken in particular with their registration. If the purpose of conducting a registration is not communicated properly, the registration can be subject to misunderstanding and abuse. Non-genuine cases may be reported when families separate willingly from their children, hoping they will receive better care in special programmes. The Camp Management Agency may receive information on these children through their day-to-day work with the displaced persons. They should report these cases immediately to the relevant child protection agencies operating in the area. The Interagency Form (2003) and the Rapid Registration Form (2004) used to register unaccompanied and separated children can be found in the tools attached to this chapter.

Registration is composed of the following phases of preparation and implementation:

Phase 1: Preparation

This phase includes:

- setting up coordination mechanisms
- consolidating existing baseline information
- training of staff
- setting up logistics
- conducting information campaigns.

Phase 2: Fixing the Population
(defining the extent of the population to be registered)

This phase ensures:

- that there is an overall maximum number of people to be registered during this particular exercise
- that the registration phase is adjusted based on the result of the fixing phase.

Phase 3: Registration

This phase includes:

- registration of the family or individual
- the provision of documentation.

Phase 4: Data Entry and Analysis

This phase ensures:

- data are entered electronically
- creation of lists for various purposes
- conducting an analysis (profiling) of the registered population.

Each of these phases in the registration process is described in more detail below.

Phase 1: Preparation

Coordination

Registration can be costly – both in terms of material and human resources – and requires tremendous logistical preparations. National authorities and Sector/Cluster Lead Agencies – UNHCR as Camp Coordination Agency for refugee matters as well as IDPs in complex emergencies and IOM as the Camp Coordination Agency for IDPs in natural disaster settings – should at all times have overall managerial responsibility, be responsible for the master lists and the 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 the process by making available personnel and necessary facilities such as latrines, water points and registration booths.

Participation

The government authorities and Sector/Cluster Lead Agency should ensure that the objective for the exercise is clear and obtain input from other agencies working in the camp. Different stakeholders each have their particular interests in registration and the collection of data. For example, service-providers may need lists for supplementary feeding programmes, immunisation and distribution of non-food items (NFIs). Multiple registrations should be avoided, as registration exercises restrict people's movement, interrupt ongoing economic activities and cause anxiety among people fearful of being passed over.

Displaced populations should be involved in the registration process as much as possible and from the very beginning. Displaced women and men 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 pertaining to women and girls during any registration process. Planning

should take into consideration special arrangements for people with reduced mobility and for those not present during the registration. Planning for registration always requires developing a follow-up system for people arriving late.

> **❗ Women and Girls**
> Women can have greater difficulties gaining access to registration. It is thus extremely important to involve them in the design of the registration/verification exercise. Gender-specific roles may discourage women from taking part in the registration process, or men may 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 is time consuming, and it is essential to remember that the more information one collects, the more time is required. Time is always scarce in the earliest stages of an emergency. For the initial registration during emergencies, it is therefore often recommended to plan for a rapid household registration to ensure that food and essential services provision can start for the displaced population as soon as possible.

> **❗ Minimum information requirements at the household level in an emergency are:**
> - 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 family
> - 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

Employment of Temporary Staff

Care should be taken when employing staff for registration. It should include camp residents 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.

Timing of Registration Exercise

Be aware of any cultural or religious days or events on which registration would be inadvisable. Likewise, ensure that registration does not clash with other interventions such as food distributions or vaccination campaigns. The registration venue or the fixing venue should be central, but at a distance from crowded places such as market areas.

❗ Consolidating Existing Baseline Information

Registration exercises cannot be conducted 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.

It is often the case that first registrations are carried out by WFP or their partners doing food distribution. This data can be used as basis for further registration activities. Community leaders often have their own lists of new arrivals, which could be considered as a starting point for a registration exercise. Community and committee leaders could assist in the identification of persons with specific needs prior to a registration. However, community leaders do not always act in accordance with the common interests of their own community, and their impartiality needs to be objectively scrutinised to avoid frustrating the planning phase or disadvantaging certain groups. Lists submitted by committee or community leaders can never eliminate the need for a registration exercise. Local authorities – who may maintain lists – are often approached by newly arriving IDPs or asylum seekers for registration.

►►

When pre-existing distribution lists from community leaders are not available as a starting point, it is necessary to make an estimation of the number of displaced people to be registered. This estimate is important for planning purposes, as it determines the necessary amount of staff, vehicles, material purchase and other logistical issues. An estimate can be achieved through extrapolation or in some cases, aerial photography. Extrapolation can be done through calculating the total area of the camp while counting shelters within a certain fraction of the camp. A variation in population density and the existence of empty shelters 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.

Public Information Campaign

Leading up to and during a registration, the clear and systematic dissemination of information is critical and an essential element to the success of a registration exercise. 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. 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 amongst the displaced should travel to all corners of the camp to spread the message, using different methods and channels which resonate with the community. Therefore, they need to be trained to respond to the cultural and traditional ways of the community in order to have maximum effect. 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 to the community should always make clear:
> - why the registration is 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 understand the consequences of not registering
> - that registration is free of charge
> - that registration is open to all groups, regardless of sex, 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.

Information can be disseminated through radio, meetings and leaflets/posters at mass gatherings, through religious institutions, at water points, schools and marketplaces among other frequently visited public areas. In addition to the proactive campaign, all information concerning the upcoming registration should be posted where visible, such as outside the Camp Management Agency's office.

Timing is important. Avoid giving notice too late, as people may have to plan in advance to attend registration, but avoid making the announcement too far in advance, as people may forget important details. If fixing is planned as part of the process, information on the actual date for the fixing must be given at the very last moment just before the exercise in order to minimise fraud – for example, by borrowing children from other families in order to enlarge the household. However, the need for this element of surprise should be communicated to residents.

Camp Address

The Camp Management Agency has the responsibility to establish an address system in camps. Displaced people have the same right to an address as everyone else. An address makes it possible for the displaced to communicate and for others to communicate with the displaced. Further, it is necessary to be able to ensure appropriate protection and assistance, as well as follow-up on specific needs. By having a proper camp address system, the process of fixing, registration and verification become easier to manage.

Phase 2: 'Fixing' or Identifying the Population to be Registered

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'. There may be lists which can be used as a starting point – for example, WFP and other food distribution agencies may have distribution lists, or community leaders may have a list of displaced persons in their community. When pre-existing distribution lists are used as a starting point, it is essential that there is an additional process of how to decide and fix those who are not on the list. This is very important, as not all displaced persons are entitled to food rations or may have been registered by the community leaders. Alternatively, if a camp address system exists, families can be fixed against camp addresses lists.

In the absence of a pre-existing list, fixing can be conducted by handing out tokens or by using tamper-proof wristbands, which will be 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. In the first registration phase, only one representative of the household would need to show up, leaving other family members to continue with daily tasks. The wristbands are used for every individual. Later, in the second registration phase, all individuals would need to show up for the registration. The wristband should not be tampered with, and any broken wristbands are not accepted for registration.

Fixing can be organised either centrally or by house-to-house visits. Camp residents 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 exercise can be conducted without constructing a specialised infrastructure, such as the use of existing schools or food distribution centres. Alternatively, a large number of staff could conduct house visits, fix the population and perform a head count of the number of persons in each shelter. This method is particularly valid in locations with a proper camp layout and functioning address system. This method, however, requires a large number of staff to conduct the house visits rapidly. The fixing should be completed within a couple of hours, and maximum within one day 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.

Despite all preparations, the number of residents may increase prior to any registration exercise. 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 to reduce the pull factor. Although attention needs to be paid as to their objectivity, community leaders can sometimes help to verify eligibility of displaced persons from their own home areas. At the end of a fixing, depending on how fixing tokens are organised, an overview of the exact population size, as well as division between gender and age groups will be available. Whether using fixing tokens or wristbands, it is advisable to use harmless fixing fluid like indelible or invisible ink in conjunction in order to avoid double-fixing, which can be used on hands or fingernails for adults, and on the ankle for babies and small children. Whatever the method, fixing needs to be done rapidly to avoid multiple registration. However, "marking" individuals with ink or any kind of fluid may be misinterpreted or considered to be against traditional customs, and there may be fear that the fluid could have harmful effects. This and similar methods must be discussed with and explained to the community prior to its use. Also, keep in mind that indelible and invisible inks – including a UV lamp needed to see the invisible ink – are speciality products which would normally need to be ordered from abroad, and sufficient time needs to be allocated for them to arrive on the ground.

> **❗ 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.

> **❗** 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 areas. Access to water and latrines needs to be in place at every fixing point.

Phase 3: Registration

Registration Method

After the population is fixed, the actual registration can start. In order to reduce to a minimum the time people have to wait in line, registration should be conducted by camp addresses – such as block, sector or camp zone – or alternatively, by fixed family sizes. Households with older people and infants should be given priority attention or have a separate queue.

Registration requires registration offices or registration points, which can be as simple as a registration clerk behind a desk in the open air. Only persons verified to be physically present – and fixed – in the camp should be registered. Meanwhile, mobile registration teams will move around to register individuals unable to show up due to disability, sickness or old age.

When organising registration without a previous fixing, only those physically present on the registration day should be registered. 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.

At each registration point, a staff member should be available to answer questions, explain procedures and organise the waiting area. All staff should be identifiable at all times, wearing, for example, T-shirts, caps or vests and displaying their ID cards.

> ⚠️ **Ensuring Access to Registration- Voice from the Field**
>
> 'During registration in Banda Aceh, 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.'

II. ISSUING 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 card – and/or registration card.

If the situation allows, and following consultation with both men and women, it may be desirable to issue entitlement cards – especially ration cards – to the female head of household, as even among families with male household heads, women remain largely if not solely responsible for food preparation and distribution. Women and their children may face difficult times if the husband leaves, taking the family ration card along or if the husband does not have the interests of the family in mind. In cases where this is not acceptable culturally, the entitlement card should indicate the names of both heads of family/household to promote gender equality and to ensure equal access to the card.

> ### ▲ Camp 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.

Information that goes on any card would need to be assessed on a case-by-case basis, as each situation demands a different set of data. However, the card should not contain any information which unnecessarily provides confidential information – such as health information – or puts the displaced person in a vulnerable situation by including information on ethnicity in certain contexts. 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 other 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
- household size and number of children under age 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 or age group)
- information on certain specific needs within the given family (such as physical disability, mental disability, separated child or older person).

Registration Fraud

As registration normally provides access to entitlements, it will 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. Well-organised fixing is key for the success of all registrations. Ongoing information campaigns and welcome centres for new arrivals might help limit fraud or illegal transfer of cards.

> ### ⚠ How Many Children? Voice from the Field
> "Expecting to receive more food or NFIs, household heads may not always stick to the truth when giving information about the size of their family. Four children can suddenly become six. To verify family membership and set-up can be particularly challenging in situations of displacement when documentation and ID cards get lost. In one country, it happened that refugees took street children from the capital to the camp in order to register them as their real children. If they succeeded, the children were soon removed again, left somewhere in the middle of nowhere – they were no longer needed. Luckily, most of these cases were exposed by Registration Officers on duty at the time."

> ### ⚠️ Empty Shelters? Voice from the Field
> "'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.'"

At the planning stage of each registration exercise, an analysis should be conducted on the potential weak points of the plan. This should incorporate ways to prevent fraud involving staff. For example, frequent rotation of staff and clear division of responsibility would 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 issuance of entitlement cards or collecting registration data. Strong supervision and a clear complaints mechanism are some important components.

> ❗ Regrettably, instances of fraud involving staff also 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 need to be informed that there is no justification for misconduct and of the consequences that inappropriate behaviour will have. All staff, including those hired for this purpose only, must sign a code of conduct and this message should be clearly passed on during the registration training.

The complaint mechanism with a follow-up procedure, preserves the dignity of the displaced persons by allowing them to actively voice their complaints. By establishing a complaint mechanism, the 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 complaints mechanism constitutes one way to ensure the humanitarian agencies' accountability towards the displaced persons.

Efforts should be made to establish procedures for people to file complaints, report persons who 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, but review all complaints received, regardless of format
> - give persons submitting a complaint an opportunity to identify themselves – to the management, at a minimum – whilst 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.

▶▶ *Establishing a complaint mechanism is an essential activity for Camp Management Agencies. For more information, see chapter 3.*

Safety Considerations

Safety of staff as well as of the displaced community needs to be considered in every step of the process. It is important to prepare contingency plans for efficient crowd control and to provide clear instructions to all participants in the registration exercise on how to deal with 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 services. Insufficient drinking water, lack of shade or shelter from rain

may increase irritability and tensions. Lacking adequate facilities could thus compromise staff safety. Also, insufficient breaks, food or refreshments for staff can disrupt a registration exercise or even jeopardise both staff and displaced persons' safety.

Phase 4: Data Entry and Analysis

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, the capacity on the ground 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 on camp residents, can generate aggregate data used for planning and programming purposes and can be updated to maintain accuracy.

Having one database per camp and one central register facilitates the verification of double registration in more than one location. Stolen or lost cards can easily be cancelled through this system as well. A database can facilitate the use of more advanced registration methods, such as the use of digital photos. Geographic Information System (GIS) technologies can facilitate the analysis of collected information, such as a demonstration of the relationship between camp density and availability of infrastructure. Only authorised persons should have access to the data – as noted below in the section on data confidentiality and data sharing – and strict routines for creating backups need to be established.

> **❗** 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. However this does not exclude the collection of GIS data for key camp points or mapping at the block/community level, which does not pinpoint the whereabouts of more vulnerable individuals in the camp.

Data Confidentiality and Data 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 the registration information should be limited, and the agency in charge has the 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 by all.

Specific information on any population or group of people, in particular in conflict environments, can be gravely misused and must be kept safe from ending 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. It must be taken into consideration at all times what information is processed, for what reason, in what format and for how long will it be kept.

▶▶ *For more information on information management and confidentiality,*
   See chapter 5.

III. CONTINUOUS REGISTRATION IN THE CAMP

If registration is to be chosen as an activity, 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 or returns. Any information on an individual or family basis must be up-to-date if it is to be used to aggregate population numbers or profiles. 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 the population changes 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, their entitlement cards should be cancelled and their 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 an important protection activity.

New Arrivals

New arrivals in the camp should go through a similar process of registration. They should be issued documentation by the competent authority/agencies as indicated above. New arrivals should be cross-checked for records at other camps or at any other distribution point by camp management staff. This can easily be done if a database has been set up. It is essential to establish an agreed procedure with all agencies on how to deal with "spontaneous arrivals" that arrive directly in the camp. The procedure 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.

> **⚠** 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 labour-intensive head counts afterwards. 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 hope to continue to receive assistance with

the card of the departed or deceased person, or 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 home, 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 case of large organised return movements or population transfers, deregistration is less problematic and will be integrated in the transportation operation. Deregistration can also be done in conjunction with distribution of return kits or packages, or payment of return cash stipends.

PROFILING METHODOLOGIES AND PRINCIPLES

The profiling methodologies listed below are a summary from the *'Guidance on Profiling Internally Displaced Persons', Provisional Release*. 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

Rapid population estimations 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.

1. *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.

2. *Flow Monitoring*
   People are counted while passing a given point – such as a crossroads, 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). Useful for estimating numbers during a mass movement of people, such as during an exodus from a given area or a return movement.

3. *Dwelling 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.

4. *Head Count*
   Counts the entire number of people living in a given area. More labour-intensive in comparison to dwelling count.

5. *Dwelling/Head Count using Sampling Methods*
   Using sampling methods, counts a subset of the population or dwellings and extrapolates the results to estimate the overall population figure.

▶▶

Surveys

Household Survey

Consists of 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 governments in intervals of ten years. It covers the entire population of a country and besides 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 the quantitative methods and are useful for the triangulation and interpretation of results.

Interviews

1. Focus Group Discussions

Focus group discussion is a group discussion with the aim of better understanding 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 – to ensure that different views existing within the population are captured as accurately as possible.

2. 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, the diversity of the people is essential to obtain a representative overview.

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 participate in and are 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 given the support of the humanitarian community in fulfilling their obligation in the registration and/or profiling and documentation of 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.

☐ The Sector/Cluster Lead Agency is working with national authorities to ensure that registration in the camp follows minimum standards.

☐ Cases of unaccompanied and separated children are reported immediately by the Camp Management Agency to the 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 latrines, water points and registration booths.

☐ 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, WFP 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 on the documentation, which is 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 are deceased have been planned.

☐ When profiling a displaced population, both quantitative and qualitative methodologies have been considered and employed as appropriate.

TOOLS

> **!** Almost all the tools, publications and other documents referred to are available on the **Toolkit CD** attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- Guidance on the use of standardised specific needs codes

- **Save The Children, 2004.** *Care & Protection of Children in Emergencies. A Field Guide.* www.savethechildren.org/publications/technical-resources/child-survival/SEPARATED_CHILDREN_CONTENTS.pdf

- **UNHCR, 2006.** *Address Systems for Refugee and IDP Camps – A Guidance Note.* www.internal-displacement.org/8025708F004CFA06/(httpKeyDocumentsByCategory)/030DF8322BC46A3DC125723S0047C334/$file/Camp%20Address%20Prov%20Guide.pdf

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WFP, European Commission, DAN, 2006. *Desk Review: Estimating Population Size in Emergencies.* www.reliefweb.int/rw/lib.nsf/db900SID/JBRN-72BDLB/$FILE/wfp-coordination-Dec06.pdf?OpenElement

PREVENTION OF AND RESPONSE TO GENDER– BASED VIOLENCE

▶ The Camp Management Agency shares a responsibility to ensure that conditions in the camp minimise the risk of gender-based violence (GBV), that camp residents exposed to GBV receive appropriate care and treatment and that appropriate follow-up action is taken to respond to any incidents that occur.

▶ A comprehensive understanding of the specific risk factors faced by women, girls, boys and men in camp settings and their causes is essential for effective GBV prevention and response interventions.

▶ Direct and meaningful participation of, and consultation with, women in decision-making in the camp is needed to ensure that management, assistance and service delivery prevents and responds to GBV, and provides protection for the groups most at risk.

▶ Camp management staff should make frequent and regular (preferably multiple times during the day) monitoring visits to distribution points, security check points, water and sanitation facilities, service institutions and other high-risk areas. Their findings 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. Community services, protection, health, security and camp management sectors must work together to ensure that a comprehensive approach is implemented and that GBV prevention and response is integrated into all aspects of camp life.

INTRODUCTION

WHAT IS GENDER-BASED VIOLENCE?

The term gender-based violence 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. The term SGBV (sexual and gender-based violence) is also used to define these acts of violence.

▶▶ *For wider understanding of what constitutes GBV, see the Inter-Agency Standing Committee's "Guidelines for Gender-based Violence Interventions in Emergency Settings".*

The nature and extent of specific types of GBV vary across cultures, countries and regions. Examples include:

- sexual violence, including sexual exploitation/abuse and forced prostitution
- domestic violence
- trafficking
- forced/early marriage
- rape
- harmful traditional practices such as female genital mutilation, honour killings, burning of brides for dowry or other family disputes and widow inheritance.

While gender-based violence is usually targeted at women and girls, boys and men may also be survivors of GBV. GBV can occur within the family or community, and is perpetrated by persons in positions of power, including at times by police, guards, armed forces, armed groups and UN peace-keepers. It can take place in, or be condoned by, families, communities and institutions – including schools, detention centres and religious facilities. Recent experiences have unfortunately demonstrated that gender-based violence against refugees and IDPs can also be committed by humanitarian aid workers.

▶▶ *See the Code of Conduct for The International Red Cross and Red Crescent Movement and NGOs.*

! 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 are considered criminal acts under national laws.

The consequences of GBV include acute or chronic physical injury, unwanted pregnancy, sexually transmitted infections, HIV/AIDS, urinary tract infections and fistulas, reproductive health problems, emotional and psychological trauma, stigmatisation, rejection, isolation, depression, increased gender discrimination and sometimes death. Women and girls who have been raped may be treated as criminals and imprisoned or fined for illegal pregnancy. Women who have experienced torture, violence and trauma may have specific physical and psychological needs. Survivors of gender-based violence (including rape, sexual exploitation, and domestic violence) are at heightened risk of being re-abused.

⚠ Voice from the Field

"For many cultures, understanding violence through a gender 'lens', or the idea of linking gender and violence, is often seen as a very Western interpretation. The prevention of GBV is not always understood as being about protection or about upholding international human rights. The social construction of gender is complex and often difficult to understand – nor is there a universal profile of a GBV perpetrator or a GBV survivor. The types and degrees of violence, and how they are understood vary according to context. Often the trauma, fear and vulnerability experienced by people living in a camp environment promotes and reinforces traditional and cultural power relations, which galvanises the understandings and relationships which allow GBV to continue. One of the biggest challenges is the lack of trained staff with GBV awareness, or an understanding of GBV in relation to protection and human rights. Women in these situations who are well trained, are needed to take positions of leadership and authority in INGOs, NGOs and community-based organisations. Breaking cycles of violence and GBV in an emergency

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setting such as a camp is difficult, especially if the emergency intervention prioritises meeting basic human needs for food, water and shelter but has little awareness of gender relations and issues and how they are understood by the displaced community'.

KEY ISSUES

CAUSES AND FACTORS CONTRIBUTING TO GBV

Acts of gender-based violence continue to be widespread worldwide, particularly against women and girls. Unequal gender relations and discrimination are the root causes of GBV. Situations of displacement leading to breakdown of community safety mechanisms may increase the risks of such violence. Refugee and IDP camps, instead of providing a safe environment for their residents, may further expose them to this type of violence.

While war, conflict, and internal strife are the primary causes of flight and displacement, rape and other forms of GBV may also provoke flight. Violence may occur during flight at the hands of bandits, traffickers, border guards and/or other individuals in positions of authority. Like men and boys fleeing conflict and persecution, women and girls are also increasingly obliged to pay people-smugglers and undertake perilous journeys.

The problems of violence and GBV continue during displacement, as camps are often raided by militia. Female camp residents are exposed to greater risk of sexual exploitation and abuse if they have not been individually registered, service delivery mechanisms are poor and there is inadequate distribution of food and non-food items. Women and girls typically have to travel long distances in search of food, fuel and work.

The dangers and uncertainties of emergencies and displacement place great psychosocial strain on individuals, families and communities, often creating environments in which domestic violence can occur. Survival and competition for the meager resources found in and around camps, and post-displacement changes in gender roles, may further increase levels of violence.

Other forms of violence result from the disruption of social structures, men's loss of traditional roles, rapid changes in cultural traditions, poverty, frustration due to lack of productive work, decent or well-paid labour, alcohol and drug abuse and lack of respect for human rights.

> **!** When communities flee they bring with them their customs and traditions. Among these are harmful traditional practices, such as female genital mutilation (FGM). While sometimes viewed as cultural traditions that should be respected, these harmful practices are serious human rights violations.

Certain categories of women and girls are particularly at risk of GBV, such as those who are single heads of households and/or without family support. Girls at heightened risk often include unaccompanied girls, girls in foster families, girls in detention, girls associated with armed forces or groups, mentally and physically disabled girls, child mothers and children born out of rape.

⚠ Protection in Practice: Implications of the Gender Balance in the Camp

Following a displacement it is reasonably common for the camp population to comprise more women than men and in particular for there to be a much higher prevalence of female-headed households than amongst the general population. Camp Management Agencies 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 and community leaders post-tsunami were 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

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not willing or able to look after their children and perform domestic duties. As a result, the burden fell on surviving female relatives, including elderly 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.

Perpetrators are sometimes the very people upon whom the survivors depend to assist and protect them, including police, government officials, and humanitarian workers and peacekeepers. All staff members and persons working on behalf of the camp residents should be trained on and sign codes of conduct. 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.

Experience in several camps has demonstrated that certain measures have allowed the displaced populations to become more adept at safely and appropriately identifying perpetrators and has minimised acts of GBV committed by the police. These 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 police officers. The engagement of female officers has enhanced police effectiveness on issues related to gender-based violence.

> ❗ The role of traditional dispute-resolution systems must be understood and monitored – while they are often the most respected and accessed measure of accountability, they often do not provide adequate redress for female GBV survivors.

ROLE OF A CAMP MANAGEMENT AGENCY

To prevent and respond to GBV from the earliest stages of an emergency, a minimum set of coordinated activities must be undertaken quickly and in collaboration with all partners (women's groups and organisations, NGOs, government, UN agencies and the displaced and host community).

- Safe and appropriate structures and mechanisms for reporting, responding and preventing GBV need to be instituted.
- Survivors of GBV need access to health care, psychological and social support, security and legal support.
- Prevention activities must be put in place, in coordination with the community, to address causes and contributing factors to GBV.
- Effective action to prevent and respond to GBV must be incorporated into all stages of any emergency and humanitarian intervention.

Different actors should work together to establish a coordinated multi-sectoral and inter-agency response with the community (such as the UN Population Fund – UNFPA, UNIFEM, UNICEF, UNHCR and specialised NGOs with substantial field practice in dealing with GBV). Camp Management Agencies need to collaborate with the agency(ies) entrusted to lead and coordinate GBV prevention and response activities.

> ❗ The Camp Management Agency should ensure that GBV programming is both culturally sensitive, and in accordance with International law, particularly if national laws clearly discriminate against or deny the rights of specific groups in the community.

Within the camp setting, the Camp Management Agency has roles and responsibilities in both the prevention of GBV and GBV response interventions. Key activities for the Camp Management Agency related to both of these are:

Prevention of Gender-Based Violence
- assessments/monitoring
- protection-sensitive shelter and site planning
- distribution and services
- safety and security

- raising community awareness
- protection systems
- ethics.

Response to Gender Based Violence
- referral systems
- safety/security
- health
- psychosocial
- legal.

Prevention of Gender-Based Violence
Assessments/Monitoring
- ensure joint multi-functional teams conducting participatory assessment and advocating for all assessments undertaken in the camp to be participatory and include women, girls, boys and men of different ages and backgrounds
- be on the look-out for information relating to community practices that might contribute to secondary or tertiary trauma for GBV survivors, or which might dissuade them from seeking health and psychosocial support
- monitor those areas of the camp which present security risks, including communal latrines and showers, collective reception areas, registration and distribution points, entertainment centres and areas used to graze animals, collect firewood or grow crops
- ensure there is a comprehensive understanding of the specific risk factors faced by women, girls, boys and men in camp settings
- incorporate this analysis in such camp-specific security strategies as provision of appropriate lighting in areas frequently used by women and girls, patrols of fuel wood collection routes and monitoring of school routes
- share appropriate information with the Protection Lead Agency in a systematic manner

Protection-Sensitive Shelter and Site Planning
- 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 and minimises the risk of GBV
- ensure that in cases where communal shelter is the only option that appropriate divisions between families and genders are established

- ensure sufficient space and privacy (including, when possible, door locks) is allocated, especially for female-headed households
- design communal shelters with sufficient space and adequate material for partitions between families
- check that the solution provided is the right one in the cultural context, considering that in certain contexts it will not be culturally acceptable to place single or widowed women together on their own
- monitor the security and well-being of such groups regularly
- make arrangements for appropriate alternative sources such as solar energy for lighting in communal areas (especially latrines and showers) and for individual use (e.g. torches for families)
- plan location and design of shelter areas to promote community spirit and reinforce community-based protection, while preserving privacy, safety and security of individuals and the family unit
- ensure that women and minority group community members are provided opportunities to meaningfully participate in decision-making processes concerning location of services and shelter design
- ensure areas children use are safe and can be monitored by the community
- introduce alternative fuel arrangements based on the community's assessment of the best alternatives: this must be a priority prevention action
- in consultation with women, and if appropriate, provide for women's centres to enable safe meeting spaces for different activities including provision of health, psychosocial and legal services in response to GBV.

Distribution and Services
- promote and monitor meaningful and equal participation of women and men in camp governance mechanisms and decision-making
- 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 background and age
- promote girls' education and work to reduce female students' drop-out rates
- promote the establishment of skills training and income generation programmes that either target or include women in the camp
- promote livelihood activities for men and programmes addressing conflict resolution and problem solving through non-violent means, to reduce incidents of domestic violence

- promote food security and livelihood strategies, particularly targeting single women-headed households, young widows, older women and men, and others who are most at risk of abuse, exploitation and rejection
- conduct life skills and vocational training for adolescent girls and boys and provide work placement services so that they are better equipped to support their families with additional incomes.

Raising Community Awareness
- sensitise the camp community and raise awareness, using participatory methods, on gender-based violence, including information on available services, the rights of the refugees or IDPs and the laws of the host country.
- support protection partners to draw up a GBV prevention and response information, education and communication plan and disseminate GBV prevention messages.

> ## 🔺 Voice from the Field
> "In the context of this culture and the camps where we work, it is important that any training or awareness-raising in this area 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. If GBV is prevalent in the population, then it can be good practice to set up counseling committees as part of the camp management structure. In order to be useful to the camp population these committees need to be well–trained, confidential, and have access to legal and medical services. 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."

> **(!)** Choice of the best facilitators to use for awareness-raising projects is very context specific. In some cases it may be better to use a member of the local community, in other situations a member of international staff may be preferred by the community. The gender of the facilitator should also be taken into account.

Safety and Security

- mobilise the camp population to identify those groups most at risk of GBV and agree on community support and monitoring mechanisms, including 'community watch' teams which include women
- 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
- advocate for camp residents, including women, to be included in measures to improve camp security
- liaise with local/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-trained police and security personnel and promote gender parity among all security staff.

Protection Systems

- cooperate with responsible protection organisations in the establishment of a coordinated, confidential, and appropriate referral and reporting mechanism for survivors of GBV in the camp
- provide health, psychosocial, legal and material support
- promote and/or assist in the establishment of a network of community-based support, ensuring that they are properly trained
- promote the training and mobilisation of men's groups for gender equality and the prevention of GBV
- ensure that survivors provide their informed consent before any redress measures are taken
- ensure that in all cases survivors are permitted to make informed decisions.

> ⓘ Operation-specific Standard Operating Procedures should regulate how to deal with the consent issue in the case of a child survivor. In some countries there may be a formal obligation to report to the authorities. Normally, the informed consent of the parents or guardian should be sought, unless the risk emanates from them. In such situations, the case should be referred to the relevant national child protection authorities and, if these are not available, a best interests determination (BID) should be undertaken by the lead agency in child protection.

Ethics
- provide information to the camp community on the conduct expected from humanitarian personnel
- explain to the camp community the procedures for reporting complaints involving humanitarian workers, peacekeepers and/or security personnel
- assess knowledge and skills on prevention and response to GBV among agency staff and arrange for training/briefing sessions, as appropriate
- ensure that all staff are trained on, familiar with, and sign applicable codes of conduct
- employ and train committed female staff and promote the employment of female staff by other actors
- ensure all staff working in the camp are clearly identified; names and functions should be provided in writing to the community so that follow up can be provided in the case of complaints
- ensure that Standard Operating Procedures (SOPs) minimise the number of times the survivor is asked to tell his/her story or interviewed, and that he/she is aware of his/her rights regarding interviews by visitors, including the media.

> ⓘ Before sending any camp management team members into a camp setting, as monitors, as trainers, coaches, field staff, or supervisors, provide them with training in GBV, and especially in understanding how prevention of GBV is central to protection and to the upholding of human rights.

Response to Gender-Based Violence

Camp residents who have experienced gender-based violence often approach the Camp Management Agency as a first responder. Its staff need to be prepared to handle such incidents in a manner that prioritises confidentiality, respect, sensitivity and the dignity of the survivor. Suggested actions covering the four response areas (health, psychosocial, safety, and legal response) are listed below.

Referral Systems
- ensure that staff receive appropriate training on responding to the needs of survivors, including interview techniques and comprehensive knowledge of referral mechanisms and options available to them
- agree, with appropriate protection agencies and NGO partners, on incident-reporting mechanisms and referral systems (when possible and relevant), which pay due regard to confidentiality (including data protection requirements), respect, sensitivity and the dignity of the survivor
- ensure partners collectively agree which information is absolutely necessary, the manner in which it can be collected so that minimal harm is done to the survivor, what information needs to be shared and in what capacity, which (if any) individuals and organisations need to be informed of the incident and what measures are in place to protect the survivor, the information, and those responding
- ensure that non-identifying information about the incident should be appropriately shared with relevant protection agencies.

Safety/Security
- prioritise the safety of the survivor, his/her family and agency staff at all times
- respect the wishes, rights and dignity of the survivor, while always considering the needs and safety of the community as a whole
- ensure that children are always interviewed by those trained in age-sensitive interviewing and counseling techniques
- ensure that child survivors are not subjected to unnecessary multiple interviews
- when necessary, make arrangements to relocate a survivor to a safe area and provide discreet individual security provision, follow-up support and monitoring
- whenever possible, ensure that any perpetrator from within the community is removed.

Health

- advocate for health services in the camp to be equipped to respond to survivors of gender-based violence when possible, particularly ensuring availability and delivery of:
  - o   emergency contraception
  - o   post-exposure prophylaxis (in response to HIV exposure)
  - o   STI treatment
  - o   hepatitis and tetanus vaccination
- establish referral systems that ensure a rapid medical response and care of GBV survivors.

▶▶ *For more details on health, see chapter 16.*

Psychosocial

- advocate for clear and timely referral systems for affected persons to receive psychosocial support
- ensure that community-driven psychosocial support mechanisms are not detrimental to the rights of the survivors.

Legal

- refer survivors who wish to seek legal redress to the responsible protection agency(ies).

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

☐ The Camp Management Agency staff are trained in issues of GBV and appropriate prevention response and referral systems.

☐ Camp residents exposed to GBV before arrival in the camp receive appropriate care and treatment.

☐ The Camp Management Agency takes appropriate follow-up action in response to incidents of GBV.

☐ Clear referral procedures are in place, including health care, psychological and social support for those affected.

☐ Participatory assessment is used by the Camp Management Agency to develop an understanding of the causes of GBV and to plan community-based actions to address them.

☐ The culture of the displaced community – including gender and power relations, traditional roles, and any harmful traditional practices – informs prevention of and response to GBV.

☐ Camp design and layout supports the prevention of GBV.

☐ Groups and individuals especially at risk of GBV are identified and the Camp Management Agency works in close cooperation with protection actors.

☐ Staff members and all those working on behalf of the camp residents have been trained on, and signed, codes of conduct.

☐ Traditional systems for resolving disputes in the community are understood and monitored.

☐ Safe and confidential reporting mechanisms are in place and the community are informed about how to use them.

☐ Monitoring of high-risk areas in the camp is prioritised by the Camp Management Agency and is consistent and regular.

☐ 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.

☐ Multi-sectoral and inter-agency approaches to GBV are advocated for and supported by the Camp Management Agency.

☐ GBV response and prevention is integrated (mainstreamed) into programmes within the camp at every stage: assessment, planning, implementation, monitoring and evaluation.

☐ The Camp Management Agency works closely with programmes that promote skills and vocational training to reduce vulnerability.

☐ The safety, security and dignity of those affected by GBV is prioritised at all times.

> **!** Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- R. Bauer. Shelter & Gender. Briefing note

- Proposed system for organising, monitoring and promoting firewood patrols

- **Reproductive Health Response in Crisis (RHRC) Consortium, 2004.** *Gender-based Violence Tools Manual. For Assessment & Programme Design, Monitoring & Evaluation in Conflict-affected Settings.*
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- **RHRC Consortium, The Gender-Based Violence Global Technical Support Project, 2004.** *Checklist for Action. Prevention & Response to Gender-Based Violence in Displaced Settings.* www.rhrc.org/pdf/Checklist.pdf

- *IASC, Protection Cluster, Early Recovery Cluster, 2007. Protection of Conflict-induced IDPs: Assessment for Action (pilot version for field testing)*
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PROTECTION OF PERSONS WITH SPECIFIC NEEDS

▶ Within the camp population, 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 should ensure that the registration/profiling system records disaggregated data on age, gender and other relevant information to identify persons with specific needs at the earliest stages and throughout the displacement cycle.

▶ Participatory assessments and the participation of all groups in the camp will help determine which particular groups may have specific needs in any given situation and assist in providing appropriate protection.

▶ Displacement may lead to the breakdown of community support structures that would ordinarily care for persons with specific needs. All planning and programmes should integrate the concerns of these groups, by supporting existing coping mechanisms where possible, or by developing alternative interventions.

▶ Camp Management Agencies should 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.

GROUPS WITH SPECIFIC NEEDS

This section will briefly review some of the main groups of persons who may, depending on the circumstances, have specific protection needs and to whom special attention must be paid. However, the vulnerabilities and protection needs of the displaced population are context specific, and the groups at risk in any given situation will vary. These can include:

POPULATION CATEGORIES	GROUPS WITH SPECIFIC NEEDS
Boys and girls	Unaccompanied and separated children Children formerly associated with armed forces or groups Child heads of household
Youth	Out-of-school and unemployed youth
Women	Women heads of households, including widows Women without male support Women formerly associated with armed forces or groups Women who are survivors of GBV
Older persons	Older persons without family or community support Grandparent-headed households
Persons affected by sickness, disability or trauma	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

Persons in these categories may have specific protection needs which must be addressed. In many cases it is the family or the community that provides the support that these individuals require. However, this is not always the case. Where appropriate care is in place, capacities are often stretched and resources limited. In the absence of family or community support, members of these groups face heightened protection risks within the camp.

To address their situation a two-fold approach is required.

- It is important that all programmes and activities are designed in a way that takes into account the presence of groups with specific needs and integrates their concerns. Protection of groups with specific needs is 'mainstreamed.'
- A targeted response may be needed to ensure protection in accordance with their vulnerabilities and needs. This may be through community-based activities or individual referrals.

The specific needs of individuals may change over time. It is therefore essential that assessments are done to analyse not only the protection risks faced by certain groups, but also by the individuals within the group. For example, a child in the care of a foster family in the camp, may have different needs at the time of return or resettlement. Or an older woman living with her daughter, would have different needs at the time when her daughter marries and goes to live with her husband's family.

It is essential that the Camp Management Agency ensures camp staff have the training and competencies required to work towards the protection of, and up-holding the rights of, all groups and individuals, not least the most vulnerable. In particular, camp staff must be trained in and sign a code of conduct, which provides specific guidelines on ethical conduct and the nature of their behaviour with camp community members. It is particularly important that those staff working with women and children, as well as other groups with specific needs, are familiar with and adhere to a code of conduct.

> ### ⚠ Vulnerable Groups with Specific Needs in Collective Centres – Voice from the Field
>
> 'There are a high number of vulnerable groups and persons with specific needs in collective centres in Serbia. This includes older persons, single-headed households, the disabled, mentally ill and those with chronic health problems. One NGO here estimates that up to 40% of residents in a collective centre where they are working are on some kind of medication for mental illness. According to those working there, the poor living conditions have a significant impact on vulnerability. There are significant social problems such as conflict among the IDPs, alcoholism, suicide attempts, psychosocial problems, depression and cases of GBV. Many concerns stem from the cramped living conditions, the lack of privacy and the institution-alisation that comes from living in a collective centre.'

KEY ISSUES

BOYS AND GIRLS

Interventions for Children in General

All children – as defined by the *Convention on the Rights of the Child* persons who are below the age of 18 – need special care and attention in order to ensure that their physical, psychological, social and developmental needs are met. They may be dependent on adult support and protection, and are more vulnerable than adults to certain risks such as disease, malnutrition and physical injury. Internally displaced or refugee children may face far greater dangers due to their displace-

ment, the disruption of family and community structures, as well as from the lack of resources which normally accompany such situations. In a camp setting, refugee or internally displaced children may be exposed to 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 many camp situations, organisations entrusted with child protection, such as UNICEF, are present and implement programmes for children. Some child protection activities, such as psychosocial support, tracing, family reunification, specialised support to former child soldiers, or best-interests determination require particular expertise and should be undertaken by specialised agencies – for example, the International Committee of the Red Cross (ICRC) in the case of tracing.

The Camp Management Agency, however, also has a responsibility to ensure that children are not exposed to protection threats in the camp and that specific children at risk are identified, their needs assessed and that action is taken to adapt or target assistance and programmes accordingly. Some of the actions that a Camp Management Agency would need to take include:

- making sure that boys and girls go to school and have an opportunity to stay in school and not drop out. Education is a right, and it is also a fundamental protection tool. It helps both psychosocial and developmental needs and provides children with skills and capacities to help them make better life choices and protect themselves against exploitation and abuse. Going to school can counter some of the effects of trauma following displacement, and bring a much needed return to routine and normality. Activities to ensure a safe school environment and the participation of all refugee and internally displaced children in the camp in educational activities should be supported by the Camp Management Agency. Obstacles which prevent certain refugee or internally displaced children (such as unaccompanied or separated children, child-headed households, girls – including adolescent girls) from accessing education should be assessed, with an aim of instituting programmes and measures to overcome them. The monitoring of schools and the support of a protective and positive learning environment should be undertaken by the Camp Management Agency in close collaboration with the service providers for education in the camp. In the absence of agencies supporting education, the Camp Management Agency may be required to play a more substantial role in the support of informal schooling and/or the recruitment of voluntary teachers.

- supporting the establishment or the strengthening of a child protection system for prevention of and response to specific risks faced by boys and girls. The exact role of the Camp Management Agency will depend on the presence of child protection agencies and NGOs and their scope of involvement. It should include mechanisms for early identification of children at risk, monitoring of their situation, assigning responsibilities for preventive action and referral systems for follow-up on individual cases requiring specialist support. Families and communities also have a responsibility for the protection and care of their children, and therefore programmes and activities should be designed to support the family and community in fulfilling this duty. Support groups, parents committees, awareness raising, coaching, community mobilisers and information campaigns can all play a role in this.

- promoting and facilitating the establishment of child protection committees, in coordination with protection agencies operating in the camp and where possible with national or local child welfare authorities. Such committees, if gender-balanced and representative of all groups, may be a very effective tool to implement awareness raising activities, but also to monitor and refer boys and girls requiring particular attention to the Camp Management Agency or the responsible protection structure.

- providing information on how and where to direct grievances on violation of rights or on discrimination in access to camp services and facilities. Ensure that feedback and follow-up mechanisms are in place to increase the Camp Management Agency's accountability.

- supporting and facilitating the creation of child-friendly spaces and activities in the camp. Social and recreational facilities and programmes are important for the development of the child. They may also play a central role in reducing protection risks, such as those which may arise from children having to leave the camp in order to play football. Sports, games and recreational space can reduce levels of frustration and aggression, foster community cohesion and help to unite families and communities. Spaces for children to play promote a safer, healthier and more peaceful camp environment.

When dealing with the protection needs of children, the Camp Management Agency should be guided by the principle of the best interests of the child. 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. While formal best interests determinations (BID) may need to be taken in certain situations, this would normally be done within the national child protection system, or, if necessary, by the protection agencies operating in the camp or on behalf of its residents. While the Camp Management Agency would not be involved in formal BID procedures, it will have a role in identifying and monitoring the needs of children for whom such procedures are necessary. Involving the child in decision making through consultation and participation is central to best practice.

▶▶ *For more information on BIDs see UNHCR's Guidelines on Formal Determination of the Best Interests of the Child.*

🔺 Voice from the Field

"In post-conflict Northern Uganda, in a large camp where the returns 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'. When we spoke to the elders' committee about these sites, they explained that whilst 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. Whilst 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. This was where distributions took place, where education and 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 especially at risk. The elders 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 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."

Interventions for Groups of Children with Specific Needs

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, or violence.

Unaccompanied or Separated Children

❗ Unaccompanied children are children 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 their parents), unaccompanied and separated boys and girls can face an increased risk of protection problems. Guided by the 2004 *Inter-agency 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 (i.e. collecting firewood). Residents should also be involved in identifying and implementing measures which can be taken to prevent separation or abductions from occurring, (e.g. 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 such children are promptly identified, registered and documented. This should also include mechanisms to identify children who become unaccompanied or separated in the camp (for instance due to death or departure of parents).

- 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. The role of the Camp Management Agency is not to establish such services but to call upon child protection agencies to do so. The ICRC has a mandate and extensive experience in this regard and should therefore be the first organisation to approach. If the ICRC is not present, advice can be sought from UNICEF or UNHCR or from child protection NGOs.

- Pending tracing and reunification, ensure that a system to identify suitable temporary care arrangements is in place, with care by other relatives or foster families being the preferred options. The Camp Management Agency should encourage agencies with relevant expertise to undertake this task. The direct involvement of camp management should be limited to situations where no protection organisations are working in the camp.

- Develop clear selection criteria for foster families and initiate training programmes for those chosen to foster children. It is also recommended to formalise the foster care arrangement through the signing of documentation. Unaccompanied or separated children may also be in households headed by an older sibling. This may, in certain cases, be the most suitable care

arrangement for the family. Such households may, however, face heightened risks of discrimination, exploitation or abuse. Older children who have the responsibility to look after younger siblings may be unable to access educational or other activities.

- Ensure that a monitoring system, which extends to unaccompanied and separated children, is set up by child protection agencies and NGOs. The situation of unaccompanied and separated children must be continuously followed-up and regularly monitored, particularly their temporary care arrangements, as the child may be subject to discrimination or abuse by extended family members or within the foster family. Volunteers among the IDPs or refugees can also be trained as community or social workers to assist in training and monitoring activities.

- Ensure psychosocial care is provided, given the harmful effects that separation can have on a child's psychological well-being. The role of the Camp Management Agency is to promote the establishment of such specialised services in the camp.

Children Associated with Armed Forces or Groups

Boys and girls formerly associated with armed forces or groups will need support with rehabilitation and reintegration into the community. This is essentially the task of specialised organisations, although the Camp Management Agency has a supportive role to play. It should:

- Support organisations in implementing rehabilitation programmes for conflict-affected children. This often includes services such as psychosocial programmes, given that they may have experienced or have perpetrated severe violence, including gender-based violence. Rehabilitation programmes should be community-based and focus on activities such as education, skills training, reconciliation and psychosocial counselling. It is important to ensure that these services are also open to girls who were associated with armed forces or groups.

- Avoid singling out those who were formerly associated with armed forces or groups for special activities, as this may ostracise them. Ensure that programmes are inclusive and address the needs of all children affected by armed conflict. These programmes should be open to and benefit all children in the camp. Isolating particular groups of children for special treatment may impede their integration into the community or may be seen as

rewarding those who were recruited. This is especially the case for girls who were associated with armed forces or armed groups and their children, as actions and activities which identity them as such may increase the stigma attached to their involvement and worsen their situation. There may be a need to proactively look out for these girls.

- In coordination with the organisation implementing programmes for rehabilitation and reintegration into the family and community, take steps to ensure that information about such programmes is made available to all the camp population. It should also be made clear that such programmes are not limited to children who were formerly engaged in fighting, but also to boys and girls who have been otherwise associated with armed groups and that the community should provide support in accessing such activities.

⚠ An international NGO delivering a psychosocial support programme to help address the needs of formerly abducted children and adolescents in northern Uganda, reports:

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 home to his/her 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; sports teams; promotion of traditional dance, drama and cultural rituals; adolescent health education and life skills training; vocational skills training and income generation schemes.

OUT OF SCHOOL AND UNEMPLOYED ADOLESCENTS AND YOUTH

> **❶** The point of transition from being considered a child to being a young adult, and the definition of adolescent is 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.

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, including gender-based violence for other camp residents. In some cases this may be further aggravated by alcohol or substance abuse.

To prevent increased protection risks from adolescents, the Camp Management Agency should:

- Make sure such young people are not overlooked in needs assessments and understand the reasons why they are not attending school. Ensure that their needs are reflected and their capacities utilised in the daily activities and programmes in the camp.
- Ensure that sufficient focus is given to the needs of adolescent boys and girls by advocating with humanitarian organisations for the establishment of special programmes for them such as sports and recreation, life, vocational and skills training and psychosocial support. Based on a participatory process with adolescent girls and boys, the Camp Management Agency can assist in identifying and implementing appropriate opportunities for these groups.
- Ensure that adolescents are aware of their rights within the camp and the services and facilities available and how to access them. Provide information on how and where to direct grievances on violation of rights or discrimination in access to camp services and facilities.
- Find ways to engage them actively for the benefit of the community. One possibility is the establishment of youth groups entrusted to deal with some aspects of camp life which are of particular relevance to them, such as HIV/AIDS and environmental awareness activities.

> **!** 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 the youth committees are not centred on sports teams and events. 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 the female youth population in the camp (and 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 male youth). Focus on sport can further marginalise vulnerable and differently-abled young people without intending to.

> **⚠ Tips for Establishing Youth Committees: Voice from the Field**
>
> "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)) of joining a camp committee they will in turn support, promote and even maintain certain aspects of the youth committee/s. 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 and often unemployed.
>
> 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."

> **!** Youth committees may require a different structure to other camp committees. It is suggested that youth committees have 'double' roles (two co-chairs, two note-takers, two treasurers, etc.) as well as members who attend meetings regularly. This is because inevitably some youth will lose interest and/or will drop out due to disinterest or other duties (such as care of family members, livelihoods and/or educational opportunities). If the youth committee 'doubles' all aspects of structure then it is likely that the committee will stay intact and functioning even when membership ebbs and flows.

WOMEN WITH SPECIFIC NEEDS

Not all women in the camp are at risk, and certain categories of men may also face particular risks (for instance those demobilised may risk exclusion by the community).

Women may however be exposed to particular protection concerns due to their gender, legal status or socio-economic positions. They may be less able to exercise their rights, and specific action in their favour may need to be taken to ensure that they enjoy protection and assistance on the same basis as men. Whether during the displacement itself, or after arrival in the camp, women may face a range of threats, including threats to their lives or physical safety, or an inability to access life-saving humanitarian assistance or livelihood activities.

Experience has shown that certain groups of women have specific needs to which special attention must be paid. These include unaccompanied single women and single female-headed households, including widows. They 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, sexual exploitation or abuse. Such women may also face 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, or income-generating programmes. The children of such households may also be at increased risk of abuse and exploitation.

Widows may face harmful traditional practices, such as forced remarriage. They may be denied inheritance rights or custody of their children by local laws or practices, including by the deceased husband's family. Justice mechanisms may offer no protection to this group.

Women and girls who were 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.

The Camp Management Agency has to play a central role in ensuring that women with specific needs are identified, their specific needs are assessed and that action is taken to involve them, and to adapt or target assistance and programmes accordingly.

▶▶ *For further guidance on activities for the prevention of and response to GBV, see chapter 10.*

While certain response mechanisms will need to be put in place by agencies with relevant expertise, the Camp Management Agency plays a pivotal role in mini-mising risk factors for women and in monitoring the effectiveness of responses. Actions required by Camp Management Agencies include:

- individual registration and documentation of refugee and IDP women. Measures must be in place to identify groups of women with specific needs. Individual registration should be complemented through participatory assessments to ascertain the risks which certain groups of women face and their protection priorities, as well as their resources and capacities
- designing the camp in a manner which ensures women have safe access to facilities such as latrines and showers
- assessing activities and services, such as the distribution of relief items, to ensure that everyone has equal access, and that the mechanisms in place do not put women at risk of sexual exploitation
- providing refugee and IDP women with information on their rights under international and national law as well as the services available to them in the camp
- ensuring the full participation and active involvement of women in camp governance structures as well as in decisions affecting their lives and communities. It is essential that the Camp Management Agency promotes and facilitates the full and active participation of refugee and IDP women in planning, implementation and monitoring, including the identification of targeted responses for certain groups of women
- promoting activities which strengthen women's leadership, skills and capacities; this will contribute to their empowerment, and in turn will improve their protection situation within the camp

- addressing, in cooperation with the competent authorities and protection agencies, the physical security needs of individual women at heightened risk in the camp setting
- providing information on how and where to direct confidential grievances on violation of rights or discrimination in access to camp services and facilities.

> **⚠ Specific Needs of Men**
>
> While the specific needs of women, children, those with disabilities and other groups are largely recognised, the specific needs of men should also not be underestimated by the Camp Management Agency. Camp settings can be particularly stressful for men, because camp life often changes the nature of men's (traditional) primary role in many cultures – 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. While leadership structures will still exist in the camp, there will be additional actors – such as the national authorities and Camp Management Agency – and therefore 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. By comparison, women's likely primary activities of taking care of the household and children probably continue. Resentments can also arise if women in the camp are somewhat more empowered than they traditionally have been.
>
> Promoting active participation and livelihoods opportunities (see chapters 3 and 18) has an important psychosocial function.

> ⚠️ **Innovative and Inclusive – Voice from the Field**
>
> "An income generating programme for female-headed households was not going well. Attendance was poor due to issues concerning care of their children whilst they attended classes or workshops. In search of a solution, they started with a coordination initiative between women – some women provided child care whilst the others attended class, and then they would switch.
>
> Then came the new 'twist,' and the innovation. The older members of the camp were invited to come and do story-telling for the children. This was a terrific idea because it 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 that had been missing. It allowed for better communications with older people, especially those who were more mobile, and helped projects to deliver better targeted assistance."

OLDER PERSONS

Older persons are another group within the IDP or refugee community who may be vulnerable and have specific protection needs. The World Health Organisation defines "older person" as an individual above the age of 60. Nonetheless, factors such as life expectancy and health and economic conditions are relevant in considering who is old.

Challenges facing older persons may include difficulty in accessing food and non-food items, water, health services or participation opportunities due to decreased mobility. Older persons may have special dietary needs which are overlooked when designing supplementary feeding programmes. They may be at risk of being robbed or assaulted. Older women, who tend to make up larger proportions of IDP or refugee camp populations than older men, may be at increased risk of physical and sexual abuse.

Certain people within older groups may face increased protection risks. These include unaccompanied older persons, grandparent-headed households, older persons with health or mobility problems and older persons who have limited mental or physical capacity or limited literacy. As indicated above, it is vital that the Camp Management Agency and other protection organisations ensure that participatory assessments include older persons and that all programmes and activities are analysed from a gender, age and diversity perspective.

Unaccompanied older persons may be unable, for example, to protect their belongings and be at increased risk of theft. Shelter conditions may force them to live with strangers, who may resent having to accommodate an older person. Some unaccompanied older persons may face difficulties in collecting and carrying water and non-food items. They may be at risk of isolation, loneliness and depression.

> ❗ In many cultures 'elders' or older persons are highly respected, and play an important role at social and religious ceremonies and rituals within the community. They are often important at births, marriages, deaths and initiation rites – such as a girl's first menstruation. Traditionally valued for their wisdom and good counsel, in many cultures elders 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 to a Camp Management Agency seeking to understand and appropriately protect a camp population.

International NGOs working to promote the rights of older people in emergencies advocate for a greater awareness of the problems older people face in an emergency situation and they highlight:

- lack of mobility – affects the ability of older people to flee from crises and access humanitarian services
- chronic poor health – immediate health issues during crises are characterised and compounded by the effects of pre-existing chronic ailments, discrimination at the hands of health staff and lack of accessible, appropriate response services
- nutritional needs – in a rapid survey carried out in Darfur in 2006 by HelpAge International it was found nearly 40 per cent of older people were at risk of malnutrition
- isolation – a psychosocial needs assessment conducted in September 2006 found that mental health concerns were more prevalent among older Pakistani survivors of the 2005 earthquake. These concerns included isolation and feelings of being a burden, intergenerational conflict, and the reality that major losses will not be restored in their lifetimes.

The Camp Management Agency should:

- Understand the role played by older persons in the community prior to displacement and recognise that older persons are a resource to the community and that they have something to contribute to community life. They can be a resource for education, communication, conflict resolution and leadership within their families and communities. They may have useful skills and abilities which can aid the community. Active older persons should therefore be included in skills training and income-generation programmes. They should be encouraged to participate in community committees and to take an active part in community life, which could include involvement in dispute resolution mechanisms, child care activities, traditional birth services and the continuation of community traditions, unless these violate the rights of others.

- Involve older persons, both men and women, in participatory assessments as well as in the planning and delivery of services and design of programmes and activities for camp residents. The creation of measures to ensure their equal access to services rather than the creation of separate special services should be the goal for the majority of older persons in the camp.

- Family tracing should be instituted for unaccompanied older persons with a view to reuniting them with family members as soon as possible. Pending reunification, community care initiatives and links with supportive neighbours and families should be promoted to ensure that those on their own are able to access appropriate shelter, programmes and services and have some community-based psychosocial support to help combat loneliness, bereavement and depression.

- Ensure that households headed by grandparents are regularly monitored and that targeted responses are put in place to support them. Households headed by grandparents may face additional problems. The grandparent may be dependent on young children for his or her survival, including the collection of food, water, and fuel or undertaking economic activities for the survival of the family. This can expose the children in such households to additional protection risks, like leaving the camp to collect firewood.

- Ensure that older persons with health or mobility problems have equal access to medical services and relief items. The mechanisms for distribution of relief items should be assessed to ensure that older persons are not inadvertently discriminated against in their access to relief items, and that they are not at risk of theft, intimidation or assault while in the process of obtaining them.

- Ensure that older persons are aware of their rights within the camp, and of the services and facilities available and how to access them. Provide information on how and where to direct grievances on violation of rights or discrimination in access to camp services and facilities.

- Design information about programmes and services in such a way as reach persons with limited literacy. Knowledge about their rights as well as the services present in the camp will empower older persons.

> **(!) An international NGO has four core recommendations to promote the rights of older people in emergencies:**
> 1. Protect older people by including them as a vulnerable group in all relevant areas of humanitarian law and practice
> 2. Include older people by breaking down data by age and gender, and ensuring older people's participation in all stages of the project cycle
> 3. Mainstream older people's concerns into organisation policies and train staff in ageing issues
> 4. Resource practical programmes and research in order to provide appropriate support

⚠ **Raising Awareness – Voice from the Field**

"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 people and those with disabilities and to put their ration cards at the top of the pile, so that 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 these people 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; sweaters and shawls because older people feel the chill and flasks so that tea and soup remain hot for longer."

SICK PERSONS AND PERSONS WITH DISABILITIES

The *United Nations Convention on the Rights of Persons with Disabilities* defines persons with disabilities as: "those 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."

Sick persons and persons with physical, mental or other disabilities among the camp population may face heightened risks, particularly when the family and community is absent or unable or unwilling to care for them. Disability may be seen as a "punishment" within a family or community leading 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. Children with disabilities may also have problems in accessing educational opportunities, may face abuse or isolation at home or discriminatory treatment by the community. Women with disabilities may face double discrimination due to their gender roles.

> **⊘** Simple technical interventions can have a positive impact on helping to meet the needs and rights of people with physical disabilities:
> - handles at convenient heights on latrine doors
> - bars and support rails to hold onto around shelter and in 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 wheelchair access.
>
> These solutions often cost very little, but they require planning and an awareness of what is required. Using community participatory assessment methods like focus groups, can help a Camp Management Agency to support appropriate and specific solutions to meet the needs of those with physical disabilities.

Particular risks may be faced by persons living with HIV and by groups at risk of HIV, such as for instance persons involved in sex work, homosexuals and substance users. They may face discrimination and stigma, including from within their own family and community. Ensuring confidentiality for HIV status persons is therefore critical.

A Camp Management Agency should:
- Include persons with disabilities in participatory assessments to ensure that their protection needs, concerns and capacities are properly identified. They and other members of the community should take part in developing prevention and response actions aimed at reducing their protection risks and in meeting their particular needs.
- Establish 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. The needs of carers and their support should also be accounted for through community-based programmes.

- Initiate cooperation with specialised organisations or rehabilitation services for persons with disabilities, including the provision of wheel chairs and crutches.
- Adapt camp services, such as latrines and showers to ensure that persons with disabilities are not hindered in their access. Their access to services and relief items must be evaluated and if necessary, mechanisms should be put in place to deliver such services to them.
- Promote the rights and dignity of persons with disabilities, including mental disabilities, within the community, and ensure that people with disabilities have appropriate access to information about their rights and the services available to them in the camp, including access to education.
- Advocate for and monitor health services in the camp (and access to host community services as appropriate), including referral systems to specialists and clinics.
- Provide information on how and where to direct grievances on violation of rights or discrimination in access to camp services and facilities. The Camp Management Agency should take care to ensure that information is presented in an accessible manner taking into account any communication barriers, or lack of mobility which some persons may face.
- Be attentive to discrimination and stigma on the basis of HIV/AIDS and advocate with health service providers and social and community workers to ensure that services to persons living with HIV/AIDS (PLWHA) are provided in a manner that does not reveal their HIV status to the community.
- Advocate with health service providers that groups at risk of, or living with, HIV/AIDS have full access to confidential HIV prevention and treatment programmes, and ensure that they are not isolated or criminalised.
- Ensure that vulnerability reduction programmes are established for sex workers and substance users.

> ❗ **HIV/AIDS Mainstreaming in Camp Closure Programming in Liberia**
>
> During camp closure programming in Liberia, the Camp Management Agency incorporated specific questions about HIV/AIDS issues in the information tool (registration form linked to a database) used to register camp populations for travel to areas of origin or desired area of return.
>
> The questions focused on context specific issues including:
> - HIV/AIDS awareness
> - cultural attitudes to HIV/AIDS
> - use of condoms
> - access to HIV-related prevention and treatment during displacement in the camp setting.
>
> The Camp Management Agency used this information to help appropriate agencies and government counterparts to develop reintegration programming for HIV prevention in areas of return.

> ❗ 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 there to access medical attention. One solution can be to make an agreement with a member(s) 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 transport on medical grounds. The community, in consultation with the vehicle owner, need to come up with a way in which he or she can be remunerated or compensated for their services and/or the cost of the fuel.

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

☐ Camp staff are trained in the protection and care of groups with specific needs, and sign a code of conduct.

☐ Registration, and data disaggregated by age and gender, identifies persons with specific needs, and information on them is updated regularly.

☐ The Camp Management Agency advocates with other stakeholders and agencies in the camp for the needs of vulnerable groups and individuals to be integrated (mainstreamed) into sector-specific programmes and the daily life of the camp.

☐ Camp design and set-up takes into account the protection needs of vulnerable groups within the community, in terms of their safety, security and their access to services and assistance.

☐ Participatory assessments conducted in the camp are inclusive of groups with specific needs, enabling the Camp Management Agency to understand their vulnerabilities and how they can best be protected.

☐ Specialised programmes in the camp respond to the needs of specific groups who are more at risk, and provide protection appropriate to their needs.

☐ The Camp Management Agency works to support family and community care mechanisms for persons with specific needs, to identify gaps in their care and respond accordingly.

☐ There are safe spaces and opportunities for sport and recreation for children and young people in the camp, including girls.

☐ Women are well represented, and involved in decision-making processes.

☐ Persons with specific needs are represented and participate in camp activities.

☐ There are committees for groups with specific needs in the camp, and those with specific needs are represented on sector-specific committees.

☐ Organisations entrusted with child protection work to provide protection for children who may be especially vulnerable – unaccompanied, separated, orphaned, sick or children associated with fighting forces.

☐ Children's right to safe education is monitored and supported by the Camp Management Agency.

☐ Training and recreational programmes and opportunities for adolescents to participate and contribute in positive ways to the life of the camp are provided.

☐ Promoting the care and dignity of older camp residents and ways of valuing and developing their role in the community are planned.

☐ Those who are sick, have disabilities and/or are immobile are ensured access to essential assistance and services and programmes for their protection.

☐ The Camp Management Agency advocates for and works closely with health service providers.

☐ The camp population can access hospitals, specialists and clinics.

☐ There is support in place for those who are carers of persons with specific needs.

☐ The Camp Management Agency works to support the protection and confidentiality of those living with or affected by HIV/AIDS.

☐ Programmes are in place to reduce the vulnerability of groups at risk from HIV/AIDS.

> **!** Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- Guidance on the use of standardised specific needs codes

- **Simple devices to assist the physically disabled**
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- **IASC, Protection Cluster, Early Recovery Cluster, 2007.** *Protection of Conflict-induced IDPs: Assessment for Action* **(pilot version for field testing).**
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- **UNHCR 2006,** *The UNHCR Tool for Participatory Assessment in Operations.*
  www.humanitarianreform.org/humanitarianreform/Portals/1/cluster%20approach%20page/clusters%20pages/Em%20Shelter/Tollkit%20Field/7.2%20Assessment/7.2.2%20Guidelines/7.2.2.8%20UNHCR%20Participatory%20Assessment%20Tool.pdf

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CAMP SECURITY AND STAFF SAFETY

▶ Physical safety and security is a core component of protection in refugee and IDP camps.

▶ The physical protection of refugees and IDPs, and maintaining law and order in camps, is the responsibility of the State. Nevertheless, humanitarian agencies have an important role to help identify the threats camp residents are exposed to, determine and implement measures that can prevent or mitigate the impact of such threats and provide support to national authorities.

▶ The most prominent security threats in camps consist of a general breakdown in law and order, crime and violence, the militarisation of camps and tension between the host and displaced communities.

▶ Ensuring security and the safety of camp staff involves managing risk. The level of risk depends both on the level of threat and the level of vulnerability to that threat. Staff and camp residents are often affected by different threats to their safety and security.

▶ Camp Management Agencies need knowledge of the context and its actors and their motives, along with an awareness of the situation on the ground and how it is changing. This will inform a systematic and effective approach to security and staff safety.

▶ Early warning and effective communication systems are vital to be able to monitor, communicate and address the situation appropriately.

INTRODUCTION

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, has the tendency to render persons more vulnerable to threats to security. In addition, traditional coping mechanisms, as well as the protective function of the family unit, will often have been reduced or disappeared entirely. While fleeing from harm, displaced persons can be perceived themselves as a cause of insecurity, especially when arriving en masse and when resources in the host community are scarce.

Camps will generally be perceived by refugees and IDPs as a safe haven, as an area where they will be protected and assisted. Naturally, this is what camps are designated to provide and a goal to which all relevant stakeholders – importantly, including the displaced themselves – should work towards. But unfortunately, camps – as temporary structures meant to accommodate often different communities fleeing the trauma of persecution or violence – can also create an environment of lawlessness, attract violence and crime or be attacked by armed forces or groups. In situations of conflict, camps are often located in close proximity to warring parties or borders, which increases the threat of insecurity. Much of the work on security must be focused on the prevention of such threats from materialising.

▶▶ *For more information on the location of camps, see chapter 7.*

It is the State that has the primary responsibility for the protection of all persons in its territory – whether refugees, IDPs or host communities – and for ensuring public order and security from internal and external threats. Human rights and humanitarian actors should not give assurances for security or safety as this risks creating a false sense of security. These actors do, however, have an important responsibility to take protective measures to help reduce exposure to and mitigate the devastating effects of violence.

> **❗ Security Terms Defined:**
> - threat: a danger to a camp resident, to camp staff, to the Camp Management Agency or to assets or property
> - vulnerability: the level of exposure to a particular threat or danger
> - risk: the likelihood and the impact of encountering a threat
>
> Security involves the management of risk – making risk assessments, whereby: risk = threat x vulnerability.

▶▶ *For more information on protecting persons with specific needs who may be particularly vulnerable, see chapters 10 and 11.*

This chapter will look at three broad categories of threats that refugees and IDPs in camps are most commonly exposed to. They are intrinsically interrelated in that the realisation of the threats and activities to mitigate their impact in one category will have direct impact on all other categories:
- threats arising from a general break-down in law and order, including individual or collective acts of crime, violence – such as the infliction or threat of physical, mental, sexual or other harm or suffering, which may result in injury, death, physical or mental disability or deprivation
- 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
- threats arising as a result of communal or intra-group tension, either within the refugee and IDP population – for instance, along ethnic and/or religious lines – or between the refugees and IDPs on the one hand, and the host population on the other – for instance, owing to competition for scarce resources, such as land, water or firewood.

Staff safety for a Camp Management Agency may in many ways be linked with the safety and security of refugees and IDPs. However, humanitarian staff may not be exposed to the same threats as refugees and IDPs, or have the same levels of vulnerability to those threats. A person's gender, age, health, ethnicity, religion, language and social status, amongst other characteristics, will affect their level of vulnerability to a particular threat. In a camp situation, an unaccompanied child is likely to be more vulnerable to forced recruitment, or a member of a particular ethnic group may be more vulnerable to abuse, violence or murder.

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 for assessing the security threat and the risk for agency staff and camp residents.

When camp staff are safe and assets are secure, agencies are able to maintain a presence in the camp, which in turn can have a positive impact on upholding the safety, security and protection of camp residents. When risks to staff are well-managed, staff will be able to better deliver assistance to those who need it. Restrictions of movement that security risks impose on humanitarian actors – and the subsequent reduced access to populations of concern – create an additional security risk for refugees and IDPs as they are denied the protection and assistance they require. Agencies should have their own staff security regulations and standard operating procedures (SOPs), of which all staff should be aware. It is advisable that security and evacuation procedures and arrangements are carefully planned in close coordination with all the affected organisations, as well as relevant government institutions.

KEY ISSUES

BREAKDOWN OF LAW AND ORDER: CRIME, VIOLENCE AND ABUSE

As in any community, small or large, the smooth running of a camp depends on the mutual respect of the community's members 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 the State authorities have the ultimate responsibility to provide security to those on its territory, national or local authorities may lack the capacity – or the willingness – to provide protection for refugee and IDP camps. This can be aggravated by other factors, such as the presence of armed conflict and the collapse of institutions

and infrastructure. In some cases, the State itself may be supporting or condoning violence, attacks or abuse that have a direct impact on camp populations.

The displaced persons themselves may struggle with traumatic experiences, anxiety and high levels of stress associated with displacement and their situation. In combination with poverty, lack of education and limited livelihood opportunities – together with a breakdown of social norms and values – this situation is likely to lead to a marked increase in crime, exploitation and abuse in the public as well as the private sphere.

Such threats can range from a variety of minor offences, such as theft and vandalism – but also more serious forms of intimidation and exploitation or serious crimes, including physical assault, murder and forced disappearances. In camps, gender-based violence (GBV) remains the most common crime, also occurring often in the domestic sphere. Rape and sexual assault, abuse or humiliation and sexual exploitation – including forced prostitution and sex in exchange for aid – are all examples of GBV that can occur in camp settings.

▶▶ *For more information on GBV, see chapter 10.*

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 themselves address their security concerns. The often closed 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.

CAMP MANAGEMENT RESPONSIBILITIES

While maintaining law and order is the responsibility of the State, Camp Management Agencies should have an awareness of all aspects of daily life in the camp, including incidents of crime, violence and abuse. Camp Management Agencies need an understanding of the causes of breakdowns in law and order, as well as the measures and policies that may prevent lawlessness. They also have a role in helping to facilitate mandated protection agencies to respond to protection risks, not least through effective information management and coordination.

▶▶ *See chapters 4 and 5 for details on Coordination and Information Management*

They need to ensure that:

- Security experts are involved in security risk assessments and analysis. This should form the basis of security strategies, including standard operating procedures and contingency plans, together with a focus on risk mitigation and risk prevention. A risk assessment and analysis should include:
  1. the form and type of threat
  2. those targeted or otherwise at risk and the level of their vulnerability
  3. the actors involved and their motives
  4. existing capacity of the State to address the risks, the obstacles it faces and the kind of additional support needed
  5. the impact on persons of concern, the coping strategies they have adopted and the kind of support they themselves need to counter the risks involved.

- Camps are designed, to the extent possible, to take into account protection and security-based physical planning, including their location, layout design and access to services. Considerations will include:
  1. distance from armed conflict or other sources of violence
  2. size of the camp
  3. community participation in family plot layout
  4. allocation of adequate space per family
  5. safe access to resources, such as food, water and firewood
  6. services, such as police, camp management offices, sanitation facilities, schools, markets and community centres
  7. security lighting
  8. establishment of child-friendly spaces.

- An adequate number of trained and professional civilian police – including female officers – are deployed in close proximity to, but 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 and personnel should receive adequate training in basic principles of law enforcement and be adequately supervised, monitored and equipped. Community-based initiatives should be encouraged

to communicate information through 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.

Adequate and equitable provision of relief assistance can reduce exposure or mitigate the effects of crime, violence and abuse. Relief distribution should take into account persons with specific needs and the needs of the host community. Adequate reporting mechanisms should be established for incidents of crime, violence and human rights abuses. There should be the provision of 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 among and followed up by relevant agencies, and processed with due attention to confidentiality concerns.

It is important to ensure that community and camp management committees – including relief distribution committees – are non-discriminatory, participatory and representative, particularly of women and 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, it reduces the chances of persons resorting to violence, helps individuals recover from the effects of violence and helps build livelihoods.

MILITARISATION OF CAMPS

The civilian and humanitarian character of camps is an important protection standard which is critical to ensuring the safety and security of refugees and IDPs. This principle, however, is not always respected, and many refugee and IDP camps have been and 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 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 for recruitment purposes – forced or otherwise – of members of the camp population. The militarisation of camps may lead to an increase in physical and sexual violence, a breakdown in law and order, attacks on the camp from the neighbouring country or armed forces or groups and diversion of humanitarian aid from the civilian camp population to members of the armed forces or groups. NGO and UN workers may have their access to the camp curtailed due to the presence of armed elements, or even face serious security risks themselves, including hostage-taking, assault or murder. If

camps are under the control of armed groups, the host government may react by refouling – forcibly sending back – the refugee population or limiting local integration possibilities. Additionally, voluntary repatriation possibilities 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.

At the beginning of an operation, it is especially important to ensure that armed elements, whether combatants or armed civilians, are identified. Combatants should be separated from the civilian population and interned elsewhere. Armed civilians should be informed that arms are not permitted in the camp and where possible, disarmed by the relevant authorities. The national authorities are primarily responsible for such procedures, but the international community may need to assist States to develop their capacity to do so.

> **❗** 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.

The Camp Management Agency has responsibilities to:

- work with security staff to establish early warning and preparedness mechanisms aimed at identifying and responding to potential security threats, including armed conflict and the infiltration of armed elements into camps
- ensure that preventative security measures are taken to reduce the possibility of attacks on the camp or infiltration by armed elements. These may include:
  1. establishment and training of refugee/IDP camp security committees
  2. using information and communication campaigns or other activities to sensitise the community about the negative impact of militarisation
  3. ensuring camps are located away from areas of active conflict, or areas known to be inherently unstable or suffering from endemic violence.

- hold regular consultations with camp residents, including camp leaders and security committees, on security-related issues. Such consultations should give the refugees or IDPs a sense of shared responsibility for their own security and allow for discussions on what measures they feel can positively contribute to an improvement of their security
- ensure that agency staff are trained on militarisation and security issues and how to monitor changes in the context and indicators that point to increased threat
- prioritise effective security management, including risk assessment procedures and regular review of security strategies, SOPs and contingency planning, should security deteriorate
- conduct awareness-raising and sensitisation activities for the camp population.

If it becomes known that there are armed elements in the camp, the Camp Management Agency should notify the authorities and appropriate UN agencies. At the outset of the operation the Camp Management Agency should discuss this issue with other protection agencies working in the camp, and agree with whom the Camp Management Agency should share information in the event that it becomes aware of the presence of armed elements.

In situations of ongoing hostility and where appropriate, landmine 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 awareness and experience.

⚠️ **'Request for Political Support' – A Voice from the Field**

"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."

Recruitment, Including the Recruitment of Children

States can require compulsory military service of its nationals. Armed groups have no such right. International humanitarian law prohibits host States from forcibly recruiting refugees into their national armed forces in times of war against the refugees' home country. More broadly, States should not recruit refugees – even though not explicitly prohibited under international law – as this would be inconsistent with the civilian and humanitarian character of asylum, undermine the refugee's right to seek and enjoy asylum, and violate the State's obligation to guarantee the physical safety of refugees. IDPs, on the other hand – if nationals of the country concerned – may be subject to compulsory conscription by the national armed forces. IDPs should, however, be protected by the State against discriminatory practices of recruitment into any armed forces or groups as a result of their displacement.

Under no circumstances should displaced children under the age of 15 – or under the age of 18, for States who are signatories to the Optional Protocol to the 1989 *Convention on the Rights of the Child,* adopted by the UN General Assembly on 25 May 2000 – be recruited, required or permitted to take part in hostilities. Displaced children, both boys and girls, may be at particular risk of forced recruitment or abduction for military, sexual or labour purposes, due to reduced social and community protection, discrimination or the lack of economic, educational and other opportunities. Unaccompanied or separated children may be even more vulnerable to recruitment, making prompt family tracing activities all the more important in situations where forced recruitment is a risk.

The Camp Management Agency needs to:

- conduct a situational analysis to identify groups or persons at risk of recruitment by armed forces or armed groups. This analysis should include an assessment of the possible agents of recruitment and the tactics used – for example, the abduction of children en route to and from school, or targeting areas of the camp that are poorly lit and away from the main road. Equally, it should include factors that make certain groups of the community more susceptible to recruitment – for example, age, gender or ethnicity
- ensure the development of measures to prevent illegal recruitment, including community awareness and community-based efforts. Ensuring that levels of assistance are adequate and fairly distributed, as well as providing income-generating activities, can also contribute to reducing the vulnerability of camp residents, and hence their risk of recruitment.

The Camp Management Agency should be prepared to play a central role in the task of monitoring and reporting any incidents of recruitment or attempted recruitment of children. It has a duty to:

- design and implement programmes which promote family livelihood activities, vocational training, recreational activities and health care for all children, including girls in order to make them less vulnerable to recruitment. The Camp Management Agency should either initiate such activities or lobby other agencies to do so
- reinforce educational opportunities, including for girls. While all children should be encouraged to attend school, it is possible that schools may become recruiting grounds for armed groups and they must be regularly monitored. Special measures, such as civilian security patrols, may need to be taken to protect children in schools if this threat exists
- individually register and document all children in the camp – especially unaccompanied or separated children. This is a vital protection tool to help prevent recruitment of children. Registration data can help to ensure that any recruitment in the camp or in the schools is detected early on, allowing for preventative measures to be taken
- use a participatory approach which includes seeking children's input to preventive measures. The Camp Management Agency can provide support to adolescents to form youth groups and enlist UNICEF as a partner and resource in this and other youth activities
- pay special attention to the needs of former child soldiers and other children who were associated with an armed force or an armed group, as they are a group at particular risk of re-recruitment.

❗ Civil-Military Relations

For humanitarian action to maintain its neutral character, it is imperative that it is clearly distinguished from the military. If this principle of distinction is not adhered to, the objectives of humanitarian and military action become intertwined, which will seriously undermine the capacity of humanitarians to serve refugees and IDPs.

At the same time, emergency operations increasingly take place in highly militarised environments, where humanitarian efforts would be seriously hampered if not supported and assisted by military resources. This is a highly complex issue that requires finding a

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balance between upholding the neutrality and independence of humanitarian action, while acknowledging that in certain circumstances, support of the military will be needed. A lot of policy guidance exists on how relations between civilian and military actors should be conducted.

For Camp Management Agencies 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 even outside the scope of security by, for instance, 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 be transparent towards the refugees and IDPs. Minimum guidelines for working with the military need to be included in strategic planning.

RELATIONSHIP WITH THE HOST AND LOCAL COMMUNITY

In a number of situations of forced displacement, the relationship between the surrounding, or host, community and the camp residents can be strained and create or exacerbate protection problems for camp residents. The presence of an IDP or refugee camp can also present security risks for the host community – for example, if it becomes militarised, or if law and order are not respected within the camp. On the other hand, good relations with the host community can play an important role in reducing protection problems or preventing them from arising. For example, the host community may have valuable information related to security 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. The relationship between the two communities is therefore of utmost importance, and the Camp Management Agency must ensure, from the beginning, that attention is paid to the concerns of the host community and any sources of conflict. It must also ensure that measures are taken 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 or 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, and 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.

The presence of humanitarian workers can also have a detrimental effect, culturally, environmentally and/or on the local economy, by, for example, pushing up prices. The conduct of agency staff towards the host and the camp population, and towards each other in public places, is important, as is an awareness of the unintended, but nevertheless negative, impact that humanitarian operations can have on a community. This may be especially true when the host population is in as much, and sometimes more, need of assistance than the camp community. National and local authorities, wanting to prioritise the needs of their own citizens, may enact measures which restrict the rights of camp residents, such as freedom of movement and the right to work.

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 the environment, see chapter 6.*

> **❗** An important factor for both national and international staff is to understand the culture in which they are working, and to know how their project is perceived and how it relates to its context. If camp staff understand the local system of values and customs, they can act in a manner consistent with and acceptable to their host culture(s). This understanding is essential if they are to be able to successfully analyse and adapt to changing situations, and to the way in which a particular society functions, acts and reacts.

The Camp Management Agency should:

- play a role in undertaking a situational analysis to identify the sources of tension or potential for conflict between the camp residents and the host community. Using a participatory approach, the input of both the camp and host communities should be sought
- support and facilitate confidence-building measures, including regular meetings between the refugees/IDPs and host communities and establishment of joint committees with representatives of both communities
- 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 the children of both 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 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 have cattle or other animals with them
- advocate for and facilitate the implementation of environmental rehabilitation programmes, which could include reforestation if destruction of forests is an issue of concern. The establishment and support of environmental committees in which representatives of the host and camp community participate can further ensure good communication between the two communities on this issue
- 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 and support conflict management and resolution forums to address issues in a timely manner before relationships become strained, or before tensions or violence destroy trust, in coordination with the lead protection agency.

STAFF SAFETY

The Camp Management Agency must make sure that sound security systems are in place. These will include gathering information about the situation in the camp and the local environment, assessing threats, risks and vulnerabilities, reporting and monitoring regularly. Systems should also be in place for incident reporting and for supporting staff with security issues, both in and out of working hours.

⚠️ **Field Staff Security – Voice from the Field**

"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, and 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 team could no longer travel, protection monitors from the mobile team were placed in the camps for short periods at a stretch, 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 the formal parties involved
- an absence of consistent, coordinated interventions among humanitarian 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 were observed and the office stayed closed
4. protection by presence was implemented whenever possible, whereby expatriate staff would travel with national staff to monitor 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."

Standard operating procedures (SOPs) for security of buildings, of agency property or for staff travel – together with appropriate communications, and including procedures on how to respond to security incidents – and an evacuation plan must be in place. All staff must be familiar with such procedures. Whilst individual agencies should have their own security management arrangements, it is important that the Camp Management Agency is aware of these arrangements and through coordination, ensures that all staff are covered.

❗ A standard operating procedure (SOP) is a security guideline that sets down ways of working and behaviour intended to reduce your vulnerability to a given threat and therefore to lessen the risk that it presents to you. It describes the preventive steps to take to reduce the possibility of an incident occurring, and in the event of an incident occurring, the steps to take to reduce the impact. For example, a guard will have SOPs to tell him/her how often to patrol a building, what equipment to carry and what to do in case of an incident.

The Camp Management Agency must also make sure that all staff are properly informed on security guidelines and have received security training. 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 must have a security officer among their core field-based staff.

> ❗ The following three approaches to security each form part of what is known as the security 'triangle' for protecting staff and assets in insecure environments.
>
> Acceptance Approach: Acceptance and goodwill from the camp residents and the host population (see below).
>
> Protection Approach: Protective measures are taken to mitigate the threats, ranging from guarding an office, to evacuation plans – for example, radios, guards or window grills.
>
> Deterrence Approach: Threatening retaliation to those who threaten – for example, legal, economic or political sanctions. This is not normally available to humanitarian organisations. Agencies can use suspension or withdrawal of programmes as a deterrent, as stated in the ECHO Security Guide.

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 safety of Camp Management Agency's staff, as it will give access to valuable security information, but 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.

At all times, Camp Management Agency staff should show exemplary behaviour, also 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 overall abusive behaviour will have a very negative impact on the agency's credibility and affect staff security. All staff must strictly adhere to the code of conduct, training on which should be organised regularly. Misconduct of staff must be addressed and disciplined, if necessary.

⚠ 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 of 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 beneficiaries
- funding 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.

⚠ At times, the authorities insist on fencing a camp or putting in place other mechanisms to control exit and entry to the camp. At other times, the fencing can be requested by the community to enhance the physical security of the displaced population in the camp. In most situations it is preferable that the camp is not fenced and that freedom of movement is upheld.

⚠ 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.

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

☐ The Camp Management Agency carries out context assessments of their operational environment. These include developing their situational awareness of the political, economic and cultural situation, the actors involved and their motives.

☐ The Camp Management Agency carries out risk assessments to identify security threats to camp residents and staff, and to establish their vulnerability to the threats.

☐ The Camp Management Agency employs security experts to be involved in risk assessment and analysis and in the development of security systems and standard operating procedures.

☐ Security systems and contingency plans, including evacuation plans, are shared with other agencies and coordinated to ensure that all staff are covered.

☐ Camp design and planning takes account of safety, security and protection issues, especially for the protection 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 not inside, the camp.

☐ The community participates in its own security through civilian security patrols, which are trained, supervised, monitored and equipped.

☐ Equitable assistance programming and protection in the camp reduces exposure to crime, violence and abuse.

☐ The community has opportunities to participate in education and vocational training, livelihoods activities, religious, cultural as well as sports and recreational activities in the camp.

☐ Community-based initiatives make it possible to communicate information on security issues. This may occur, for example, through radio, theatre, information leaflets or in committees or interest group meetings.

☐ Reporting mechanisms that are accessible and safe are in place, to allow camp residents to report incidents of crime, violence, human rights abuse or breaches in security.

☐ Referral systems for survivors of crime and violence are in place to ensure adequate care and follow-up.

☐ 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 conduct awareness-raising programmes in the camp.

☐ Camp residents are consulted and involved in planning for effective safety and security.

☐ Standard operating procedures 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, along with an assessment of the tactics used to recruit.

☐ 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.

☐ The 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.

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FOOD DISTRIBUTION AND NON-FOOD ITEMS

▶ People should have access to adequate and appropriate food and non-food items in a manner that ensures their survival, prevents erosion of their assets, and upholds their dignity.

▶ The participation of both male and female camp residents is essential in designing both ration card systems and distribution procedures in order to protect access to commodities for all groups.

▶ It is essential to share information with camp residents about the items to be distributed, the quantity to be distributed and the distribution procedures. Checking that the information has been understood by all can be done through monitoring.

▶ Assessments, house visits, warehouse checks, post-distribution monitoring surveys and interviews with camp residents should be conducted, to understand how commodities are used (or misused) and address any shortcomings. This should be done in cooperation with the food and NFI distributing agencies. For camp residents who are not familiar with the distributed items, information sessions should be organised.

▶ Persons with specific needs and groups at risk need to receive priority treatment in a camp setting. Depending on the nature of their vulnerability, fast access at distribution sites should be ensured, and increased amounts of items, and special assistance programmes like supplementary feeding centres, should be advocated for.

▶ The safety of staff, camp residents and commodities during distribution must be ensured.

INTRODUCTION

Food and non-food items (NFIs) are vital to people's survival, health, well-being and dignity. In camp settings, where the population is likely to have limited or no access to outside resources, service providers may need to provide a full food basket, in addition to the most essential NFIs. Food and non-food items are valuable commodities in a camp setting and can cause serious security challenges. The distribution of food and NFIs therefore requires careful planning and management, to ensure equitable assistance to the displaced population and the safety and protection of all involved.

Ensuring camp residents' access to food and proper nutrition is a top priority, particularly in emergency situations. Displaced people have very little time and limited possibilities to take adequate amounts of food with them when they flee. Commonly, prior to flight they have been living in situations where they have been unable to meet their basic food requirements. Many arrive in camps already suffering from malnutrition.

Food security is closely linked to other camp sectors like water, sanitation, health, nutrition and protection. Ensuring that inter-sector linkages are made, and service providers coordinate smoothly at camp level, is the responsibility of the Camp Management Agency.

> ❗ Food security was defined by the Food and Agriculture Organisation (FAO) at the 1996 World Food Summit as ensuring, "all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life".

Non-food items are also connected to other camp sectors – especially shelter, water and environment. Individual households need to be provided with essential goods to protect them from the climate and maintain their health, privacy and dignity.

Whether the Camp Management Agency is supervising another agency or carrying out the delivery directly, distributions require very clear and transparent processes. They can take place more effectively and smoothly by forming and cooperating with a camp distribution committee with clear roles and responsi-

bilities, from within the camp population. Optimally, the committee should be involved in:

- assisting vulnerable members of the displaced population
- planning the distribution
- explaining the distribution process to the overall camp population
- managing the crowd during the event
- monitoring the distributions (food basket as well as post-distribution monitoring).

Throughout a distribution, staff will very likely be approached by beneficiaries, authorities or others with questions and complaints. Issues that frequently arise are:

- lack of familiarity with distribution procedures and location
- lost, missing or incorrect ration cards
- faulty items or bad quality food
- false claims in order to receive more items or food.

It is strongly recommended to appoint a focal point among the distribution staff to resolve these cases together with a representative from the camp distribution committee. Efficiently responding to questions and complaints will have direct impact on the number of issues likely to further arise.

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 distributions. Depending on the pace at which aid 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 distribution agency. At a later stage however, it may be more suitable to pass over this responsibility to other agencies that specialise in food or NFI distributions. Even if the Camp Management Agency is not conducting distribution directly, it may be required to dig deeper into distribution issues to know where camp residents' needs have and have not been met. The following are general guidelines to follow while supervising the work of food or NFI distribution agencies.

- ensure overall coordination between the distribution agencies, camp residents and distribution committees, and local authorities
- monitor the camp community's needs and gaps, with a particular focus on the needs of persons with specific needs and those at risk
- develop common procedures for carrying out distributions in the camp, and establish a camp distribution calendar that includes the day, time and any site and distribution-specific parameters. Harmonising approaches and cooperating with the camp distribution committees will be seen as more transparent
- check the warehousing, storage and upkeep of partner stockrooms to make sure that items intended for the camp population are kept safely and hygienically
- coordinate the security arrangements for distributions with the relevant authorities
- establish a post-distribution monitoring system to evaluate the effectiveness and quality of items and food distributed
- update and circulate demographic data on the camp population (changes in births, deaths, new arrivals or departures, as well as specific emerging needs) to the distribution agencies.

▶▶ *For more information on registration, see chapter 9.*

- advertise NFI and food distribution times, locations or changes in the food basket to the camp population
- set up camp distribution committees.

▶▶ *For more information on participation of the camp population, see chapter 3.*

- inform partner agencies of any changes that will affect the required number of commodities. Writing a formal written memo, even in a small harmonious working environment, is always a good idea. Keep copies of all official correspondence
- formalise the roles and responsibilities between the Camp Management Agency and the partner agencies for food and NFI clearly. Write them down and specify exact parameters of duties. The level of formality of these written agreements will vary in different contexts and depend on the stage of development of the camp or emergency, and may involve preparing a formal Memorandum of Understanding (MoU).

> **(!)** If possible, the same distribution systems and procedures should apply equally for food and non-food commodities.

WORKING WITH DISTRIBUTION SERVICE AGENCIES

Although several NGOs and humanitarian organisations are specialised in the food sector and distribution and may contribute to the donation of food in camps, the major food pipeline agency worldwide is the World Food Programme (WFP). The major suppliers for NFIs include UNHCR, UNICEF, the International Committee of the Red Cross (ICRC) and governments. There are also many other entities (for example national and international NGOs, local religious organisations or private initiatives) which contribute NFIs, often as strategic or implementing partners of the organisations mentioned above.

The general responsibilities of a distribution agency may vary from context to context but generally comprise:

- conducting needs assessments (inter-agency or location specific)
- making logistical arrangements (including ordering, transport)
- coordinating the delivery of commodities
- warehousing and storage of items
- managing the on-site distribution
- monitoring both during and post-distribution, including the use and quality of donated commodities.

Food needs assessments in new sites should be a joint operation between the Camp Management Agency, camp residents, authorities and aid agencies, and usually cover the population's:

- nutritional status
- potential to increase self-reliance
- vulnerability
- access to cooking fuel
- food preferences.

If some of the population is severely malnourished, the assessment may require more specialised calculations and referrals for therapeutic feeding centres.

DISTRIBUTION SYSTEMS

There are three types or systems of distribution applied by UNHCR. They are distributions to:

- Groups of beneficiaries through the group leadership. This option is an approach frequently applied in the earliest phase of an emergency with large influxes of people. When registration has not taken place yet, and/or ration cards have not been issued, this may be the only option. One of the challenges of this system is that it increases 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 the individual household heads. This system may be chosen in the transitional period between the earliest emergency phase and the establishment of a proper camp, or even in situations when there is little space to distribute and only a limited number of people can be received at distribution points. If it is well organised, a group system of distribution decentralises control and increases the level of community involvement and self-management in the distribution process.

- Individuals directly who act as heads of households, preferably women. Depending on the context, this is often the most preferable and common system used once a camp is established, and registration and the issuing of ration cards has taken place. Only distribution to individual household heads will make sure that all individuals in the camp receive their rations equitably.

> **❗** Encourage women to represent individual households and receive food and NFI rations. Experience shows that frustration and aggression caused by displacement can make men behave inappropriately and sell parts of the rations.

▶▶ *Detailed descriptions of distribution systems can be found in the Commodity Distribution Guide (UNHCR, 1998) on the CD which comes with this Toolkit.*

In order to make sure that a distribution system is soundly set-up and suitable for the camp population, the Camp Management Agency and the food providers need to:

- set up a ration card system before the distribution of commodities is to take place. Most food aid providers will have developed a ration card database which can be adapted to the local context
- make a predictable (monthly/weekly) distribution cycle. This is especially critical for food distributions. Having a regular cycle will also make it easier to follow up on problems that arise during distributions
- announce any distribution well in advance, so that no one misses out
- organise distributions so that only a limited number of beneficiaries will be present at one distribution site at any one time. This will avoid security incidents and delays, which can set back the overall distribution schedule
- establish complaints mechanisms, so camp residents can ensure a way to verify entitlements and services. In case of fraud, theft or abuse, camp residents must be able to voice their complaints and know that the Camp Management Agency or service provider will take action
- develop a post-distribution monitoring system. Evaluation of the quality, sufficiency, effectiveness and timeliness of distributions helps to improve the overall distribution system and approach.

⚠ The development of the first Camp Management Toolkit in 2004 was in large part based on experiences in IDP camps in Sierra Leone. There, the quality of distributions varied a great deal from camp to camp. In poorly-managed camps, where complaints mechanisms were not in place, camp residents, particularly females, were frequently abused by humanitarian organisations' staff who took advantage of their superior positions and – with impunity – demanded bribes or favours in return for distributions.

❗ In neighbouring camps, distributions should take place simultaneously to prevent fraud, resale or recycling.

CAMP DISTRIBUTION COMMITTEES

Establishing camp distribution committees will require a more or less stable environment but ideally ensures the participation and involvement of the camp population. Committees should ideally reflect the ratio of men and women in the population, and all groups in the camp should be represented. All issues related to distribution should be discussed freely here and brought to the appropriate agency's attention.

Using camp distribution committees as a link between the agency in charge of distribution, the Camp Management Agency and the camp population will help to:

- keep unrealistic expectations in check
- ensure overall understanding of procedures and restrictions
- ensure receipt of feedback from the camp population on all issues related to distribution.

> ❗ Make sure that the agency in charge of distributions establishes a code of conduct for the members of the camp distribution committee, including training and sensitisation.

INFORMATION ANNOUNCEMENTS

Messages informing camp residents on the arrival and distribution of supplies should contain the basics on 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. Such information announcements should:

- reach out to all different groups in the camp using multiple channels of communication
- particularly involve women and the camp distribution committees in order to avoid information going out only through the community leaders, who might have their own political agenda
- use different methodologies and means such as meetings with groups of beneficiaries (including those at risk), posters and picture messages, information boards, radio, megaphone and others
- use the local language and reach out also to those camp residents who are non-literate
- allow for camp residents to fully understand the messages and give feedback.

> **!** Mistakes made during distribution may well lead to disorder, confusion or violence at the distribution site. Simple things like knowing what items (e.g. boxes, buckets, bags) to bring to the collection site in order to carry away received food can help a lot in keeping queues down and people calm and orderly.

▶▶ *For more information on information management, see chapter 5.*

> **!** Distributions should never coincide with local or camp populations' national holidays or religious festivals.

ORGANISING DISTRIBUTION SITES

Distribution sites, whether designed by the Camp Management Agency or by a food/NFI service provider, must be constructed in such a way that distributions and the collection of commodities can be carried out safely, efficiently and in an orderly way.

UNHCR recommends at least one distribution site per 20,000 individuals and two distribution staff per 1,000 beneficiaries, not including monitors or security staff.

In general, distribution sites should be:
- centrally located with a limited walking distance to shelters (maximum distance of 5 km), and accessible for all beneficiaries/camp residents, including those that are less mobile
- secure, to ensure that items are not stolen or misappropriated
- organised in such a way that women do not have to travel after dark or go through military/police checkpoints to reach them
- not too close to congested areas such as open markets, clinics or religious buildings
- near to water points and constructed with separate latrines for men and women
- big enough for on-site commodity storage and shelter for queuing during delays or rain

- near to rest facilities for distribution workers
- constructed near to vegetation or trees, which provide shade and act as windbreaks
- provided with chairs or benches for persons unable to stand in line.

⚠ In some cases, site access for bulky items like heavy shelter items may need to be considered and specific suitable locations identified around the camp.

⚠ Experienced Camp Management Agencies suggest making sure that large maps of the camp distribution point(s) 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.

▶▶ *For more information on organisation of a camp distribution system see the Tools section at the end of this chapter.*

⚠ **Management of storage sites and warehouse facilities**
Each agency will have their own set of forms and commodity warehousing procedures. However, the tips below given by an emergency coordinator from an NGO will help the agency in charge of distributions to improve its warehouse and storage arrangements.

1. Wherever possible, employ a warehouse officer so as to ensure 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/access to the warehouse.

2. Implement a strong inventory management system based on waybills, stock cards, bin cards and an inventory ledger. This can be computerised or paper-based, but everyone must invest in it and the management must audit it regularly. ▶▶

3. Have enough staff on standby who can be mobilised at short notice for loading and off loading of commodities.

4. Hire security staff for the warehouse. They can help make sure that other staff and stored items are not put at risk. Unfortunately, theft and fraud by an agency's own staff or as a result of criminality within displaced communities is often common in camp settings.

5. Ensure the warehouse is clean and, wherever possible, keep stock off the floor by using shelves and/or pallets. This will improve cleanliness, organisation and therefore accountability. Depending on what is being stored, rodent control is also a must. Consider getting a cat!

6. Invest in a clear and well-enforced stock-release request system where only a limited number of management staff can authorise the release of stock. Such a system should have clear time lines so programme staff understand how much notice they need to give the warehouse officer before their goods will be ready for pick up.

7. 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. If you provide support and show appreciation of the effort put into the management of the inventory, it is more likely to remain in the warehouse.

▶▶ *For more information on the management of warehouses and storage sites, see the Tools section of this chapter*

❗ Remember that food is easily perishable and can quickly be affected by insects and rodents. Thus, secure storage of food will likely require different and more protective measures than the storage of NFI items.

SAFETY AT DISTRIBUTION SITES/CROWD CONTROL

Distribution sites can quickly become chaotic, crowded and potentially danger-ous places to both field staff as well as beneficiaries. In the event of riots or demonstrations, sometimes the only solution is to evacuate staff and abandon commodities. Prevent such situations through careful planning. The following recommendations may help:

- know the local context, existing or emerging tensions between groups within or surrounding the camp

- have security personnel/local authorities nearby to deal with problems if they get out of hand. In high security areas, it may be advisable to get permission before carrying out distributions

- identify potential threats that may disrupt the distribution site, through joint assessments including the displaced population, concerned humanitarian stakeholders and the local authorities. Mapping out the potential risks in the lay-out of the site or in the way the distribution is organised can help identify what changes need to be made before the next distribution

- ask the UN security and/or local law enforcement authority to assess the safety of distribution sites and make similar recommendations. Remember in most contexts, security during food and NFI distributions will be the responsibility of local authorities/local law enforcement agencies. However, in some conflict situations, local law enforcement agencies will not be viewed as neutral by camp residents, and other crowd control mechanisms may be necessary. The Camp Management Agency should have a contingency plan

- place a clear distance between queues 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 riot

- keep waiting time to a minimum, making sure that the distribution takes place in an efficient manner

- to avoid crowds, organise the distribution in such a way that a minimum number of beneficiaries 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 when to arrive

- put in place a distribution circuit through which the beneficiaries have to pass in order to receive assistance. Clearly mark boundaries of the distribution site and the queue systems through the use of signs or guide ropes

- place sufficient crowd control staff strategically around the site

- efficiently communicate key information, especially in the case of shortages or changes in the food basket or distribution systems

- appoint one person to be responsible for security decisions on the spot. Make sure that all other staff are aware of which person it is. S/he should be easily visible

- show the items that are going to be distributed to the distribution committee prior to the distribution taking place. This will allow them to verify the commodities and address any complaints that may arise from the camp population with more authority

- provide staff with communication means like radios, whistles or establish another method to signal an emergency

- treat cases of cheating or disorder quickly and fairly. Move offenders away from the distribution site as quickly as possible.

▶▶ *For more information on camp and staff security, see chapter 12.*

PERSONS WITH SPECIFIC NEEDS AND GROUPS AT RISK

The Camp Management Agency should encourage distribution agencies and food providers to organise:

- separate fast track queues – prioritising persons with specific needs and those at risk, such as larger families, separated children or older people. These criteria should be set out in the harmonisation process (the process used for all distributions), and be well known to the population

- transportation of heavy or cumbersome items from the distribution site back to individual homes with wheel barrows, donkey carts, or community support groups

- sun and rain-protected resting places reserved particularly for older people, small children, those with impaired mobility or breastfeeding mothers.

Distribution and Sexual Exploitation

There have been many field investigations documenting the link between assistance delivered in a camp setting and sexual exploitation. Making sure the camp population know what commodities are being distributed (both within the food basket and at NFI distributions) can help in reducing exploitation and abuse. In particular, displaced women and girls may not be aware of what items they are entitled to, and feel forced to deliver sexual services in return for food or NFIs. To curtail sexual abuse and exploitation, the Camp Management Agency should:

- encourage distribution agencies to have women actively involved in assessments, planning and actual distribution of commodities. Where men are predominantly in charge of distributions, there is a greater risk they will demand bribes or sexual favours

- identify high-risk areas for women (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 venturing out for complementary food are inevitably more at risk of gender-based violence (GBV). In such situations, food intervention programmes need to be adjusted so that the food basket is more in line with food practices of the displaced population

- take 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 in large groups), may diminish risks of GBV for women and children. Addressing security risk areas and GBV requires an inter-agency approach.

▶▶ *For more information about protection, see chapter 8,*
▶▶ *For more information about GBV, see chapter 10.*
▶▶ *For more information about persons with specific needs, see chapter 11.*

FOOD AID

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.

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.

Remember that 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 jeopardise her own or her child's health.

Knowledge of 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, and 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:

- wheat flour, maize meal, bulgur wheat, sorghum or rice (cereals) – 420 grams/day/person
- dried lentils or beans (pulses/legumes) – 50 grams/day/person
- cooking oil (fats) – 25 grams/day/person
- salt – 5 grams/day/person.

Calculated for a camp population of 10,000 people, this will give:

- fortified blended food – 40–50 grams/day/person
- 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-aid reliant populations
(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 maize is given as grain, it is necessary to consider loss during milling, including possible payments in food made by camp residents for the milling. It may therefore be necessary to increase 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
- multi-vitamins.

> ❗ Baseline nutritional requirements (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

At the time of distribution, 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 mentioned on their ration cards.

After a distribution, a Post-Distribution Monitoring (PDM) survey should be conducted. This aims to collect information at the household level on the quantity of food received, the use of food aid, and its acceptability and quality (WFP definition). PDM is carried out on average two weeks after a monthly distribution.

Additional In-Camp Food Programmes

Depending on needs, context and feasibility, school feeding programmes are usually recommended as a way to encourage children to attend, and as a way to encourage parents to send children to school. 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 the school's staff. The Camp Management Agency needs to monitor to ensure that no food is stolen and no children are asked to pay for meals.

▶▶ *School feeding programmes may also be linked to HIV/AIDS education. See WFP document in Reading and References at the end of this chapter.*

Supplementary and Therapeutic Feeding Programmes

Supplementary feeding programmes (SFP) may need to be set up to prevent malnutrition by providing additional food, often only to a section of the population. Therapeutic feeding programmes (TFP) aim to reduce mortality by providing more 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 and therefore can create envy or may even 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 developing in the camp, the Camp Management Agency must do its utmost to ensure that the aim of supplementary and therapeutic feeding programmes (including the grounds for admission to these programmes) is widely understood.

▶▶ *For more information on malnutrition, see chapter 16.*

NON-FOOD ITEMS (NFIS)

Shelter materials, water containers, clothing, bedding material, kitchen sets and other NFIs are probably the most essential commodities to meet immediate personal needs. By maintaining health and providing protection against weather conditions they give displaced persons back their dignity and provide comfort to meet personal needs, cook and eat food and construct or repair shelters.

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 need to be prioritised.

Non-Food items for Construction and Shelter

Involving camp residents in the construction of their shelters and latrines should be done to the maximum extent possible. Including camp residents in tasks like selecting building materials and tools, maintaining drainage systems, designing and positioning of camp infrastructure such as distribution sites, will all support the camp population to create initial order.

Depending on type of shelter and cultural context, shelter items often include plastic sheeting or tarpaulins. Both tools and materials wear out over time and follow-up distributions may be necessary. Tools may include:

- hammers
- shovels
- spades
- axes
- nails
- ropes.

> **!** In malaria-risk environments, treated mosquito nets should be provided to each household.

▶▶ *For more information on shelter construction see chapter 15.*

Clothing and Bedding Material

The following recommendations are made in the Sphere handbook:

- Every camp resident should be provided with one full set of clothing in the correct size. To enable laundering, particularly of underclothing, more than one set should ideally be provided. Make sure that clothing is culturally acceptable and suitable for the season and climate.
- Every camp resident should have access to a combination of bedding materials and mattresses/mats, to provide thermal comfort and allow for separate sleeping arrangements as needed.
- Infants and children up to the age of two must have a blanket of a minimum size of 100x70 cm.
- Culturally appropriate burial clothes are provided when needed.

> **!** Sick people, those with impaired mobility, older people and children will have more difficulty in enduring cold weather conditions and will require extra layers of clothing to keep warm. Give them priority where the entire camp cannot be served.

Personal Hygiene

Each person ideally receives once a month:

- 250g of bathing soap
- 200g of laundry soap
- sanitary materials for menstruation for women and girls
- 12 washable nappies/diapers (where they are commonly used) for infants and children up to the age of two.

Additional materials such as toothbrush, toothpaste, shampoo and razors may be distributed depending on cultural appropriateness/availability.

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 containers/jerry cans for water collection and storage, each holding 10–20 litres. 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 will depend on the size of each family as well as the durability, quality and availability of the items.

Stoves and Fuel

While planning distributions of stoves and fuel, the responsible agency and the Camp Management Agency must consider:

- the availability and options of cooking facilities and fuel such as gas, kerosene or fuelwood
- fuel-saving strategies to preserve the surrounding natural environment. Some tips for fuel-saving cooking strategies are to:
  1. distribute split grains rather than whole grains – such as beans, lentils and rice – which take less time to cook
  2. encourage chopping and proper drying of firewood so that it burns at a higher temperature, and less is needed.

- information on who will be preparing food in individual households
- whether a stove and fuel are required for heating in colder climates as well as for cooking
- whether there is sufficient ventilation in housing if stoves are used indoors
- the design of stoves in order to lower the risk of fire and take into consideration local cooking practices.

Where possible, it is recommended to promote communal or shared cooking facilities. These reduce fuel use and reduce risks from exposure to fire and smoke – particularly for women and children.

> ❗ Where camp residents cannot be provided with the full amount of fuel required, they are likely to go outside the camp to collect more. Thus, introducing fuel saving techniques is an important protection function as it lessens the exposure of women and children, in particular, to harassment outside of camps.

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 more information on a camp's environmental management plan, see chapter 6.*

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.

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 other livelihood activities.

> ❗ 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 which people use to obtain essential items that have not been distributed. It may also indicate incorrect population figures, that inappropriate items have been distributed or that people have a need for cash. This monitoring may be carried out at the household level or at the markets.

Overall Issues and Principles for Commodity Distribution

☐ Decide on what distribution system best suits the context – for example, individual scooping or a group distribution system.

☐ Establish the required food distribution mechanisms, including Food Distribution Committees (taking into account appropriate gender representation).

☐ Ensure the beneficiary 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 to cater for groups with specific needs.

☐ Ensure that the appropriate security measures are in place to ensure a smooth distribution, such as crowd control and safety of commodities.

☐ Ensure that the required monitoring mechanisms are in place, such as on-site monitoring during distribution, food-basket monitoring (or NFI) and post-distribution monitoring.

☐ Put in place complaint 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.

☐ There are enough staff present for crowd-control.

☐ The area is clearly defined by rope or plastic.

Distribution Process and Name Verification

☐ The ration card is verified to check the holder's identity and to check whether the holder is on the beneficiary list.

☐ The ration card is punched or otherwise marked upon entry of the distribution site/upon receiving food/NFI.

☐ The agency uses a computerised beneficiary list.

☐ All food distributing staff wear gloves – observing hygiene rules – when handling food items.

☐ Family group sizes remain constant during the food distribution cycle and any changes in family size are recorded by the distribution agency.

☐ Loudspeakers are used to call out the names of the beneficiaries.

Distribution Equity and Vulnerable Beneficiaries

☐ There is a separate line for easy access for persons with specific needs.

☐ A staff member is involved in assisting the more vulnerable persons or those at heightened risk in receiving their distribution/ration.

☐ A staff member is monitoring the line for persons requiring additional assistance.

☐ Persons who are not on the list are not given food/NFI items. Swift action is undertaken to find out why they are not on the beneficiary list.

☐ Everybody receives the same agreed upon ration and the quantities are monitored.

Information Sharing on the Distribution

☐ All beneficiaries are well-informed of the distribution day, place and time and on the quantity of items they are to receive.

☐ All beneficiaries are well-informed of the quantity of food contained in one scoop in food distributions, and the scoop size is consistent.

☐ All beneficiaries are well-informed of changes in the food basket/ration.

☐ Information is disseminated at appropriate times and in appropriate ways.

☐ Different approaches are used to properly inform the persons with specific needs (minors/deaf persons/older persons/those who are sick).

☐ Standards of accountability (humanitarian code of conduct) are observed by the implementing partner.

Time of the Distribution

☐ The distribution starts on time.

☐ The implementing partner 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.

☐ WFP, UNHCR, USAID, (other donor agency), and the implementing partner on the ground are there throughout the distribution process.

If Scoops Are Being Used in Food Distribution

☐ Standard scoops are used.

☐ All scoops are precise and marked to show the exact quantity.

☐ The same scoops are used for the different food items.

☐ If scoops are changed between distributions while food rations remain the same, this is clearly explained to the beneficiaries.

TOOLS

> ⛔ Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- **Examples for food and nutrition indicators.**
  http://202.54.104.236/intranet/hfn/Food/Food_page.htm

- **Food Distribution Monitoring Checklist.**
  www.the-ecentre.net/toolkit/Food/FTM-2(b).doc

- **Gender and non-food items in emergencies (from the IASC Gender Handbook).** www.who.int/hac/network/interagency/b6_non_food_items.pdf

- **Key points for an effective distribution system (from UNHCR *Commodity Distribution Guide, 1997).*** http://202.54.104.236/intranet/hfn/Food/Food_page.htm#FTP-3

- **Principles of storage and warehousing (from UNHCR Supplies and Food Aid Handbook, 1989).**
  http://202.54.104.236/intranet/hfn/Food/Food_page.htm#FTP-3

- **Sample Food Plan.**
  http://202.54.104.236/intranet/hfn/Food/Food_page.htm#FTP-3

- **Strategies to counteract ration shortfalls.**
  http://202.54.104.236/intranet/hfn/Food/Food_page.htm#FTP-3

- **Warehouse checklist (from UNJLC).**

- **Warehouse Manager. Specific example of a Terms of Reference (from RedR).**

- **WFP, UNHCR. *Joint Food Needs Assessment.***
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WATER, SANITATION AND HYGIENE

▶ Water Sanitation and Hygiene (WASH) services meet basic needs; to provide them in sufficient quantity and quality is urgent for people to survive and stay in good health. Therefore, they are among the most vital and very first services provided in a camp.

▶ Sufficient water needs to be safe for drinking, cooking and personal hygiene. Good sanitation facilities must be culturally appropriate and safe for use. Hygiene should be promoted through clear and easily understandable messages. Water quantity, sanitation and hygiene should be treated as equally important factors for the prevention of illnesses and epidemics.

▶ To make WASH interventions effective and successful, participation of the camp population, particularly of women and girls, is essential. Whenever possible, camp residents need to be consulted and involved in all aspects of WASH interventions such as planning and implementation, coordination and monitoring, maintenance and follow-up.

▶ Specialised humanitarian organisations, WASH service providers, are usually in charge of planning, coordination, implementation and maintenance of WASH interventions. WASH interventions need however to be monitored by the Camp Management Agency. Both agencies need to work hand-in-hand and clearly communicate their roles and responsibilities to the displaced community.

▶ Standards and indicators for humanitarian operations and sectors, including WASH, guide humanitarian organisations in how best to ensure displaced persons' right to live in safety and dignity and help measure the impact and effectiveness of humanitarian interventions.

Water, Sanitation and Hygiene (WASH) services meet basic needs: to provide them in sufficient quantity and quality is urgent for people to survive and stay in good health. Therefore, they are among the most vital and very first services provided in a camp. A continuous lack of water, insufficient latrines or uncontrolled open defecation, poorly set up waste disposal or drainage systems are all risks that may lead to illnesses and epidemics such as diarrhoea and cholera. To reduce these risks and manage a camp's WASH sector in line with international standards is the responsibility – in most camps and camp-like situations – of a specialised humanitarian organisation, a WASH service provider.

WASH services cannot be reduced to technical aspects only for they should be implemented with a sound understanding and approach to protection, particularly of women and girls. In most camp situations, women and girls are responsible for cooking, cleaning, washing and fetching water for their households. In this role, they are 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 in the planning, implementation and maintenance of WASH services is important. Ideally, they should be involved to the maximum extent.

> ❗ "…The main purposes of emergency water supply and sanitation programmes are to provide a minimum quantity of clean drinking water, and to reduce the transmission of faecal-oral diseases and disease-bearing vectors. A further important objective is to help establish the conditions that allow people to live and perform daily tasks, such as going to the toilet, and washing with dignity, comfort and security…'' (*Humanitarian Charter and Minimum Standards in Disaster Response*, The Sphere Project, 2000, P. 19)

As a rule, it is better to deliver an adequate amount of water of average quality than only a small amount of pure drinking water. Due to their life-saving nature however, WASH services need to be planned and carried out with the utmost care

and responsibility towards the camp population. To ensure quality, accountability and effectiveness of WASH services, sound and frequent monitoring must be carried out. The primary responsibility lies with the WASH provider as part of its professional obligation and secondly, with the Camp Management Agency in its role as overall coordinator of humanitarian service provision. Effective coordination between WASH providers and the Camp Management Agency is vital for they need to work hand-in-hand and clearly communicate their mutual roles and responsibilities to camp residents and the local administration/government authorities.

The WASH sector in a camp cannot be seen in isolation, for it is closely related to health, shelter, environment, and other sectors. Inter-sectoral links should be considered throughout a camp's life cycle from planning, to set-up and maintenance to closure. For example if water is contaminated, it will make people ill and the caseload at health centres may be unmanageable. Failure to organise waste disposal and ensure proper drainage will not only affect the camp population itself, but may also have a negative impact on the environment and the host community.

Ideally, WASH services provided in camps should comply with internationally or locally agreed upon standards and indicators. WASH providers will likely use standards and indicators set up and recommended by either The Sphere Project or UNHCR (see box below). Internationally, the best known standard to apply may be 15–20 litres of water per person per day – for drinking, cooking and personal hygiene. Camp Management Agencies and WASH providers need to make use of these 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.

> ❗ 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 Disaster Response, also known as the ''Sphere Standards Handbook'', and the UNHCR's Handbook for Emergencies. Both handbooks are standard works 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.

ROLES AND RESPONSIBILITIES

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 of them should be nominated as WASH Sector Lead for that camp, and further be first contact for the Camp Management Agency and the local sanitation authorities.

> ❗ The 2004 tsunami in Indonesia and the 2005 earthquake in Pakistan affected many cities and towns. Generally, in urban settings the local sanitation authorities will likely play a greater role in the organisation and coordination of emergency relief assistance than they usually do in rural camps. They have the best technical knowledge of local water supply and waste disposal systems that may have cracked or collapsed after a natural disaster.

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. WASH providers should regularly share their work plans and collected data, and report on services provided and gaps identified to the Camp Management Agency, so that it can have a clear overall WASH picture. Only if information is transparently shared, can the Camp Management Agency contribute to an overall strategy and planning for humanitarian service provision to the camp. Methods of coordination with the WASH service provider could include: regular meetings; regular information sharing through a jointly-agreed information management strategy; facilitation of access to target groups, community groups and key individuals/leaders within camp populations and negotiating a division of tasks as needed.

Early in the camp operation, the Camp Management Agency and the WASH providers need to agree 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. The Camp Management Agency and WASH service providers should work closely and clearly

communicate their roles and responsibilities to the camp population and the local administration in order to ensure that:

- WASH services are provided in line with internationally or locally agreed upon standards and indicators
- a well-functioning monitoring and coordination system for the WASH sector is in place
- a community-based monitoring and maintenance system (e.g. 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 on 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).

▶▶ *For more information on non-food items, see chapter 13.*

- 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 local sanitation authorities' technical and cultural knowledge and expertise are recognised and used
- government WASH regulations are followed and the national law is respected.

WASH service providers operating in camps ideally have strong technical expertise and good access to materials. Their specific responsibilities and tasks will, however, vary from context to context and much depends on such factors as the involvement of the camp population or the availability of already existing WASH infrastructure inside the camp and the area of displacement. Usually, a WASH Agency will provide:

- sufficient and timely water supply for drinking, cooking and personal hygiene according to standards
- regular quality control of water up to technical standards
- items to store and collect water such as vessels, jerry cans or materials for rain water collection
- hygiene items such as soap and sanitary materials

- WASH infrastructure, such as safe latrines and toilets, bathing and washing facilities, solid waste disposal systems –garbage pits or trash sites – and an adequate drainage system for rain and waste water
- maintenance and cleaning of the camp's WASH infrastructure in close co-operation with the displaced community
- promotion/sensitisation campaigns of hygiene and hygiene education and the appropriate use of WASH infrastructure and facilities – aiming to make people aware of how diseases are transmitted and how they can be avoided.

The WASH service provider's staff – such as water engineers, technicians and community mobilisers – will be in contact with the camp population every day, checking on and repairing WASH infrastructure or sensitising and training people. It is therefore important that WASH staff, like all other humanitarian staff working in camps, have a culturally sensitive attitude towards the camp residents and are particularly respectful of women and girls.

⚠ Optimally, the Camp Management Agency should not also have the role as a service provider of other technical assistance programmes in the camp, like WASH. Being responsible for both camp management and service provision can cause tensions, a lack of clarity and conflict of interest. However, a general lack of service providers in the camp, or a rather small number of displaced persons inhabiting a camp may make it necessary for the Camp Management Agency to take on additional responsibilities. In a refugee camp in Burundi, the Camp Management Agency who is a strategic partner to UNHCR, is responsible not only for camp management but also for WASH service provision, distribution and education.

WATER SUPPLY

One of the first priorities in emergencies and camps is the immediate provision of adequate amounts of water. It needs to be safe and appropriate for drinking, cooking and personal hygiene. Although the water quality requires permanent monitoring with professional technical equipment, providing a sufficient quantity of water of average quality is better than only a small amount of high quality water. Often, water quality standards – as outlined by the World Health Organisation (WHO) – cannot be met in camps and/or sufficient amounts of water cannot

be provided. In these cases, the Camp Management Agency and the WASH provider need to inform the camp residents, so that they understand alternative measures, temporary restrictions as well as conservation and sanitation methods that are to apply until the situation improves.

In general, water provided in camps can be broken into two categories – surface water such as from rivers and lakes and groundwater such as from wells, boreholes or springs.

Generally, it is rather difficult to control the quality of surface water. Where water is scarce inside the camp, the camp population will however often choose to fetch water from rivers or unprotected sources in the surroundings, if they exist. Women and girls may then have to walk a long distance through unsafe areas, and are therefore exposed to a higher risk of sexual violation.

Water fetched from groundwater sources is mostly quite clear and of reasonable quality due to natural filtration. Boreholes and wells can often be dug inside the camp, which makes their protection and maintenance as well as water quality control easier. Ground water sources can be categorised into those that are:

- less than three metres deep and considered shallow, such as simple wells, and those
- considered deep (more than three metres), such as boreholes.

⚠ Voice from the Field

The Aceh province on the Indonesian island of Sumatra has a tropical climate with heavy rainfalls 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 wetland. 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.

Particularly during rainy seasons, the collection of rainwater from roofing or through specific rainwater collection techniques might be an additional option. If rain water collection is frequently used the WASH service provider would need to check on the water quality. If possible, rainwater should not be used for drinking but rather for cleaning and personal hygiene only.

Water may also be provided with water trucks from outside the camp and stored in reservoirs and bladders. The WASH provider needs to ensure that water quality is controlled at the source, throughout transport and at camp level before being delivered to the camp population.

> ❗ Where urban areas are affected by natural disasters, such as earthquakes or by acts of war, public water and sanitation supply systems are likely to be heavily damaged. Trucking water may then become the only immediate option to support displaced communities. As water trucking is not a sustainable solution for a longer period, WASH providers and the local sanitation authorities should jointly make all efforts possible to get the original WASH infrastructure up and running again if at all possible.

Standards and Indicators for Water Supply

Whereas in refugee camps the mandate and responsibilities of UNHCR usually ensure a water supply up to the organisation's own standards and indicators (outlined in the UNHCR's *Handbook for Emergencies*), it is often more challenging to apply similar standards in IDP camps. Generally, WASH providers operating in IDP camps will plan their interventions using the standards and indicators outlined in the Sphere Project's *Humanitarian Charter and Minimum Standards in Disaster Response*. This does not mean that UNHCR standards and indicators cannot be applied in IDP camps too.

> **!** The Sphere Project sets up three different key standards for water supply in camps: 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.
>
> 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 from short-term use.
>
> 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.

The table below compares some the UNHCR's and the Sphere Project's indicators in relation to water use and supply:

	SPHERE	UNHCR	COMMENTS
Minimum requirement of clean water (litres/person/day)	15	15–20	UNHCR's minimum allocation for survival is 7.
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	-	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	

▶▶ *For more information on the standards of water per person see chapter 7.*

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 million litres) certain numbers of displaced persons would need to be provided with over certain periods:

POPULATION	TIME (DAYS)						
	1	30	60	90	120	180	360
500	0.0075	0.225	0.45	0.675	0.9	1.35	2.738
1,000	0.0150	0.450	0.90	1.350	1.8	2.70	5.475
5,000	0.075	2.250	4.50	6.750	9.0	13.50	27.380
10,000	0.1500	4.500	9.00	13.500	18.0	27.00	54.750
20,000	0.3000	9.000	18.00	27.000	36.0	54.00	108.600
50,000	0.7500	22.500	45.00	67.500	90.0	135.00	273.750
100,000	1.5000	45.000	90.00	135.000	180.0	270.00	547.500
500,000	7.5000	225.000	450.00	675.000	900.0	1,350.00	2,737.500
1,000,000	15.000	450.000	900.00	1,350.000	1,800.0	2,700.00	5,475.000

Particularly in IDP camps, it is often challenging or even impossible to supply water according to international standards and indicators. Mostly, this is due to a general lack of water in the region of displacement, a shortage of humanitarian funding or an insufficient number of WASH service providers for large numbers of displaced people. In these cases, the relevant humanitarian organisations and the local administration need to agree upon local standards and indicators that still aim to ensure the camp residents' right to life in dignity and good health. In contexts of internal displacement where the cluster system is activated, the lead role would lie with the WASH cluster in close cooperation with the Camp Coordination Camp Management (CCCM) cluster.

Whether in refugee or IDP situations, the relevant humanitarian organisations, when organising the water supply to a camp and agreeing on standards and indicators, need to take into consideration the availability of water within the host community surrounding the camp. Particularly during dry seasons, the host community may suffer from a significant lack of water, whilst water in sufficient quantities may still be being provided to a camp by humanitarian organisations. A significant imbalance in this regard may lead to serious tensions, and security incidents. There are examples of sabotage of camp WASH infrastructure where members of the host community felt their own problems and needs were being marginalised. Thus, it is preferable that the host community can also benefit to a certain extent from the services provided to a camp.

> **⚠ Voice from the Field**
>
> "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 outside the camp, can fetch water and benefit from professional technical follow-up to this infrastructure".

Rationing Water

Rationing water supplies is very sensitive but may however 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 need to ensure that:

- water supply to persons 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 when washing and to limit watering of plants.

> **❗ When water is scarce, the «4R» guidelines need to be considered:**
> - reducing water consumption
> - rainwater harvesting
> - recycling water
> - restoring natural water cycles.

Avoiding Contamination

Next in importance to providing safe drinking water is protecting it. Water needs to be protected at the source itself, during transportation and in storage. While surface water and natural sources or rivers outside the camp are difficult to protect, ground water sources such as wells and boreholes can be more easily controlled. However, contamination of water can take place anywhere, from collection to time of consumption. Poor hygiene practices within households are often a major source for contamination of safe drinking water. Thus, the WASH provider should ensure that:

- where possible the quality of water in wells, pumps, boreholes and water tanks – including any harvested rainwater –is regularly controlled so as to meet technical standards
- water points and taps, wells and boreholes are fenced-off to keep children and 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 and sources, so standing water is avoided
- hygiene promotion activities and sensitisation campaigns are carried out, and understood by the camp population
- individual households have available enough good quality jerry cans, vessels or other adequate items, with lids, to store water safely.

> ❗ 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.

▶▶ *See WHO step by step fact sheets for cleaning and disinfecting wells and bore holes in the tools section of this chapter.*
▶▶ *For more information on environmental issues, see chapter 6.*

SANITATION

Safe disposal of human waste and excreta is a priority from the very beginning of a camp set-up. Particularly, in longer-term emergencies, adequate sanitation is as important as a sufficient supply of water. Human waste is a major source of pollution and water contamination, and is often responsible for various health problems and diseases such as diarrhoea, dysentery and cholera. Therefore, the provision of proper sanitation services needs to be seen as closely related to health care and of vital importance.

> **!** WHO defines sanitation as the safe management of human waste (excreta) – which includes urine and faeces -through provision of 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.

To provide safe access to a sufficient number of latrines/toilets at any time of the day or night, is one of the WASH provider's key responsibilities and needs to be monitored and supported by the Camp Management Agency. Latrines or toilets should be placed not too far from individual shelters, so that particularly women and girls do not have to make long journeys through unprotected or dark areas to reach them. When designing and constructing sanitation facilities, the WASH provider should consider:

- comfort
- hygiene
- safety
- cultural appropriateness.

Sanitation facilities should be as compatible as possible with traditional defecation and cleansing practices, preferred positioning of latrines or other cultural or religious norms. This is best assessed by the camp population itself.

The range and technical sophistication of WASH facilities in camps varies from context to context. Generally however, WASH providers will aim to set up this core 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.

Standards and Indicators for Sanitation

For sanitation, UNHCR and Sphere often use the same indicators. The table below lists some indicators where figures are used. Other standards are mentioned in the relevant paragraphs of this chapter.

	SPHERE/ UNHCR
UNHCR	
Maximum number of persons per public toilet/latrine	20
Maximum distance from shelter to toilet/latrine (metres)	50
Minimum distance from groundwater sources to toilets/latrines and soakaways (metres)	30
Minimum distance from bottom of latrine to water table (metres)	1.5
Maximum distance from shelter to container or household refuse pit (metres)	15
Number of families per 100-litres refuse container	10

> ❗ Often at the beginning of an emergency, when displacement often occurs on a larger scale, the sanitation needs of a camp population and reasonable sanitation indicators cannot be met. In this case, UNHCR recommends a maximum number of 100 persons per latrine as still acceptable. Alternatively, the WASH provider and the Camp Management Agency should think about allocating a site for open defecation if necessary.

Latrines and Toilets

Systems for human excreta disposal in camps and rural areas are generally simple and cheap, such as pit latrines or trench latrines. Knowledge and technical expertise to pitch them can often be found within the displaced community. Several types of latrines and technologies are commonly provided:

- Pit latrines are the most common type used in camps and camp-settings and can be improved with ventilation, so they become Ventilated Improved Pit (VIP) latrines. Ideally, they are used only by single households or a group of households. VIPs can be built with a second pit (Ventilated Improved Double Pit latrines) which is particularly suitable where pits cannot be dug deeply and therefore fill up quickly.
- Trench latrines, are frequently pitched in emergency situations for a greater number of users; they should be dug 1,8 to 2,5 metres deep and 75 to 90 cm wide; recommended lengths per 100 persons is 3.5m.
- Pour-flush latrines are relatively simple in design but need a permeable soil for infiltration. They are only appropriate if enough water for flushing is available and if the camp population is culturally familiar with this type of latrine.
- Borehole latrines, manually or mechanically drilled, are quickly set-up but bear higher risks of smell, fouling, fly breeding and contamination of ground-water.

> **!** 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. Thus menstruating women must be able to wash sanitary protection cloths or to appropriately dispose of sanitary protection materials.

▶▶ *See UNHCR's Handbook for Emergencies (pp. 270–272) for technical information on latrine design.*

> **!** The Sphere Project sets two key standards for human excreta disposal in camps. They aim to ensure that people have sufficient numbers of latrines, sufficiently close to their dwellings to allow them rapid, safe and acceptable access at all times of the day and night. Secondly, they have a right to be able to access toilets which are designed, constructed and maintained in such a way as to be comfortable, hygienic and safe to use.

The placement as well as the type of latrines will depend on:

- physical 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 and norms of the camp population, such as traditional defecation practices.

In planned camps with sufficient surface, 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, the placement of latrines and WASH infrastructure can become particularly difficult. Lack of space, densely erected shelters or inadequate geological conditions often make it impossible to respect standards. Hence, Camp Management Agencies and WASH providers will face challenges finding compromises between standards and circumstances.

Over time, pit latrines will have to be emptied or decommissioned – a reality which must be considered when first they are planned. Gullysuckers (vacuum tankers) can be used for removing soft materials and liquids, but they may not be available or may not be able to move close enough into latrine sites. If sufficient space is available, closing latrines, filling up the pits and constructing new ones is sometimes the best or only option. 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 appropriate measures.

> **!** In emergencies in urban settings it is difficult or even impossible to dig latrine pits where asphalt covers the ground. Thus chemical toilets or simple drop-hole latrines may often be the only initial options.

▶▶ *For information on Sphere and UNHCR minimum standards on site planning and sanitation, see chapter 7.*

▶▶ *For information on emergency sanitation see WHO's technical note in the Tools section of this chapter.*

Open Defecation

Although in some rural cultures open defecation is still the common practice, the Camp Management Agency should advocate for camp residents to avoid doing so in camps as far as possible. Open defecation bears an often uncontrollable risk of

diseases and epidemics. In extreme emergency situations however, 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.

Specific defecation fields located at a safe distance from water points, food preparation and storage sites, living quarters, public buildings or roads need to be designated and fenced-off. Low land that may be flooded should not be assigned for open defecation. However, defecation fields need to be easily accessible particularly for women and girls. The Camp Management Agency and the WASH service provider should make sure that all camp residents are sufficiently informed about the risks open defecation fields involve.

> ❗ Ideally, sanitation facilities should be as compatible with traditional defecation practices as possible. However, traditional practices may need to be challenged/changed to reduce serious health risks during large-scale displacement. It will, without doubt, be difficult to provide sanitation to communities primarily accustomed to defecating in open fields, streams or bushes. Hygiene promotion activities are, however, essential to influence behaviour and encourage people to become familiar with the use of latrines.

Drainage

Wastewater from latrines and bathing facilities or produced after cooking and dishwashing carries various micro-organisms. If it is not drained properly it is likely to result in infections, illnesses and epidemics. Standing wastewater or rainwater can easily become breeding grounds for insects such as mosquitoes.

> ❗ The Sphere Project sets two key standards for drainage. People should have an environment that is acceptably free from risk of water erosion and from standing water, including storm water, flood water, domestic wastewater and wastewater from medical facilities. Secondly, they should have the means – installations (drainage channels/soak-aways) and tools – to dispose of domestic wastewater conveniently and effectively and to protect their shelters and other family or communal facilities from flooding and erosion.

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 local sanitation authorities (particularly in urban areas). The involved stakeholders need, however, to agree upon their roles and responsibilities and clearly communicate them to the camp population.

Ideally, a camp site is planned prior to the arrival of IDPs or refugees, preferably on sandy soil and a slightly sloping ground. The type of soil or ground will determine the option for infiltration systems. Infiltration is usually the easiest way to drain and often applied but may not always be the best option; e. g. soak pits in camps built on loamy grounds where soil infiltration is limited may in fact be counter effective.

> ⚠ Planning and implementation of a camp drainage system are good opportunities for Camp Management Agencies and WASH providers to involve the camp population. Provided with appropriate tools and technical training, households could be made responsible for the maintenance of simple water channels around their individual shelter. If needed, the host community should equally be involved in the planning as drainage systems may affect the environment around the camp.

Unfortunately, the planning of a camp is often not possible. Displacement often happens unexpectedly. Where shelter or tents are erected in an unstructured manner, or where loamy soil makes infiltration of water difficult, the implementation of a drainage system becomes challenging. Still, even small but important improvements of drainage around water points and other WASH infrastructure or distribution sites will help the camp population to improve their living conditions.

> ⚠ Often the only available play space, wastewater in open channels running through a camp's living quarters, may attract children. When water is scarce, open channels may become a temptation for people to use wastewater for domestic purposes.

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. To keep all WASH infrastructure in good and useable condition, support from the camp population is essential. Generally, the camp population will be represented in the WASH sector through elected WASH committees. The Camp Management Agency and the WASH service provider need to support, promote and use these community-based committees. Without significant involvement of the camp population it will become very difficult to maintain and clean WASH infrastructure.

In order to set up a well-functioning survey and monitoring system, including the subsequent cleaning and maintenance, 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 inspections of WASH infrastructure should be established, and 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.

Cleaning and maintenance are difficult without required materials and spare parts. Particularly for water supply systems, the WASH service provider needs to ensure the availability of sufficient and technically adequate spare material, such as water taps, pipes and washers. They need to be of good quality to ensure that water pumps and taps do not regularly cease working.

Solid Waste Disposal

Solid waste refers to all non-liquid waste produced by households, medical facilities, market places, food distribution points and other sources. It does not refer to human excreta. Poor or no disposal of garbage and waste increases serious risks such as the pollution of surface water, groundwater and the environment in general. This is a perfect breeding ground for flies and will attract rats and other rodents that are vectors for various diseases.

> **(!)** The Sphere project sets two key standards for solid waste management, aiming to ensure that people a) have an environment acceptably free of solid waste contamination, including medical wastes and b) have the means to dispose of their domestic waste conveniently and effectively.

Commonly used ways to dispose of waste collected at households, market places, schools and other infrastructure are:

- refuse pits, bins or containers for single households or groups of households
- communal pits and trash sites for larger groups of households.

There are three main techniques frequently used in camps for the disposal of solid waste – burial, burning and composting.

- Burial of waste (also called sanitary land-filling or controlled tipping) in trenches or large pits is relatively simple but caution must be ensured. 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; whether under use or already closed. They should always be fenced off and placed at a safe distance away 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.

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, a daily work plan and schedule are established for waste disposal and control and maintenance of sites and pits

- roles and responsibilities have been agreed on with the camp population and the WASH committees, so that tasks are clearly distributed: it is recommended to draw up a formal Terms of Reference outlining these
- materials such as wheelbarrows and shovels are available for cleaning and maintenance
- reusable material, such as from construction sites, is collected and given to those who can make use of it.

▶▶ *For information on solid waste disposal see WHO's technical note in the Tools section of this chapter.*

> ❗ Waste lying around and not being disposed of creates a demoralising physical environment. A filthy, smelling and unhygienic camp will affect and damage the morale of people already facing many daily challenges.

Disposal of Dead Bodies

The mortality rate in camps and camp-like settings is especially high when displacement is fresh or when people's basic needs cannot be met over a certain period. Epidemics, diseases, malnutrition or injuries from fighting can increase the number of dead in a camp within a short time.

> ❗ In some cultures certain illnesses and infections, such as HIV/AIDS, are still regarded as taboo so that people may decide not to report deceased relatives. This is why mortality rates in camps can be much higher than actually reported. Another reason not to report mortalities may be that remaining relatives fear a reduction of their food ration.

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 the burial of dead bodies at a sufficient distance to shelter and infrastructure, and where groundwater is fetched. Burial sites should be selected and set up in close consultation with the displaced community.

Burials are in every culture a sensitive and emotional event. Whenever possible, humanitarian organisations should respect the displaced community's traditional ways to bury their deceased. The WASH service provider should support the relatives of the deceased person by making available technical equipment for grave digging and burial as well as burial clothes and shrouds.

Some cultures prefer to cremate their dead. In camps and camp-like settings this may often not be possible due to a lack of space and adequate infrastructure. Additionally, cremation requires a significant amount of fuel or fire wood that may also not be available. In this case, 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.

⚠ 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 present a higher risk of epidemics. They do not unless the people died of typhus, plague, cholera or haemorrhagic fevers such as Ebola. In these cases, dead bodies should be buried immediately and funeral gatherings limited.

▶▶ *For more information on disposal of dead bodies see WHO's technical note in the Tools section of this chapter.*

❗ In large-scale emergencies, it may be necessary to construct one or several mortuaries to facilitate identification. 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 – a reception room; viewing room; storage room for bodies not suitable for viewing and a room for records and storing of personal effects.

Hygiene Promotion

Hygiene education and promotion are closely related to health and health education. 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 Sphere Project sets two key standards for hygiene promotion. All sections of the affected population should be aware of priority hygiene practices that create the greatest risk to health and are able to change them. They should have adequate information and resources for the use of water and sanitation facilities to protect their health and dignity. All facilities and resources provided should reflect the vulnerabilities, needs and preferences of all sections of the affected population. Users are to be involved in the management and maintenance of hygiene facilities where appropriate.

> **❗** Hygiene promotion can never be a substitute for proper sanitation and sufficient water supplies which are the key to good hygiene.

The distribution of soap, sanitary material 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 [the WASH provider], and resources which together enable risky hygiene behaviours to be avoided".

In this spirit, the WASH provider, the WASH committees and the camp population need to prioritise key hygiene issues. It is better to focus first on some of the most crucial hygiene problems instead of overwhelming people with a full range of guidelines and regulations they may not become familiar with. Messages and information should be clear, simple and easy to understand. They should be transmitted in the local language by a team that is familiar with traditional practices and social structures.

> **!** Within displaced communities from remote rural areas, lack of literacy may be widespread especially amongst women and girls. Camp Management Agencies and WASH providers should be aware that written announcements or hand-outs often reach only the male part of the population, but miss many concerned parties.

Sensitisation of a camp population on hygiene aspects and the proper use of WASH facilities can be achieved through various and often creative means and platforms, such as:

- megaphones, radio broadcast or public announcements
- posters, signs, paintings and cartoons
- meetings, focus groups
- celebrations, traditional and community events
- film and video presentations
- dramas, role plays, games and songs.

> **!** A good way to attract particularly children can be to paint WASH infrastructure, such as water reservoirs or latrines with funny but instructive cartoons showing the correct use of WASH facilities and how to ensure proper personal hygiene.

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 by flies, but there are other vectors that are considered particularly dangerous in camps where people and animals may have to live together in cramped surroundings.

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

(Table from the UNHCR Handbook for Emergencies, 2007, P. 275)

To diagnose, address and treat vector-borne diseases, medical assistance from specialists is demanded. To prevent risks and diseases however, much can be done through the camp population. Although not always feasible in the very first beginnings of a camp operation, the Camp Management Agency and the WASH provider should aim for providing proper hygiene education to camp residents, so that they understand the relation between a lack of hygiene and cleanliness and the potential health risks that may arise.

Prevention of diseases and control of vectors starts at household level, but involves all camp sectors. Vector control strategies should focus on reducing the number and density of vectors and contact between human and vector and vector breeding sites. Without active involvement of the camp population, the Camp Management Agency and the WASH provider may fail to make sure 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 breeding grounds 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

- clean away and 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.

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 to reduce 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.

> ❗ 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 tarpaulin can also be sprayed.

▶▶ *For more information on vector-borne diseases, see chapter 16.*

> ❗ Certain interactive 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 a "serious" source of income generation.

PERSONS WITH SPECIFIC NEEDS/PERSONS AT HEIGHTENED RISK

The concerns of persons with specific needs or those at heightened risk are frequently marginalised in camps. In a situation of displacement, this marginalisation may even 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 Camp Management Agency and the WASH service provider however need to make sure that particular attention is paid to the WASH concerns of persons with specific needs and those at risk:

- Women and girls are usually charged with an enormous number of household tasks and responsibilities such as fetching water for their families. Queuing time at water points and taps should therefore be as short as possible, so that women and girls do not lose hours and hours needed for other activities. Additionally, 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.

- If possible, 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 levelled off, so that persons on crutches or in wheel chairs can use them.

- Latrines and WASH facilities should consider the particular needs of small children and physically disabled 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 non-food items for hygiene and cleaning 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.

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

Roles and Responsibilities

☐ Camp staff are trained in the protection and care of groups with specific needs, and sign a code of conduct.

☐ A sufficient number of WASH service providers is operating in the camp; 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 amongst the Camp Management Agency, the WASH provider, the WASH committees and the local sanitation authorities.

☐ Terms of Reference (ToR) are fixed.

☐ The camp population is sufficiently informed about who is doing what, where and when.

☐ The concerned stakeholders have agreed upon international or local standards to apply in the camp WASH sector.

☐ WASH services and infrastructures are 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.

☐ Work plans and data are shared; services, gaps and needs are reported.

☐ The camp population, particularly women and girls, is sufficiently involved in all aspect 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.

☐ Short-term and long-term water needs are assessed, and the water supply is organised accordingly.

☐ 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 (see "4R" guidelines).

- ☐ Persons with specific needs and those at risk are prioritised when water is scarce.

General Sanitation/Latrines/Open Defecation

- ☐ 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 material for construction is assessed.

- ☐ Women and girls have been involved in the design and placement of sanitation facilities.

- ☐ Camp residents feel comfortable with the WASH infrastructures and know how to use and maintain them.

- ☐ 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 considered already in the planning phase.

- ☐ Latrines are regularly emptied; all WASH infrastructure is frequently cleaned and maintained.

- ☐ Latrines and open defecation sites have hand washing facilities.

- ☐ The soil conditions for on-site disposal of human excreta are assessed.

- ☐ Open defecation sites are fenced off and designated at a sufficient distance from individual shelter, groundwater and public infrastructure.

☐ The camp population is sufficiently informed about the risks that open defecation can have.

Drainage/Cleaning and Maintenance
☐ 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 the 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.

Solid Waste Disposal/Disposal of Dead Bodies
☐ 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 known.

☐ 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.

☐ Trash sites, bins and containers are safe, and designated according to standards and indicators.

☐ Medical waste is burned in incinerators under supervision of trained staff.

- ☐ Material such as wheel barrows and shovels are available.

- ☐ Reusable material is collected, and given to those that can make use of it.

- ☐ The mortality rate in the camp is known and monitored.

- ☐ Camp residents report mortalities 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 shelter and groundwater.

- ☐ Relatives of the deceased are supported with material for grave digging and burial as well as with burial cloths and shrouds.

- ☐ People who died of typhus or cholera are buried rapidly.

Hygiene Promotion/Vector Control
- ☐ The local frequency of vector-borne diseases is known; major vector-borne diseases are identified according to their level of risk.

- ☐ 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 given to the camp population to promote hygiene.

- ☐ The camp population understands the relation between inadequate hygiene and vector-borne diseases.

- ☐ 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.

- ☐ 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.

TOOLS

> **❗** Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- Best practice guidelines for the on-site decommissioning of emergency and semi-permanent raised level latrines from Sri Lanka
- Framework for decision-making regarding barracks
- Guidelines for the decommissioning of water & sanitation facilities from Sri Lanka
- OXFAM. Instruction Manual for Hand Dug Well Equipment
- OXFAM. Water Supply Scheme for Emergencies
- OXFAM. Low Cost Drainage in Emergencies
- OXFAM. Water Treatment in Emergencies
- RedR, Latrine Decommissioning Training Notes (South Asia earthquake)
- Sphere, 2004. Water Supply and Sanitation Initial Needs Assessment Checklist
- WASH and CCCM clusters – Roles and Responsibilities Matrix
- WHO. Cleaning and Disinfecting Water Storage Tanks
- WHO. Cleaning and Disinfecting Wells in Emergencies
- WHO. Cleaning and Disinfecting Boreholes in Emergencies
- WHO. Emergency Sanitation – planning
- WHO. Emergency Sanitation- Technical Options
- WHO. Essential hygiene messages in post-disaster emergencies
- WHO. Disposal of Dead Bodies in Emergency Conditions
- WHO. Minimum water quantity needed for domestic use in emergencies
- WHO. Rehabilitating small scale-piped water distribution systems
- WHO. Solid waste management in emergencies
- WHO. Water, Sanitation and Hygiene promotion
- WHO. Guidelines for Drinking-water Quality

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SHELTER

KEY MESSAGES

▶ Shelter is more than a roof: it is a means of ensuring the health, security, privacy and dignity of camp residents.

▶ To ensure an integrated approach, shelter programmes in camps and camp-like settings must be closely linked to other interventions. These include water, sanitation and hygiene (WASH), health, livelihoods, protection and basic camp infrastructure.

▶ Shelter needs and use change over time, and people need support to maintain, upgrade and re-use their shelters. Materials and designs should be durable and flexible enough to permit user adaptation.

▶ Resources and capacities need to be assessed prior to building by consulting and observing what building materials are available and used locally for shelter, and how rapid and safe construction can best be supported using local expertise. Issues of environmental sustainability should be considered.

▶ It is important to incorporate risk management measures into shelter programmes by reducing the threats of public health outbreaks, violence, theft and damage from fire, flooding and high winds. The aim is to avoid increasing the vulnerability of displaced families.

▶ The need for strong technical support during all programme stages should not be underestimated. The Camp Management Agency and shelter providers need to make sure that sufficient staff are available for technical supervision of shelter construction and monitoring of usage and occupancy.

INTRODUCTION

Shelter is required by people for health, security and dignity. A shelter is more than just protection from weather conditions for it provides a space to live, store belongings and maintain privacy. Good shelter programmes enable a family to have access to work opportunities and promote a sense of security while living in a temporary community.

> **(!)** 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 operations, all options for sheltering displaced families should be investigated. If taking over or upgrading an existing camp, shelter providers and the Camp Management Agency should take time to assess what has already been built by the inhabitants of the camp/settlement. Remember that the physical components of a shelter programme include not only walls and a roof but also clothing, bedding and cooking sets – collectively known as non-food items (NFIs).

▶▶ *For more information on NFIs, see chapter 13.*

In other settings or at the beginning of emergency operations, it may be more appropriate to consider repairing existing buildings, renting unoccupied structures or having the displaced stay with host families. Each option will have clear advantages and disadvantages to the operation. Sound planning for a shelter project entails simultaneously meeting the needs of displaced families and the impact on host communities. Compensation for the adverse effects on neighbours or host communities may be needed.

'Immediately after the main displacement of the population in Georgia
in 1993, some IDPs found refuge in tents, but the majority was hosted
by friends or families and in public buildings. A wide variety of buildings
have been used as collective centres including; hotels, workers' barracks,
kindergartens, sports complexes, factories, schools and hospitals. Across
Georgia there are many disused or abandoned buildings after years of
industrial decay and many of the buildings were disused before IDPs
spontaneously settled in them.'

Integrating the needs of individual family dwellings will determine the scale
and pattern of the camp site. Defining the community's shelter needs can be
done through focus group discussions and dialogue with the camp and host
communities to settle upon appropriate shelter designs and features. Site plan-
ning and shelter designs also need to take into consideration the delivery and
maintenance of other camp services, such as food and NFI distribution, other
camp infrastructure and external logistics supplies. Overall, it is important to
have a clear site plan before building shelters or distributing materials. Site
planning considerations need to be understood in relation to shelter and how
people will live in the camp.

> ❗ 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.

▶▶ *For more information on camp set up and closure, see chapter 7.*

Frequently a displaced population will settle themselves in rudimentary or self-
settled camps, prior to the arrival of humanitarian organisations. Depending
on the size of each self-settled camp, the focus may be on upgrading exist-
ing structures, moving them in order to restructure the camp, or implementing
safety measures to protect existing infrastructure – rather than building new
shelter. If the Camp Management Agency does not have sufficient technical

capacities, these tasks need to be carried out and supervised by a specialised shelter service provider.

Optimally, settlements or camp sites are selected and designed prior to the arrival of displaced persons and based on international technical standards which provide a framework for agencies to set work plans that reach accepted levels of services. In unstable or extreme situations it may be difficult to reach these at the beginning of operations. Attaining optimal standards may be a process that develops over time. The Camp Management Toolkit recommends the use of minimum standards and in this chapter outlines some of those used by Sphere and UNHCR. Although minimum standards are meant to be universal, whether they can be delivered will depend much on local and cultural factors.

> ❗ Use health, protection, environmental and livelihoods standards and indicators to monitor shelter programmes!

KEY ISSUES

Depending on situation and context, construction and maintenance of camp shelter may either fall under the responsibility of the Camp Management Agency or may be planned and implemented by a specialised shelter service provider. If the latter, the Camp Management Agency has to fulfil one of its core tasks and monitor the overall quality and effectiveness of shelter programmes in the camp, always considering cross-cutting relationships between water, sanitation and hygiene (WASH), safety, security and participation. When monitoring shelter programmes in camps and camp-like settings, particular attention must be paid to the proper implementation of coordination structures and adherence to standards.

▶▶ *For more information on the roles and responsibilities of a Camp Management Agency see chapter 2*

PLANNING FOR SHELTER INTERVENTIONS

Shelter programmes in the camp context, can roughly be organised into the following categories:

- preparedness/contingency
- emergency shelter
- care, maintenance and upgrade of shelter
- camp closure and durable shelters.

Preparedness/Contingency

When planning or preparing for scenarios of further population influxes into the camp (including those due to natural increases in the camp population as a result of births), the Camp Management Agency should develop a "ladder of options" that will allow increase or decreases in shelter provision depending on how many new arrivals are received. Planning in this manner will ensure that adequate reserves of appropriate shelter materials are available when required. Remember that it is important to consider exit strategies at this stage as well.

Emergency/Transitional Shelter

As the Emergency Shelter Cluster's *Key Things to Know* guidance points out, any shelter provision has the goals of "survival, security and safety, human dignity and sustainability of social life". Emergency shelter support must be designed for rapid implementation. However, camps often last for many years and emergency shelter programmes should be followed by programmes that support occupants in achieving stronger and more lasting shelter.

The term "transitional shelter" is commonly used in shelter programmes 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.

▶▶ *See examples of emergency and transitional shelters in the box below.*

If managing a camp where only emergency shelters (or tents) are being used, the Camp Management Agency should:

- encourage shelter organisations and providers to bring in programmes that provide materials and training that will support durable shelter once a permanent settlement location has been identified
- be aware that the camps may be rehabilitated or restored to their original state once people leave: thus, materials and construction methods need to be chosen appropriately.

▶▶ *For more information on environmental rehabilitation see chapter 6.*

- consider that the shelter design selected will depend upon many issues such as:
  - what people can build
  - what materials are available
  - the anticipated length of displacement
  - what type of buildings the host population live in.

> ❗ 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 one or two years if the population is not permitted or able to upgrade their shelters.

> 🔺 **Examples of Emergency and Transitional Shelters:**
>
> **1. Darfur, Sudan:** Plastic sheeting was distributed as an emergency measure to cover shelters built of mud bricks or grass by the displaced themselves. This was accompanied with fixings, structural materials (such as sticks and bamboo to prevent uncontrolled environmental damage), and training. Labour was provided for construction of shelters for those with specific needs and vulnerable individuals.
>
> **2. 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.

3. Georgia: A school and blocks of flats were repaired to host displaced families.

4. Uganda: Usually displaced families themselves built and thatched traditional shelters. Plastic sheeting was distributed to those returning home during the rainy season or when grass was too low to cut or when they had lost their camp shelter due to fire. Persons with specific needs were supported with special programmes to assist with shelter construction.

5. Burundi: Durable shelters – to designs of the local host community – were built, maintained and funded by UNHCR and a specialised agency. Work and income opportunities were created for refugees and the host community.

Size of Shelters

Living in a camp is a challenge. The noise and associated lack of privacy caused by living in such close proximity to each other can be very stressful for all members of a family. These stresses can be partly offset by ensuring that shelters have sufficient space for sleeping and dressing, care of infants or ill people, the storage of food, water and possessions and a communal family gathering space. Each shelter should have additional space for eating and washing. In longer-term camps, many families may want extra space for home-based enterprises or to store tools and supplies.

Sphere shelter and management standard 3 specifies that people should have sufficient covered space to provide dignified accommodation, undertake essential household activities and support livelihoods. However, it may not be possible to meet these guidelines in all situations. Camp Management Agencies need to be pragmatically aware of social dynamics and be prepared to make exceptions:

- Shelter programmes and non-food items distributions are often conducted on a family basis. However, family sizes may vary significantly as well as change over time. This can lead to situations where a single individual can have the same size shelter as a family of 12.

- Complications may take place with polygamous relationships where several wives may get 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.
- A marriage or a divorce may mean that families are forced to live in closer proximity than they would wish. In the case of a divorce the women and children are the most likely to be made homeless.

> ❗ Note that the standard size of a tent is 16m2 – only large enough for three people.

Although, both UNHCR and Sphere advocate for "people [to] have sufficient covered living space to provide dignified accommodation, [where] essential household activities can be satisfactorily undertaken and livelihood support activities can be pursued as required," these indicators are largely dependant upon climate and other services that are available for camp populations. The Sphere indicator for shelter is $3.5m^2$ covered area/person. UNHCR (2007) suggests a range from $3.5m^2$ to $5.5m^2$. Sphere further notes that if this target cannot be attained, or is greater than the typical space used by the affected population, then considerations should be given to the impact on dignity, heath and privacy of a reduced covered area.

> ⚠ 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.

Division of Internal Space

Within individual shelters, internal subdivision should be provided for different family members 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.

In mass shelters partitioning should encourage the grouping of families, and internal layout should promote division of household and personal space.

Camp Closure

At the time of camp closure, ownership of shelter materials will usually remain with those who lived in the shelters. However, there are circumstances where a Camp Management Agency may wish to retain materials or keep dwellings intact so that they can upgrade remaining camps in the area – as was the case for post-tsunami camps in Batticaloa, Sri Lanka – or may decide to move other displaced families into the already-constructed houses.

Camp Management Agencies should resolve issues of who owns the shelters themselves before camps close. This will be more of an issue with long-lasting shelters, such as those made of mud that cannot be moved. Often durable constructions are handed over to the host community, although the default owner is usually the landowner. Ideally these issues should have been resolved before shelter construction begins. Ownership must be agreed well in advance of camp closure.

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. Mud bricks, steel or timber-framed shelters are significantly heavier. 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.

▶▶ *For further guidance on environmental rehabilitation see chapter 6.*

TYPES OF SHELTER PROGRAMMES

Whichever type of shelter programme is implemented in the camp, the task of getting the right materials and people to support implementation will be essential.

Different types of shelter programme are listed below. They may need to be combined when materials are not locally available.
- NFI distribution is one of the most common forms of emergency shelter intervention. Tool kits may be included in distributions to help people to build safer structures. Note that cooking sets are often included as shelter

items. Care with specification and procurement is important in order to ensure durable quality of materials.

- Vouchers can be used instead of delivering NFIs, allowing camp residents to redeem vouchers 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. Vouchers are more commonly used with dispersed settlements or people on their own land, rather than for those in camps.

- Cash distributions can be used instead of distributing materials. Cash is given so that people can buy what they need. As with vouchers, cash is more common as a shelter intervention with dispersed populations, rather than for those in formal or urban camps.

▶▶ *For further information on cash-based responses in emergencies, see the Reading and References section.*

- Training programmes can be offered in conjunction with constructing the temporary house. In addition to construction techniques they can include fire and flooding risks and tent erection.

> **❗** It is common at the beginning of an emergency to upgrade existing buildings like those used in reception and transit camps. These may only be necessary for families awaiting the construction of a planned camp-site or as part of a camp closure/return operation.
>
> In contrast, collective centres which offer mass shelter in unoccupied public buildings such as schools, kindergartens, hotels or factory buildings are usually meant as temporary or transit shelter. These topics are not covered specifically in the Camp Management Toolkit. However many of the same management issues can be applied to these settings.

METHODS OF IMPLEMENTATION

Efficient on-site shelter monitoring is challenging and requires qualified technical staff for supervision. The methods that are selected in organising and managing shelter programmes should involve the displaced communities through focus

groups and camp shelter committees. The policies and methods of implementing a shelter programme in camps will depend a lot on the nature of displacement, local context, availability of building materials, cultural 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 including:

- Direct building is where the organisation responsible for shelter manages the construction process, employing and supervising the labour. It will require significant amounts of staff management time and qualified supervisors who oversee as the shelters progress. These types of programmes can lead to a lack of 'ownership' for camp residents because they put the focus of accountability for construction on the implementing organisation.
- Contracting – when the organisation responsible for shelter employs a contractor or partner organisation to build the shelters. It requires skilled staff to monitor the construction and sign off at pre-agreed construction milestones (i.e. foundation, lintel and roof). It can also lead to a lack of 'ownership' for camp residents.

▶▶ *See note on using and managing technical experts below.*

- Self-built or community-led is where community members build their own shelters. This may either be unpaid or paid (in cash or food) depending upon capacities and complexity of shelter. This technique can be particularly effective for simple and traditional shelter designs, with communities who are accustomed to constructing their own shelters but 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.

> **❗ Using and Managing Technical Experts**
> For certain tasks related to shelter provision experts may be required. If in doubt about a technical issue the Camp Management Agency should seek advice and bring in or contract the services of a suitable specialist. While technical specialists can provide added value, make sure that local knowledge and customs are reflected in all technical decisions. Be ▶▶

aware of the risk of over-engineering simple shelter structures. Need-less expense and useless suggestions can be avoided if the terms of reference for technical support are clear and community- oriented.

Examples of when technical staff may be required are:
- dealing with risks such as flooding, winds and earthquakes
- physical planning advice in site selection and planning
- 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. Care must be taken that the local construction industry is capable of building what is designed
- when a 'clerk of works' assists to monitor and oversee construction contracts.

❗ Corruption is always a problem where expensive commodities are being used. Whether it is small or large scale 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, 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 beneficiary involvement. It is not about the acceptance of corruption, but about how gaining the acceptance and support of the agency prevents corruption.

A combination of these approaches is probably the best way to combat corruption in a camp setting.

CARE, MAINTENANCE AND UPGRADE OF SHELTER

Following an emergency shelter response, stronger and more lasting shelter 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. Shelter built for short-term use usually is expensive to maintain over the longer-term, as well as not fulfilling the full role of shelter in terms of privacy and dignity.

Whenever upgrading shelter, the responsible agencies need to consider the anticipated lifespan of the shelters and the camp and how long both the host population and camp residents anticipate the camp will remain, the actual permanence of the shelters and the camp, as well as the permanence perceived by both the host population and those living in the camp.

Durable shelter and housing are achieved when permanent shelter solutions have been found for affected people. Durable shelters should not usually be constructed in camps which are intended to be used only temporarily, unless a long-term use and ownership is agreed and planned. An example of this is where buildings that are constructed could be handed over to the host population.

> ❗ Camps are not durable solutions and permanent shelter should not usually be built in camps. Planning camps is different from planning permanent settlements, and great care should be taken to understand these differences.

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.

> ❗ Optimally, the camp residents take on the responsibility for maintenance and upgrade of their shelters.

Whether sharing the responsibilities with a shelter provider or implementing shelter maintenance directly, 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
- building maintenance 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 government or host community and the displaced communities
- negotiating in IDP settings with authorities and land-owners as to whether people are allowed to upgrade their shelters and plots: local government authorities may have specific restrictions on IDP settlemens
- ensuring that shelter needs for new arrivals 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, and this will also avoid shelter inhabitants causing intentional damage in order to get new material
- ensuring clear and transparent rules on when materials will be replaced
- ensuring community participation in maintenance activities and sensitising displaced communities to the importance of shelter maintenance.

RISKS

Risks represent a combination of threats (such as flooding of shelters) with the exposure to that risk (high 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).

Termites and Vermin

Techniques to protect shelters against termites and vermin include:

- dipping or painting support poles with old or disused engine oil mixed with diesel: this should be done after wood has been cut, but before construction
- spraying or 'fogging' of insecticides: this can be done under the supervision of an experienced organisation in insect control and with coordination between other service providers like WASH and health agencies

▶▶ *For more information on hygiene, drainage and WASH infrastructure, see chapter 14.*

- ensuring that latrines are cleaned and maintained
- restricting the number of insects by maintaining individual shelter drainage ditches
- tackling scabies infestations by burning and replacing all bedding materials in the camp – with advice from those providing health services
- collecting waste from houses and communities grouped together in the camp.

It is important to 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 to treat specific problems associated with pests that may develop in certain sections of the camp.

Rain/Flooding

The best way to avoid risk of flooding is through good site selection and planning

▶▶ *For further information on camp planning, see chapter 7*

Often shelters are not waterproofed prior to the rainy season. As much as possible, organise plastic sheeting distributions in the months before the 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 advice for a Camp Management Agency in preparedness for flooding:

- maintain a stock of tools (shovels and pick axes) for emergency earthworks that can either be loaned to camp residents on a daily basis or through the residents' camp maintenance committee
- explain to each family that they should dig their own shelter drainage in advance of the rains: this can be linked to care and maintenance programmes or 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 for improved drainage or to advise on relocation due to flood risk
- visually check the camp for 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
- during site planning use low areas for play and other less essential areas: work on a 'triage' principle for facilities when planning in flood areas – the least important areas can be allowed to flood first.

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. Existing committees can be formed or appointed to be responsible for fire prevention, preparedness and fire response.

⊘ Advice for Camp Management Agencies on dealing with fire risk:

PREVENTION
1. sites should have regular firebreaks
2. shelters should ideally be spaced at a minimum of twice their height apart
3. prohibit open fires or bare flames inside shelters unless in a well-contained area – please note that national policies on this may vary
4. regulate when cooking fires are allowed in dry seasons
5. ensure candles – if allowed in the camp – are placed in lamps or in jars
6. remind camp residents to never leave a candle lit while sleeping or when they leave the shelter
7. provide sensitisation training on the risks associated with smoking inside or near shelters
8. ensure stoves do not touch or adjoin flammable walls
9. ensure chimneys project through a solid wall or through a fire-proof plate
10. ensure electric light bulbs are at least 20 cm from tent canvas or other flammable materials
11. regularly inspect electrical wiring.

PREPAREDNESS
1. provide fire stations with buckets (with small holes to reduce risk of theft); sand, fire beaters and fire extinguishers
2. note that spraying water will only cause kerosene fires to spread
3. provide a firebell to alert other camp residents to large fire outbreaks
4. set up community fire committees to train camp residents on preventing and dealing with fires
5. enforce fire breaks and keep them free of debris, and ensure fire stations are equipped to help deal with fires.

▶▶

IN CASE OF FIRE

1. check that there is no-one inside the shelter/tent and only then knock it down to help prevent the fire from spreading
2. remember to teach camp residents 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.

IF YOU DO GET BURN CASUALTIES

1. cool the affected area with cold water or a wet towel immediately
2. protect the burn with a clean cloth
3. seek medical help as soon as possible
4. 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."

⊘ Family shelters in highly congested IDP camps in Northern Uganda adapted to fire risks in a very innovative way, by only slightly connecting the thatched roof with the hut's round wall. When a fire breaks out, IDPs can push the roofing down from the walls, thus creating fire corridors.

Wind/Typhoons

High winds such as those associated with typhoons can destroy shelters.

> **(!)** Practical advice for a Camp Management Agency's in preparedness for strong winds:
> 1. conduct a structural assessment of shelter in camps: if there are no qualified staff, bring in engineering support for the assessment
> 2. act on the outcomes of the assessment, and if time allows, modify shelter designs, ensuring that any upgrades will not make the hazards worse
> 3. ensure loose materials – especially corrugated iron/tin sheeting – are secured, for they can be lethal in high winds
> 4. consider distributing additional rope, roofing nails and other fixings before winds are due
> 5. bring in engineers to check common failure points – poor connections between roofs and walls, lack of diagonal bracing and poor foundations
> 6. attach thatch and roofing materials with rope
> 7. ensure ropes on tents and other temporary structures are well-secured and tight to prevent structures from flapping in the wind.

Earthquake

If in doubt about the seismic resistance of shelters in a camp, an 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. Wherever possible, steep slopes should be avoided as they are prone to landslides. Remember that:

- Where earthquake risk is high, people should be encouraged to store heavy objects and jars nearer the ground where they cannot fall on people's heads.
- When an earthquake occurs people need to be trained not to immediately run outside buildings as slates and glass might fall from above.

Cold Climates/Winterisation

Even in desert environments which may also be hot during the day, the climate can be quite cold at night. Cold seasons are associated with a rise in fire injuries, respiratory infections, and eye infections – due to increased indoor cooking. In most camps, fuel is seldom available in sufficient volume for heating even in the coldest of climates, which is why people may do their cooking before sunrise when temperatures are lowest.

Priorities to watch for in cold weather are to keep:

- space next to the skin warm and dry (clothing, bedding, blankets, mattresses and a roof)
- living environment warm and reduce wind chill by reducing drafts with low walls.

❗ To support camp residents in cold climates, the Camp Management Agency can:

- negotiate with land owners/government for low height walls to be built from mud to reduce low level draughts
- ensure with organisations responsible for water supply that sufficient water is available for basic mud construction of low walls, and if necessary loan basic tools to camp residents
- ensure that families have sufficient plastic sheeting, blankets or other materials to block draughts: 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 TB). Extremely high ventilation rates – in excess of six air changes per hour – are required to reduce transmission rates of respiratory diseases, and are not practicable without allocating major fuel resources for heating
- work 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. (See Sphere Standards on advice when the ambient temperature is below 20°C) It is useful to get technical support from a nutritionist if in doubt.

▶▶

- consider construction of solid low level walls around the shelter to prevent cold draughts at floor height, and build small walls to shield doors
- consider constructing communal heated areas – potentially separating men and women.

Snowy Weather

Snow can cause shelters to collapse; displaced persons (via the camp shelter committee if it exists) need to be prepared for heavy snow falls prior to onset of winter:

(!) **What the Camp Management Agency can do to prepare for snow falls in tented camps:**
- form a team in preparation for snow fall – either through staff members or through the shelter committees
- send the team around camps to ensure shelters are correctly braced/erected/tighten guy ropes (on tents and ensure the canvas is taut)
- the team should explain to families to brush snow from shelters regularly as it falls – even if it is at night
- pepare emergency shelters in case of collapse
- 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 prepared that tents or shelter may collapse onto fires so ensure there are no open fires in tents/shelters and that stoves are under protected roofs which will not fall.

▶▶ *See fire safety precautions above.*

Hot Climates

In hot climates shade and ventilation are essential. Use of materials such as thatch, banana leaves or reflective paint on roofs of shelters should be encour-

aged. However, the environmental impacts of camp residents harvesting materials to cover their roofs need to be considered. Shade nets can also provide a well-ventilated solution that is preferable to plastic sheeting.

In any case, the Camp Management Agency should:
- encourage the shelter provider to think of appropriate shelter design measures such as improved shelter ventilation, shaded external areas, awnings or taller ceilings
- support camp residents to build awnings and make other improvements
- consider encouraging plantation of foliage around shelters.

INFRASTRUCTURE SERVICES

Numbering Shelters
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 even a GIS system

Individual houses should be numbered in a logical order in accordance with the site plan to identify individual shelters as well as the block that they come from. Permanent paint on shelters for numbers and letters or symbols can be used to identify blocks. Painters and involved workers however would need to have protective clothing to prevent ruining their own clothes.

▶▶ *For more information on numbering shelters see Chapter 7*

> **❗** There may be some issues with the colour of paint used – in El Geneina, West Darfur, camp managers learned that red was traditionally used by factions opposed to those 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 is desirable or desired. However there are many circumstances where it has been provided. Electrical power is more commonly used for lighting as it uses less power than heating and so requires less infrastructure investment. Usually it is the responsibility of the government or official electricity board to install and maintain.

People may tap into the electricity supply. This has cost implications for the supplier, but more critically can lead to safety issues. Thus, the responsible agency needs to:

- ensure that a professional electrician has checked the wiring to reduce risk of electrical shocks and or fire
- check domestic wiring arrangements and ensure that bulbs are not too close to flammable materials such as thatch roofs
- monitor if any families in the camp have acquired their own generator/electricity source. If necessary awareness campaigns on safe usage – such as safe storage and refilling of fuel and venting of exhaust gases – would need to be carried out.

Household Energy

The need for fuelwood around camps often leads to significant protection issues in searching for wood; health issues due to indoor smoke and environmental issues due to the impact of fuel wood collection.

There is rarely a single solution to household energy needs and a programme is usually required as part of camp management that combines support for; building stoves with flues, using suitable pots with lids, collecting fuel, drying fuel and sustainably sourcing supplies from the region. Ideally, fuel should be a major consideration in the size of the camp as well as location of the camp during the set-up phase.

Gas

Piped gas is seldom provided to camps although there are examples of collective centres where existing gas supplies are used. Where piped gas is used, professional technicians need to check installations. Gas is more frequently used in canisters for cooking. If cooking fuel is used in a camp canisters must be stored outside of shelters to avoid fumes. Additional security measures may need to be put in place to prevent theft.

BENEFICIARY NEEDS

Often the best means to identify needs and gaps of a camp population is through regular (ideally daily) visits to individual shelters by camp management staff.

Shelter and Vulnerability

Identifying camp residents who have specific needs, and will need particular support in constructing or maintaining their shelter, is critical. The Camp Management Agency must pay particular attention to monitoring these persons' needs and develop specific policies during:

- plot allocation: if possible, persons with specific needs can be linked with traditional support mechanisms. The right positioning of their shelter is important to consider, so that they can get assistance from their neighbours or people from the same area, as well as from the Camp Management Agency and have access to infrastructure and services
- distribution and carrying of shelter materials to plots. Assistance is needed with transportation of materials as shelter items tend to be heavy.
- construction of shelters: building a shelter can be a physically demanding activity
- maintenance of shelters.

> ❗ 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 the "vulnerable".

▶▶ *For more information on protection of persons with specific needs, see chapter 11.*

Housing Allocation

This needs to be carefully considered where persons with specific needs or groups at risk live in camps. Whenever possible, personal choices should be respected in determining sites for these persons and groups. However, segregation might also increase vulnerabilities through the creation of a "vulnerable ghetto".

Theft/Security

Practical tips to consider are:

- provide door 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 beneficiary choice on how to assess and deal with security threats. If you do this, be sure to inform donors of your policy and make sure to get their clearance. Are they happy, for example, if beneficiaries take plastic sheeting distributed for 'shelter' but instead use it to protect their livestock?
- encourage families to upgrade and make their shelters more private in ways that are most culturally acceptable to them: even a 1mm thick grass wall can help to make people feel more secure and help to reduce theft.

▶▶ *For more on camp safety and security, see chapter 12.*

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

Demographics

☐ The size of a typical family is accounted for, including the number of women/girls and men/boys.

☐ The shelter response per family is decided, taking account of the number of people in each family.

☐ The number of people without adequate shelter and their whereabouts is known.

☐ The number of people without a household and their whereabouts is known.

☐ It is known which families are living together.

☐ The issue of family and individual privacy is taken into account.

☐ Programmes are planned which enable people to live in dignity and to provide care and protection to their families.

Coordination with Other Sectors

☐ Other feasible settlement options such as rental are 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 security and safety threats such as conflict areas or landslides.

Risk and Vulnerability

☐ Monitoring is in place to find out if the occupants are affected by violence or subjected to harassment, when accessing camp shelter assistance.

☐ There is no immediate risk to life due to inadequate shelter, clothing and bedding.

☐ Potential risks to lives, health and security through inadequate shelter have been assessed.

☐ The risks facing vulnerable people or groups with specific needs in the population, including those with HIV/AIDs, are known.

☐ Existing community strategies for supporting persons with specific needs are encouraged and gaps in provision are addressed.

☐ The effect of general living arrangements and the social organisation of the displaced population on the protection and care of vulnerable persons, are taken into account.

☐ The more vulnerable people, and those with specific needs, are being supported to construct or upgrade their shelters, and transport shelter materials from distribution sites.

☐ Measures are implemented to monitor and to improve the living conditions of those with specific needs and their carers or families.

☐ The need for vector control measures, particularly impregnated mosquito nets, is assessed to ensure the health and well-being of households.

☐ Vector control measures also include training, sanitation or treatment.

Contingency
☐ Potential further disasters such as fire are planned for.

☐ 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, local authorities, and residents.

Management
☐ There is an active shelter organisation in the camp and they have sufficient resources, skills and capacities to support shelter needs.

☐ Skilled individuals (local or international) can be hired to support shelter programmes.

☐ Sufficient and skilled staff are monitoring construction projects.

☐ There is a functioning shelter committee which is representative of women, men and minority or vulnerable groups with specific needs and which has a clearly defined role.

Household Activities

☐ Household and livelihoods-support activities typically taking place in and around the shelters of the affected population are known about, and considerations of space provision are addressed.

☐ The different needs and activities of women and men, children and persons with specific needs around the shelter, have been taken into consideration.

Host Community and Environmental Impact

☐ Issues of concern for the host community are known and are being addressed.

☐ The shelter provision in the camp is in line with local practices and norms.

☐ Considerations are made as to whether shelters and shelter infrastructure can be used by the host community when the camp is closed.

Other Considerations

☐ The environmental impact of shelter, fuel, sanitation and waste disposal is assessed and planned for.

☐ Livelihood support opportunities are considered through the sourcing of materials and the construction of shelter and settlement solutions.

Maintenance

☐ The issues or improvements that have the highest net worth to inhabitants are assessed.

☐ People are supported to maintain their shelters through the most appropriate means.

☐ The Camp Management Agency advocates 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 is accounted for.

☐ Physical and technical support is provided as appropriate to help camp occupants maintain their shelters.

TOOLS

! Almost all the tools, publications and other documents referred to are available on the **Toolkit CD** attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- Sample of a transitional shelter strategy
- Transitional Housing – Tenancy Agreement (sample from East Timor)
- Outline of technical implementation of transitional shelter
- Oxfam briefing note on shelter and gender
- Oxfam briefing note on shelter minimum standards
- UN-HABITAT, SUDP. Bosasso- Guidelines for the Planning and Upgrading of IDP Settlements (1 & 2)

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HEALTH CARE AND HEALTH EDUCATION

▶ The health status of a camp population is often fragile and many are vulnerable to a complex array of threats and risk factors for disease and death. Health service providers in coordination with the Camp Management Agency should ensure that appropriate health care services, including active case finding and health education, are available to all camp residents to mitigate their vulnerabilities.

▶ Reducing loss of life (mortality), reducing illness (morbidity) and contributing to an improved quality of life are the main goals of health services in a camp situation. Thus, health service providers should prioritise the main causes of avoidable illness and death, identify priority gaps in the health response and advocate for appropriate interventions to fill them.

▶ For health care services to be effective, the camp population must be involved in key decisions from the start and remain an essential part of the overall programme for 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 has been a leading cause of death in many refugee/IDP emergencies in the past. Initiating a mass measles immunisation campaign is a top priority for health service providers in a camp.

▶ Acute malnutrition is known to be a major cause of mortality in camp populations, mainly because malnutrition increases vulnerability to disease. A nutrition assessment and implementation of need-based feeding programmes are an important initial activity in the camp, ensuring that the population consumes at least 2,100 kilocalories/person/day. Vulnerable groups and those with specific needs in the camp should receive special attention, including food rations, as appropriate.

▶ While the Camp Management Agency is often not a health specialist, concrete steps can be taken in collaboration with health cluster/service providers in the camp to limit the impact of epidemics and promote health education. The quality of camp management can be a major determinant of life and death to a camp population.

Reducing loss of life (mortality), reducing illness (morbidity) and contributing to an improved quality of life is the goal 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. Furthermore, these persons may have arrived in the camp already in a frail state from disease, hunger, persecution, physical violence and trauma. These circumstances enable diseases, either alone or in combination with malnutrition, to result in high mortality rates.

Good health can be challenging to maintain or achieve in a camp setting but can be accomplished with multi-sector interventions. The 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 increasing quality of life via the implementation of preventative measures and appropriate case management of diseases. This entails:
* putting a surveillance system is in place and. if data suggests the occurrence of an outbreak, ensuring there is an early and adequate response
* ensuring coordination and planning mechanisms are in place so that information is shared and translated into effective and timely decision-making and action planning
* implementing a basic health system, which is rapidly staffed and provided with supplies to ensure early and adequate treatment of the main diseases
* providing health education regarding prevention of disease and maintenance of good health to all persons living or working in the camp.

The various stages of camp life – often referred to as the 'cycle of displacement' or the 'camp life cycle' – 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 services in the camp or the health infrastructure is over-whelmed and inadequate
- inadequate response from the local or 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 implement best practices, even with limitations in staffing, material resources, support systems, security, funding and coordination. Emergency services are specific to each camp environment, and services challenging to sustain in the 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 1 death/10,000 population/day and minimum standards for basic needs such as food, water and shelter have usu-ally been met. This phase is a chance to expand and improve health services established during the emergency phase, and to develop and see the benefits of, health education programmes.

In the third, and final stage, durable solutions are identified, and camp inhabitants leave the camp. At this stage issues around information manage-ment such as information campaigns, referrals and the confidentiality of medical records need consideration. Likewise the handover/decommissioning of health care facilities in the camp, and an assessment of health care provision in areas of return and/or resettlement is 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.

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 and privately-run health facilities operating within the camp, the Camp Management Agency should work with government partners and the health cluster to establish a lead health agency in the camp.

The primary roles and responsibilities of the lead health agency are:

- coordinating with local 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 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.

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.

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.

> ❗ Local health authorities must be contacted and involved from the outset of medical programmes in a camp. Their cooperation in establishing or supporting health structures is key to successful and sustainable programmes.

Health care information management is an important aspect of the role of coordination that can be facilitated by the Camp Management Agency and it should be clear how information is shared. 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 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 the overall camp coordination meetings convened by the Camp Management Agency. Health meetings should happen on a weekly or monthly basis (sometimes daily during epidemic outbreaks), but 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.

> ❗ It is advantageous to hold health coordination meetings a few days before general coordination meetings, so that key points brought up during the sector meeting can be raised in a timely fashion with all sectors and the Camp Management Agency in the general coordination meetings.

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/lead health agency are included.

ASSESSMENTS

An initial assessment coordinated by the lead health agency in cooperation with the Camp Management Agency will identify health needs, services available and gaps. The results of the assessment will inform implementation strategies including whether to support established services or if new services are required.

It is important that the assessment team be experienced, as objective as possible and independent of political or other influences. Ideally, the initial 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 persons 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 sex and availability of food and water. Accurate population figures are important for meaningful health statistics.

Identification of the 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, what 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 qualfied health personnel available from the local 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.

▶▶ *For more information on frameworks for mapping organisations and activities, see the Tools section.*

Methods

The above 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 local health authorities, interviews with the camp population, collection of morbidity and mortality data from medical facilities, interviews with informal health providers (e.g. traditional birth attendants) and direct observation – such as counting graves to determine mortality rates and visiting existing health facilities.

> ❗ 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 health assessment see the Reading and References section.*

Initial assessments are done rapidly 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 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 (e.g. 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.

> ❗ Take care when choosing key informants. The most accessible key informants, such as camp elders and leaders, may overlook health concerns of important health service users. Child mortality is a key concern and women and adolescents are usually children's primary caregivers. 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 to access health care and should be included as key informants.

VACCINATIONS

Mass Measles Vaccination Campaign

Measles has been regularly reported by the World Health Organization (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 is 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 outbreaks can still occur in a population with high levels of vaccine coverage. The current measles vaccine, under normal conditions, covers 85% of children when administered at nine months of age. A significant number of people are still susceptible to measles and vulnerable to further outbreak due to the extreme infectiousness of the disease. The aim is to ensure coverage of 100% of children aged six months to 14 years of age.

Local 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 100% coverage rate. 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 (e.g. cards may be read incorrectly or sibling cards may be 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 old

Vaccination 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 through 14 years. Vitamin A supplementation has been shown to markedly reduce measles-associated mortality.

> ❗ 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 campaign: Camp populations should be informed 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. 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 6-8 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.

Logistical Considerations for Measles Vaccines

- The order of measles vaccine has to be based on the size of the target population; vaccine lost during a mass campaign should not be higher than 15%; vaccine reserves should be held (ideally additional 25% of the total quantity).
- The measles vaccine is heat-sensitive and must be transported and stored between 2-8ºC. 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.

It has been established that one immunisation team with two vaccinators can vaccinate approximately 500–700 people per hour. The following is an example of staffing needs for a mass vaccination campaign:

IMMUNISATION POST	STAFF	NUMBERS
One or two immunisation posts should cover 10,000 population	Supervisor – Nurse or qualified health staff	One – This person can supervise several teams
	Logistics Officer	One – This person can work together with several teams
	Staff to prepare vaccines	Four
	Staff to administer vaccines	Two
	Staff to register and tally	Six
	Staff to maintain order and crowd control	Six

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 local 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.

> ❗ 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.

- 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.

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 are adequate for implementation, (e.g. cold chain) and 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 refer to an immunisation point. Outreach activities via community health workers should also check vaccination status and refer to immunisation points.

▶▶ *For an example of a routine EPI schedule, see the Tools section.*

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 from deficiencies in macronutrients (nutrients that provide energy) 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 infectious disease outbreaks. Persons arriving at the camp may already have high levels of malnutrition. Causes of malnutrition are often complex and cross-sectoral. 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. WFP is the lead agency on food, responsible for both the general as well as 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 are a disproportionate number of adult men, for adult men require more kilocalories per day to maintain optimal nutritional status
- there is 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 (e.g. when a food-for-work programme is implemented in the camp and labour-intensive work is undertaken)
- the average temperature is below 20°C.

Major Nutritional Deficiency Diseases

Nutritional deficiencies can occur or deteriorate during an emergency and these deficiencies and disease are inter-related. Diarrhoea can result in mal-absorption 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 can present itself in different forms:

- Marasmus: this is 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: this is 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: this is 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, 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 persons are provided with appropriate micronutrients. The general food ration should provide required micronutrients, which is normally achieved by adding some fortified food commodities (e.g. iodised salt, fortified grains). However, it may still be necessary to provide micronutrient supplementation through the health system (e.g. iron tablets for pregnant women and vitamin A for children).

▶▶ *For more information on food distribution, see chapter 13.*

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 6 – 59 months. When the age of a child is difficult to ascertain, then children of height 65 cm – 110 cm is the inclusion criteria. The measurements collected during the survey should include:

- Weight and height. These two measurements will be used to calculate the weight for height (WFH) index of each child and this body measurement 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, (see box below for Z score malnutrition indicators).
- Age and Sex of child. Z score formulas are different for male and female 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 mid-point 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/(height x height)] = BMI.

Below are the cut-off points used to define acute malnutrition for different indicators.

NUTRITIONAL STATUS	WFH Z SCORE	MUAC
Global Acute Malnutrition (GAM)	‹ - 2 Z score or oedema	‹125 mm or oedema
Moderate Acute Malnutrition	between - 3 and ‹ - 2 Z score	Between 110 mm and ‹ 125 mm
Severe Acute Malnutrition (SAM)	‹ - 3 Z score or oedema	‹ 110 mm or oedema

> ❗ Global Acute Malnutrition 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, as food supply systems may be weak, there may be influxes of more people and 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.

> ⚠️ **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 of the camp had spent longer in their journey to the camp, which included 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:
- general feeding programmes for the entire camp population
- selective feeding programmes consisting of therapeutic and/or supplementary feeding for vulnerable groups.

The hierarchy of nutrition intervention 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 to 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 (e.g. pregnant women) 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 feeding programmes or 'take home' rations for supplementary feeding. In 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 decision chart should be used 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* 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* • 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), plus: • blanket supplementary feeding for all members of persons with specific needs and groups at risk especially young children and pregnant and lactating women • therapeutic feeding programmes for severely malnourished individuals.
Malnutrition prevalence 10–14% or 5–9% with aggravating factors	*Risky Situation* • General food rations only if the refugees/IDPs are entirely dependent on food aid, and • supplementary feeding targeted to individuals as malnourished in groups with specific needs • therapeutic feeding programmes for severely malnourished individuals.
Malnutrition prevalence under 10% with no aggravating factors	*Acceptable Situation* • General food rations only if the camp population is entirely dependent on food aid. • no need for population interventions for supplementary feeding • attention for malnourished individuals through regular community services.

> ❗ Aggravating factors include a general food ration below the mean energy requirement, crude mortality rate greater than 1/10,000 population/day, epidemic of measles or other, high incidence of respiratory or diarrhoeal diseases.

New Methodologies in Therapeutic Feeding Programmes

The World Health Organisation (WHO), the World Food Programme (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 maybe considered by the health service providers in camp environments with severe malnutrition.

> 🛑 **Integration of Therapeutic Feeding Programmes with Existing Clinical Health Systems**
>
> A nutritional survey of a camp found Global Acute Malnutrition rates of 14% with Severe Acute Malnutrition rates of 3.5%. A health relief agency made plans 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 had an in-patient therapeutic feeding programme for severely malnourished children with medical complications. Practices were out of date and default rates (number of children leaving the feeding programme before their discharge date) were 55%. The agency provided the government health centre with specialised milk preparations and other supplies not available. The agency also worked with the clinical officer and supervisor to update
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protocols and teach staff appropriate methodologies for therapeutic feeding centres. Supporting existing services, instead of setting up parallel systems, increased the long-term capacity of the government health staff to treat severe malnutrition.

Feeding Practices – 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 is a priority. Guidance on breastfeeding and complementary feeding for mothers living with HIV/AIDS has different and specific recommendations.

▶▶ *For additional information on breastfeeding and complementary guidance to mothers living with HIV/AIDS see the Reading and References section.*

The following activities can reduce malnutrition amongst infants and children:

- Community Health Workers (CHWs) should identify vulnerable households with infants, young children or pregnant women.
- Priority registration for food distribution should be negotiated for persons with specific needs and 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: they should receive appropriate food supplementation (e.g. breastmilk substitutes for orphaned infants).

❗ Community Health Workers (CHWs) are trained workers who operate in the field, usually performing health education activities, active case finding, and making referrals to health facilities.

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 the local governmental 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 has 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; mortality data-gathering for the health information system.
- 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.
- 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.
- 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 overwhelmed (e.g. 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.

> (!) The Camp Management Agency should support the lead health agency (or health service provider) in establishing regular health coordination meetings to ensure a clear referral system within each tier of the health structure and standardised treatment protocols and data collection tools.

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 (e.g. 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.

> ❗ "In emergencies, preventative 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 extended free-of-charge services, and this should be negotiated with the health authorities in line with national policy." (UNHCR Handbook for Emergencies 3rd edition p. 361)

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/IDPs/refugees; experienced nationals from the local host community; 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, and they should be encouraged to apply for health care jobs. Health services dominated by men may discourage use or acceptance by the primary users – women.

> ❗ The percentage of women recruited and trained to provide health services should correspond to the percentage of women in the camp.

The table below indicates minimum staffing requirements – as set out in the Sphere Standards – for different tiers of the health 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 health facility 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, administration, etc
Central Health Facility 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 sterilisation.
	Non- qualified staff	Registration and Security
Referral Hospital	Variable	
	Doctor with surgical skills	At least one
	Nurse	At least one: 20–30 beds per shift

Qualified health workers, as specified in the above chart, are defined as formally-trained clinical providers, such as a physician, nurse, clinical officer or medical assistant. However, in a camp setting it may be difficult to recruit formally-trained clinical staff for health care services. 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 or places of origin, but their qualifications are not recognised by the local 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 done to clarify case definitions and appropriate protocols for case management. Even if local health authorities' case definitions and protocols are utilised, it is a good time for refresher training for local staff and a chance to be clear 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 (e.g. sharps disposal containers, appropriate quantities of disposable needles and syringes) to facilitate practicing universal precautions. 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, as well as properly cleaning and disinfecting medical instruments between patients.

> **❗** Sufficient Water, Sanitation and Hygiene (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 local government authorities or other health actors, then a WHO 'New Emergency Kit' can be ordered via WHO or UNHCR. The basic kit has essential medicines and primary health care medical supplies for 10,000 people for three months. UNFPA also has 12 pre-packaged kits specific for 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.

▶▶ *For more information regarding "New Emergency Kit" and UNFPA Reproductive Health Kits, see the Tools section.*

▶▶ *For more on WHO's Model List of Essential Medicine for Adults and Children see the Tools section.*

HEALTH INFORMATION SYSTEMS (HIS) –
Monitoring and Surveillance of Communicable
Diseases and Health Care Services

Health information systems (HIS) 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 (e.g. 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 on the definitions, 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 local health authorities.

▶▶ *For more on standard WHO case definitions, see the Tools section.*

In routine reporting from health centres, health workers provide data on the number of consultations (morbidity) and deaths (mortality) from diseases disaggregated for age (under five and over five) and sex. 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.

> ❗ Avoid duplication of mortality figures. Individuals dying in health facilities should be recorded in the routine report from that facility. Community health workers should not double count these same deaths in their records from the community.

▶▶ *For examples of weekly morbidity and mortality surveillance forms, see the Tools section.*

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.

▶▶ *For examples of alert thresholds for epidemic-prone diseases, and an outbreak reporting form, see the Tools section.*

> **❗** 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 minimal elements:

- Crude Mortality Rate = (total number of deaths during time period/total population) x (10,000/number of days in the time period).
- Under Five Mortality Rate = (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).
- Cause-specific mortality rate = total number of deaths from a specific cause during a time period/total population during the same time period.
- Incidence Rate Definition: The number of new cases of a disease that occur during a specified period of time in a population at risk of developing the disease.

- 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 10 full-time staff and two half-time staff then the full-time equivalent would be 10 (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):**
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> | | |
> |---|---|
> | 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, requiring immediate response.

When collecting health data ensure patient confidentiality. 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 on the confidentiality of patients and their data 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 health staff undergo proper training on confidentiality issues during the

post-emergency phase if it has not already been done in the emergency phase. Health care workers should also be provided with appropriate logistical support to maintain confidentiality – such as cupboards with locks, registration books with appropriate covers, rooms available for private consultations.

Outbreak Investigation

Reports and alerts of outbreaks are usually frequent in camp environments, but 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.

▶▶ *For a sample outbreak investigation form, see the Tools section.*

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 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 (e.g. intravenous fluids, specific antimicrobials [medication for treating bacterial infections], etc) as well as maintaining an updated map of all actors in the camp and their available material 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 communicable 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 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 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 response.

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% of deaths in the acute phase of the emergency.

The Camp Management Agency should ensure: Prevention methods such as clean water, adequate latrine coverage, distribution of soap, education on personal hygiene, promotion of food safety and breastfeeding should be implemented as soon as possible. Uncomplicated, non-bloody diarrhoea can normally be managed with appropriate rehydration methods, but in a camp environment it is important to always train staff and monitor for the epidemic-prone diarrhoeal diseases – 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 intestine. 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 10% 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 to 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 a convulsions, or are seriously ill when first seen
- all adults 50 years of age or older.

▶▶ *For more information on Shigelaa Dysenteriae Type 1, see the Reading and References section.*

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 is often transmitted by contaminated food or water.

> ⚠ In camp situations, with poor sanitary conditions and overcrowded living spaces an improperly managed cholera outbreak can produce case fatality rates of 40%. An example of camps reporting these case fatality rates are the refugee camps in the Democratic Republic of Congo (then Zaire) in 1994.

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% of cases, but these asymptomatic carriers actively pass the bacteria in stools. About 20% of those who are infected with *V.* cholerae develop the acute, watery diarrhoea and of these about 10–20% 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 and cholera treatment centres for case management should be established.

> ❗ 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.

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.

▶▶ *More information on outbreak investigation strategies, design and set-up of isolation centres, essential rules in a cholera centre, disinfection preparation and calculation of treatment needs can be found in the Reading and References section.*

> ❗ Trade and travel restrictions do not prevent the spread of cholera and are unnecessary.

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 in-patient 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 local health authorities or the Ministry of Health, 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 essential.

▶▶ *For WHO examples of diagnosis and management clinical protocols for respiratory infections and diarrhoea, see the Tools section .*

Measles

Measles is a highly communicable viral infection spread person-to-person via respiratory droplets which damages 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 should ensure that health workers 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 persons 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. WHO estimates that 300 million malaria cases occur every year with more than a million deaths of which 90% occur 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: person with fever or history of fever in the past 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 ARI), no measles or other obvious cause of fever such as pneumonia or a sore throat. In the low-risk areas, parasitological confirmation is recommended.
- Severe malaria: 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.

▶▶ *For more information on malaria in emergencies, see the Reading and References section.*

The Camp Management Agency should recognise that in the emergency phase of a camp, laboratory diagnosis for malaria is usually not feasible and 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 artemesinin (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 local 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 local 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 Sector/Cluster Lead advocate for change in the drug regime with the local health authorities.

▶▶ *For information on anti-malarial drug resistance and testing protocols, see the Tools section.*

The first health priority in an emergency is to implement effective diagnosis and treatment for malaria. Additionally, barrier methods for mosquito bite prevention (e.g. 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. Vector control activities and extended distributions of personal protection against mosquito bites as well as Intermittent Preventive Treatment (IPT) during pregnancy to avert severe anaemia and low birth weight is recommended in the post-emergency phase. IPT is a dose of anti-malarial medication given to pregnant women on a regular basis, to prevent malaria throughout the pregnancy.

▶▶ *See WHO examples of treatment guidelines for diarrhoea, respiratory tract infections, measles, fever and other communicable and non-communicable diseases in the Tools section.*

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. 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 in a crisis 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 this person and their social network for years to come.

In accordance with UNAIDS guidelines, the HIV response from the health sector should include the following minimum interventions:
- 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 (syndromic approach treats STIs according to signs and symptoms, requiring no laboratory confirmation).
- managing the consequences of gender-based violence
- ensuring safe maternal deliveries.

> ❗ Mandatory testing for HIV represents a violation of human rights and has no public health justification. A voluntary HIV testing and counselling (VCT) 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; provide post-exposure prophylaxis; provide information-education-communication

materials for high-risk groups; voluntary counseling and testing; and 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.

▶▶ *For more information, see the WHO communicable diseases country-specific toolkit in the Reading and References section.*

REPRODUCTIVE HEALTH

Reproductive Health (RH) 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, while leaving the decision to the individual regarding use of the services. 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 services must include family planning services, sexually transmitted infection (STI) services, 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) breastfeeding
- 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

Refugees or IDPs arriving in a camp have frequently lived through trauma which they may still be experiencing. After arrival in the camp, idleness and loss of traditional roles may also be a hardship to endure. Others may present with past medical histories of psychopathology. A distinction must be made between psychosocial problems and persons living with psychiatric illnesses and these two groups of people require different interventions.

Those persons not able to cope with the recent events or the new situation in which they live may have signs and symptoms such as: anxiety disorders, depressive disorders, suicidal thoughts, anger or violent behaviour, drug and alcohol abuse, paranoia, hysteria or insomnia. Persons living with histories of

psychiatric illnesses may have similar signs or symptoms as above and may indirectly benefit from preventative psychosocial interventions, but usually require a more medical approach to their illness. Psychosocial interventions are not directed primarily towards those with psychiatric diagnoses, but for those not able to cope with the recent events or the new situation in which they live.

Psychosocial support should be a cross-cutting factor that influences each step of the services provided in a camp. The minimum response for the health sector in the emergency phase of a refugee/IDP situation should include:

- strengthening the national capacity of health systems to provide mental health and psychosocial support in emergencies
- including specific psychological and social considerations (e.g; providing quiet spaces), in provision of general health care specifically providing services to those with acute mental distress after exposure to traumatic stressors
- encouraging adults and adolescents to participate in concrete, purposeful, common interest activities
- strategies to minimise harm related to alcohol and other substance abuse.

For those with pre-existing mental disorders, access to care should be provided and relevant treatment continued. People with severe mental disorders previously living in institutions should have strategies initiated which provide protection for their basic needs.

Mental health and psychosocial support can expand during the post-emergency phase and it is recommended that:

- health service providers advocate for appropriate government mental health policy and legislation
- a broad range of care for emergency-related and pre-existing mental disorders be developed through general health care and community-based mental health services
- the sustainability of newly-established mental health services is ensured
- local, indigenous and traditional health systems are investigated and health service providers collaborate with them as appropriate
- collaborative relationships with local health systems are continued and augmented as appropriate
- health service providers ensure that people normally requiring care in psychiatric institutions can access community-based care and appropriate alternative living arrangements while in the camp.

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 behaviors 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 behaviors 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/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 assessments 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.

▶▶ *For a field guide to designing health communication strategies, see the Tools section.*

An IDP camp in Northern Uganda experienced a cholera outbreak. The Camp Management Agency advised people not to draw water from the river because of defecation upstream and confirmed faecal contamination of river water. However, the camp residents continued to collect water from the river, as the quantity of water from chlorinated boreholes was not enough. Community health workers were trained to educate the population regarding the contamination of the river water and began health education outreach activities. The population continued to collect water from the river and while the Camp Management Agency was distracted with an outbreak in another camp, the CHWs began beating and humiliating people collecting river water. Health education in a camp environment can lead to unintended consequences if the Camp Management Agency or health agencies do not properly supervise outreach activities.

HEALTH PRIORITIES AT CAMP CLOSURE

The closure of a camp is complex and requires coordination from all sectors. The health 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 (e.g. decreasing the number of in-patient beds and outreach activities).
- Medical 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/lead health agency should coordinate with 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 for cases of camp

population scattering to geographically diverse areas and will require a more detailed plan of action.

Health screening should take place before departure but may be difficult in camps where return is spontaneous. When screening is possible, information campaigns should have clear objectives. Health screening 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 health screening include:

- education, referral and correct management of groups with specific needs such as the malnourished
- recognising the need to remain in treatment, the consequences of deciding to return and the programmes that may be available to them during or on return (e.g. special vehicles to take them to their area of return or feeding programmes to assist them on 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
- identification of children who need referral for immunisations (measles or EPI if the camp has initiated this programme).

Ensuring the confidentiality of medical records and ensuring that any outdated or unwanted documentation is destroyed must be considered during camp closure.

☐ The Camp Management Agency ensures that all health service providers within the camp have a Memorandum of Understanding (MoU) with the local 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 local health authorities via information sharing and regular meetings.

Assessments

☐ A rapid health assessment is completed 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 other compromising affiliations.

☐ The results of the rapid health assessment are used to inform a health response.

☐ Mapping of health service providers in the camp is regularly updated, including what their activities are and where they are working.

☐ 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.

Immunisations

☐ A well-monitored mass measles vaccination campaign is organised together with agencies and national authorities for all children aged six months to 14 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 six months- 59 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 able to meet their energy and micronutrient requirements. 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 (e.g. exclusive breastfeeding of infants from birth to six months).

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 within the health structure and specifically to a referral hospital.

☐ All health service providers implement health policies, use clinical definitions and diagnostic protocols and prescribe essential medicines in line with local 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 (e.g. 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 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.

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. 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 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)
☐ The health response of MHPSS is supported, which should primarily support psychosocial activities, with medical services capable of treating those with pre-existing psychopathologies.

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 with health service providers in areas of return is coordinated 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 screening and coordinated information campaigns are in place to give proper messages to the camp population regarding rationales for screening interventions.

- Example of a 3 W form for Camp Management Agencies
- Example of an initial rapid health assessment form
- Example of camp data collection format including health care (TSST)
- Examples of diagnosis and clinical management protocols for respiratory infections and diarrhoea
- Example of Expanded Programme for Immunisation Schedule
- Examples of morbidity and mortality surveillance forms
- Examples of treatment guidelines for diarrhoea , respiratory tract infections, measles, fever and other communicable and non-communicable diseases
- Field guide to designing a health communication strategy.
  http://www.jhuccp.org/pubs/fg/02/
- Information involving requirements and how to request a UNFPA Reproductive Health Kits available at http://www.unfpa.org/procurement/
- Information on anti-malarial drug resistance and testing protocols.
  http://www.who.int/malaria/resistance.html
- Information regarding "New Emergency Kit"
  http://www.who.int/hac/techguidance/ems/healthkit/en/
- Sample outbreak investigation form
- Standard WHO case definitions
- WHO Model List of Essential Medicine for Adults and Children
- Z score reference values of WFH by sex

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EDUCATION

KEY MESSAGES

▶ The Universal Declaration of Human Rights states that education is a basic human right which should be free and compulsory "at least in the elementary and fundamental stages." Responsible humanitarian actors, including the Camp Management Agency, are therefore obliged to negotiate access to local schools for camp resident pupils or to allocate space for the construction of schools inside camp premises.

▶ The Camp Management Agency and the education service provider need to support the establishment and enhancement of community initiatives such as parent-teacher associations or education committees. These groups should be included in planning, programming and evaluating education needs in the camp as well as participating in maintenance work connected with education facilities.

▶ School premises need to be set up according to internationally or locally-agreed standards. Ensuring safe access to camp schools is important. Issues to check include travelling distance and accompaniment, cleared pathways as well as proper and safe sanitation facilities at schools and training centres.

▶ Schools should strive to employ appropriately qualified staff recruited through a participatory and transparent process. Selection criteria should reflect diversity and equity. This can mitigate the risk of sexual abuse in schools as well as make parents more comfortable sending their daughters to school. Further training and refresher courses should be offered to all teachers, including training on gender issues, hygiene and sanitation, human rights and environmental issues.

▶ Non-enrolment or drop-out rates are often high in camp schools. It is an essential task of the education service provider, in cooperation with key actors, to regularly monitor enrolment, attendance and drop-out rates, as well as repetition, completion and certification rates. Reasons for not enrolling or dropping out of school should be investigated and closely monitored and followed-up on to ensure quality education and avoid child protection problems. Measures to maximise school attendance should be put in place.

INTRODUCTION

Education is vital to the development of children and youth as it affects their daily routines, social relationships and future opportunities. Access to education is a fundamental right of every child. Education is also critical in protecting displaced children and youth, and enabling them to contribute to the sustainable peace and recovery of their societies upon return, resettlement or integration.

When conflicts and natural disasters hit, one of the unfortunate outcomes is that damage to infrastructure and services and/or the need to flee to a safer location can leave gaps in a child's education. Schools are often destroyed or closed because of insecurity. Even if a school is able to operate, many crisis-affected families do not have the resources to buy books or pay school fees. Simply walking to class may endanger a student's life in some tension-prone areas, especially if combatants choose to target schools or educational facilities.

> ❗ According to the 2008 Education for All Monitoring Report published by UNESCO, 37% of the 77 million children of school age who are out of school live in 35 fragile, conflict or post-conflict countries. Incorporating education into humanitarian response is therefore critical to achieving the Millennium Development Goals and Education for All (EFA) targets.

In some displacement situations, attending school can be an important protection tool. Where children and youth are enrolled in school they can be sheltered from
- recruitment into armed forces
- gender-based violence
- other forms of exploitation, including child labour and prostitution.

Keeping records of attendance at camp schools helps monitor the incidence of such risks and enables timely follow-up. School attendance however, may itself place pupils at greater risk of violence and abuse by teachers or peers. Additionally, armed forces may attack schools to demoralise the community and facilitate the recruitment of child combatants. Efforts are therefore required to convert schools into "safe learning environments" and to monitor protection incidents that can occur both at school and during travel to and from school.

Camp schools also provide a location to reach out to different parts of the camp population and provide life skills instruction around:

- hygiene promotion and the importance of hand washing
- HIV/AIDS knowledge
- mine action awareness
- human rights
- tolerance and non-violent conflict resolution.

In many camp situations, attending school contributes to a significant extent to the pupils' physical well-being. Where special school feeding programmes are implemented, they complement the usual food ration for children at an important stage of their personal development. Emergency education that includes counselling and other therapeutic components can help address the psychosocial needs of conflict-affected and traumatised children. Schooling thus contributes to both physical and mental progress.

In most cases, children and young people affected by conflicts or natural disasters will have lost out on some of their education. In order to minimise this loss and to avoid pupils having to repeat classes or exams, it is essential to provide access to education as soon as possible. To ensure that adequate education is provided, the Camp Management Agency should work together with:

- parents
- community leaders
- student and youth leaders
- teachers
- education NGOs or the education service provider
- UNHCR, Cluster or other Lead Agency
- UNICEF
- Ministry of Education and/or local authorities.

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.

▶▶ *For more information on standards and indicators in education see the INEE Minimum Standards in Emergency Education in the Tools section.*

ROLES AND RESPONSIBILITIES

Usually in camps, either an education service provider or the local education authorities will be in charge of schooling and education services. Although the Camp Management Agency usually is not responsible for building, expanding or running school facilities, it still plays an important role in mobilising the community and advocating for enrolment. The Camp Management Agency has a core responsibility to hold education providers accountable if education services do not meet international standards. The education provider will normally assume the major responsibility for establishing relations and formalising agreements with local authorities and education ministries or institutions. Still, it may help if the Camp Management Agency supports these actions by advocating with local authorities on education issues.

In some settings, a Camp Management Agency's involvement may become necessary where local authorities:

- are reluctant to allow displaced children into the local schooling system
- demand specific documentation on previous education
- charge high entry and/or attendance fees
- do not support the construction of in-camp schools.

These issues mostly arise where a host government already cannot provide adequate educational coverage for its own population.

Prior to the arrival of external actors, displaced communities may already have organised educational activities that could be built upon if appropriate. It is important that the Camp Management Agency and the education provider support and promote such community initiatives and participation.

UN agencies (such as UNICEF and UNHCR) and the local Ministry of Education are likely to play a major role in providing technical support to an education service provider. Some of the early support they usually provide is: early needs assessments; policy guidance; assistance with school facilities and supplies; agreeing and adjusting the curriculum; identifying and training teachers; covering the recurrent costs of teacher salaries and ensuring certification and accreditation.

> **!** In emergency situations, UNICEF frequently distributes Education Kits called "School in a Box" that include tents, education and recreational materials. These can be requested by a Camp Management Agency or the education service provider.

SCHOOL ENVIRONMENT

Where the displaced population shares a language with the host community, camp children should be admitted into local schools and education systems in order to avoid segregation. If conditions are crowded, it may be necessary for schools to operate on several shifts a day and to extend buildings with additional temporary classrooms.

In many situations, particularly those involving refugees when language and curriculum are different from those of the displaced population, the alternative option will be to establish schools in camps or in local school buildings outside of normal school hours. The Camp Management Agency together with the education provider should identify a space within the camp compound to construct schools and training facilities. This space should be centrally located in order to provide access for all children – including those with disabilities and/or with impaired mobility – and to minimise security risks.

> **!** UNHCR recommends one school for approximately 5,000 persons and a ratio of not more than 40 pupils per teacher.

Additional facilities on the school compound should include:
- separate access to clean water
- areas for refuse disposal
- hand-washing facilities
- separate latrines for boys, girls and teachers.

Building school recreational fields, 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.

> **❗** School premises should be marked or fenced. Latrines and water facilities should not be used by people other than the pupils and teachers. A lack of sanitation facilities and safety measures at schools may cause children to drop out, particularly girls.

Local Materials and Standards

Governments often have complex guidelines for school construction and furnishings. If possible, 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.

CROSS-SECTORAL ASPECTS IN EDUCATION PROGRAMMES

Cross-sector linkages also exist in the education sector. In its supportive role to the education provider, the Camp Management Agency should be aware of some guidelines and aspects related to other sectors that are particularly useful while monitoring the overall effectiveness and quality of education programmes in camps. Identifying which individuals or groups of children are missing out on education, and why, may help tailor particular programmes and utilise greater cross-sector cooperation in the camp. Both agencies need to consider:

Health:
- working with the health service provider or local clinic/health centre to provide treatment and health-related information to children in schools
- holding vaccination campaigns and days at schools to ensure maximum coverage
- where health services cannot be provided at schools, trying to see if school children and teachers can get priority treatment at clinics or health centres in the camp, so they miss as little schooling as possible

- targetting health education programmes in schools, so children can learn more about healthy ways of living as they grow and develop.

Food and NFI Distribution:
- establishing 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
- establishing school-feeding programmes as a way to curb drop-out rates and increase the participation of underserved groups. Some research studies suggest that school feeding programmes persuade parents to enrol girls who would otherwise not attend at all.

Water and Sanitation:
- constructing water and latrine facilities even in emergency or temporary schools: semi-permanent schools should always have good quality latrines
- promoting latrine use through schools can have a demonstration effect especially when working with rural populations
- incorporating good sanitation practices and establishing hygiene education programmes at schools – particularly hand washing after toilet use
- promoting good sanitation practices such as proper waste disposal and cleaning of compounds and classrooms; these measures also have an important educational impact on children in teaching them to keep a tidy environment.

Religious Institutions:
- working with religious schools and their schedules to harmonise school hours so that government or camp schools and the religious schools are not in competition. It is important for both parents and students to value and support having a religious as well as standardised government curriculum available to all students.

COMMUNITY INVOLVEMENT

Participation of the camp community is key to all aspects of educational programme planning. Existing community support structures like parent-teacher associations, education committees or other similar initiatives can significantly contribute to:

- needs assessments
- curriculum planning
- human resources support and identification of qualified teachers
- maintenance and construction of school facilities
- evaluation and monitoring of programmes.

Often, displaced people go to great lengths to have their children continue with their schooling. Even in emergencies, community initiatives often exist. The more groups participate in education activities, the more people should assume responsibility for planning, maintenance, monitoring and care. Setting up a regular schedule will keep the work fairly distributed between all groups and make sure that no damage to property and functioning is blamed on any one group.

While cooperating with the education provider, the Camp Management Agency may be involved in monitoring of education programmes in a camp. Monitors should be recruited from the camp population and include men and women of all ages. Monitoring whether vulnerable children receive adequate treatment at schools or whether the attendance of girls is satisfactory can be sensitive, and requires proper training in observation and interviewing techniques.

▶▶ *For more information on working with communities see chapter 3.*

CURRICULUM

A school curriculum should have a holistic approach to development and learning, and should include academic learning, life skills and culture, and a psychosocial focus as well as sports and environmental components.

Providing education programmes for children according to their home country's curriculum, and in their national language, (when this is appropriate) is essential for both refugee and IDP children. Providing appropriate education can be particularly challenging in refugee situations and where displaced children cannot be integrated into the local school system. Where integration into the school system of the host community is not possible, refugee children should receive a camp education programme following the curriculum of their home country in order to facilitate reintegration after return. Special consideration may however, be given to use of the host country's curriculum if the situation of displacement is particularly protracted and local integration is likely to be the most viable solution to displacement.

The curriculum may need to be adjusted when bridging courses or acceler-

ated 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.

The curriculum should also 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. It will therefore be important to ensure that the curriculum contributes to, rather than detracts from, social cohesion.

Particular efforts may also be required to ensure the certification of examinations, thereby enabling displaced students to effectively reintegrate into the education system or job market of the home country.

> **!** The analysis of gaps in education programmes should be based on information obtained by observation, household and school visits and by interviewing pupils, parents and teachers.

OTHER EDUCATION PROGRAMMES

Youth Education

Youth programmes are critical for young people and in turn for their communities. It is essential to offer youth a meaningful learning environment with formal and non-formal education, numeracy skills and vocational training; and not only in situations of displacement. Despite primary education remaining a priority in camp education programmes, a Camp Management Agency should be proactive in advocating for the establishment of education and training facilities for youngsters above the age of 12 such as:

- secondary schools
- youth education centres
- vocational training centres
- sports clubs and play groups.

> **❗** Experience shows that adolescents and youth are seriously underserved in camps, often leading to their potential being wasted and their energy being channelled into anti-social activities. In many conflict situations, unoccupied adolescent boys may become attracted to join military forces, while unoccupied girls are exposed to an increased threat of sexual abuse or forced marriage.

▶▶ *For more information on youth committees see Chapter 11 on Persons with Specific Needs*

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 requires 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.

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 make them more able to participate.

Recreational Activities

Playgrounds and other facilities for recreation should be constructed as part of the school premises, ensuring sufficient and safe spaces for games and play. Sports events and games are also a good opportunity for displaced and host children to meet and compete together.

Early Childhood Care

To support girls' enrolment and attendance, it can be helpful to set up a day-care facility on or near the school grounds, thereby freeing up time for education – particularly for adolescent girls – that might otherwise be devoted to caring for younger siblings.

How Camp Education Programmes can Support the Host Community

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:

- including local teachers in camp teacher training sessions
- designing joint education and recreational initiatives for both displaced and local children/youth – in cooperation with the local education administration.

TEACHERS

Identification and Compensation

Generally, camp teachers should be recruited from among the displaced population. Special efforts should be made to recruit female teachers in order to provide role models to encourage girls' enrolment and attainment. The easiest way of identifying qualified teachers is during the registration process of the camp population. Further identification or assessments can also be done through formal announcements and job advertisements. Although often not possible in the first phase of an emergency, it is recommended to evaluate teacher candidates' capacity and ability through formal performance tests prior to having them commence work, even if they have their diplomas and documentation.

If qualified teachers are not available, camp residents with the highest level of basic education, such as a 9th or 10th grade education, should be identified in order for them to be trained to work as teachers. Together with the education provider and the local authorities from the host government, it should also be assessed whether teachers from outside the camp can be integrated in the camp education system.

> ⚠ 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 at least should 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.

Wherever possible, teachers should be paid or compensated for their work. Not only is their contribution essential for the 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. Teaching at primary schools for displaced children is a full-time job under often harsh and stressful conditions. Thus, compensating teachers for the time they cannot spend in other income generation or household activities is essential. 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.

▶▶ *For more information, see chapter 3.*

Teacher Training

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. Even if teachers are officially qualified, they may never have benefited from updated learning methodologies or refresher courses on curriculum content. Moreover, they may not have been exposed to teaching bridging courses or accelerated learning programmes and thus may be unfamiliar or uncomfortable with any associated modifications to the curriculum in order to accommodate the situation of displaced children and youth. Some teachers may also require instruction on teaching over-age students and classes that encompass students of multiple ages. Therefore, providing training to teachers will improve the quality and techniques of instruction and boost teacher motivation.

In order to ensure that capacity building has a long-term impact on displaced communities, even after return, knowledge and skills need to remain within the displaced population. Agencies in charge of camp education should consider establishing and training a team of the most appropriate teachers who could provide training and on-going support to other camp teachers. In addition to motivation and teaching techniques, teacher training should include:

- gender issues
- HIV/AIDS prevention
- environmental issues
- key health and hygiene messages
- conflict solution
- human rights, in general, and child rights in particular.

In all cases, both teachers and children need to have a better understanding of how displacement can affect children. Teachers recruited from among the displaced population may also suffer from psychological trauma and may require special attention and counselling. Teaching training must include:

- the negative psychosocial effects of displacement
- psychological trauma
- post-traumatic stress disorder (PTSD)

▶▶ *For more information on children affected by psychological trauma see the newly-developed IRC Psychosocial Teacher Training Guide in the Tools section – also available in Arabic.*

Codes of Conduct

Camps are usually stressful environments for displaced persons, including teachers and other school staff. Misbehaviour and abuse of power may occur frequently. As with all other camp staff, paid and unpaid, a code of conduct must therefore be introduced to all personnel involved in education – whether school directors, teachers, classroom assistants, other support staff, administrators or monitors.

Codes of conduct must be drawn up in close cooperation with the displaced community and the local authorities and introduced through proper training or sensitisation, so that everybody involved clearly understands agreed aims and regulations.

▶▶ *See the INEE teacher's code of conduct in the Tools section of this chapter.*

SEXUAL ABUSE AND EXPLOITATION

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:

- 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 only a short distance from, or within, the school premises
- organising accompaniment for children who have to attend classes that take place after dark
- avoiding overcrowded classrooms; grouping children in classes according to international or locally agreed standards and not mixing up different grades and ages in one single class
- monitoring the quality of education, including response mechanisms to possible protection threats for school children, through interviews with children, adolescents and parents
- making sure that teachers' and other education staffs' behaviour and respect of the code of conduct are closely monitored
- providing children, youth, teachers and parents with an accessible and confidential complaints reporting procedure and follow-up mechanisms.

Education Opportunities and Infrastructure

☐ Primary, post-primary and non-formal educational opportunities for refugee and displaced children are assessed.

☐ Basic data on educational activities is collected so that a Camp Management Agency can determine:
- what number of schools (pre-school, primary, secondary) exist
- the number of government, religious affiliated schools, or NGO-supported schools
- age and sex of children going to school, per level and type (pre-school, primary, secondary)
- number of students in each school – boys and girls.

☐ Quality and effectiveness of the camp school system are frequently monitored and evaluated.

☐ Measures to enhance quality and effectiveness are identified and implemented.

☐ Available education facilities are relevant to the refugees/displaced persons' experience and needs.

☐ Education is provided in the mother tongue and in the homeland curriculum of the young people.

☐ The teacher/pupils ratio in the camp schools corresponds to international standards and indicators.

☐ School premises and buildings are located and built according to international guidelines and technical standards.

☐ There are well-functioning latrines and hand-washing facilities in the schools.

Planning and Assessment
☐ An educational planning system is in place for the education of all displaced children.

☐ An educational assessment system is in place to monitor the functioning of refugee/displaced children's education.

Certificates
☐ Certificates are made available to validate the academic achievement of children.

Children's Comments and Well-Being
☐ Children have the opportunity to comment on their educational system and are listened to.

☐ Assessments with disaggregated data on gender and age are made on:
- what children aspire to in the future
- what they do after school hours
- what they like to do when they have spare time
- what they like about school
- why they might sometimes miss school
- what they think makes a good teacher
- what they would change about the school if they could

☐ There is a confidential complaints mechanism and follow-up procedure in place.

☐ Children's safety and security is monitored on routes to and from school and whilst at school.

☐ The curriculum has a holistic approach to the needs of the child; including their mental, emotional, social and physical well-being and development.

Teachers and Committees
☐ Teachers are being offered training and refresher courses.

☐ Teachers are trained in the psychosocial issues which can impact the education of displaced children.

☐ Compensation packages for teachers are evaluated and established.

☐ Camp education committees are established and supported.

☐ A code of conduct is agreed and signed by all actors involved in the running of camp schools.

School Enrolment
☐ The proportions of displaced children attending school is assessed and known by age and sex.

☐ The reasons why children drop out of school or do not attend are assessed and evaluated.

☐ Actions are identified and implemented to increase school attendance.

Community Participation
☐ Parents and the displaced community are actively involved in the education programmes and education committees.

> **❗** Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- **Assessment of Teacher/Facilitator Availability and Capacity, including Selection (INEE).**
  This document is taken from The Inter-Agency Network for Education in Emergencies (INEE), and provides helpful background information for implementation of education programmes. It focuses on identification of educationalists (selection and facilities that could be needed for classes, teachers and school compounds). http://www.ineesite.org/page.asp?pid=1128

- **Educational Assessment Matrix.**
  Essential tool to assess and monitor: the boy-girl ratio of pupils; ratio of male-female/qualified-unqualified teachers; the available water and sanitation facilities; ration of local-displaced children out of school; and the status of teachers. This matrix could be used by the Camp Management Agency in coordination with the education provider (when available) to monitor changes in ratios and address protection issues such as equal enrolment.

- **INEE 2008:** *Interactive Minimum Standards Toolkit.*
  http://www.ineesite.org/toolkit/

- **IRC, 2006. Creating Healing Classrooms. Guide for Teachers and Teacher Educators.** http://www.theirc.org/resources/hci-teachers-guide.pdf

- **IRC, 2004. The IRC's Psychosocial Teacher Training Guide**. http://www.ineesite.org/tt_resource_kit/IRC%20Psychosocial%20Teacher%20Training.doc

- **NRC/IRC Psychosocial Approaches to Teaching.**

- **NRC Youth Education Pack – YEP.**
  Concept of non-formal programme for youth with little schooling.

- **School Site Assessment – a Checklist (INEE).**
  This checklist is taken from The Inter-Agency Network for Education in Emergencies (INEE) and provides helpful background information on school site assessment. It deals with the physical aspects of constructing schools, such as shelter and seating facilities, protection aspects (access/exit/safety) and the use of local materials and standards. http://www.ineesite.org/page.asp?pid=1129

- **Proposed Distribution Formula (IRC, Sierra Leone).**
  Displays the proposed type and quantity of school and related materials and facilities. This formula is used in the Sierra Leonean settings by IRC and will differ from context to context. It could be used as a reference tool to gain ideas on the materials and facilities that could be needed for classes, teachers and school compounds.

- **UNESCO Teacher Emergency Package (TEP).**
  Short overview of UNESCO's TEP Programme.
  http://portal.unesco.org/education/en/ev.php-URL_ID=13446&URL_DO=DO_TOPIC&URL_SECTION=201.html

- **UNICEF 2006: Education in Emergencies – A resource Toolkit.**
  http://ineesite.org/uploads/documents/store/doc_1_89_UNICEF_EiE_Toolkit.pdf

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LIVELIHOODS

▶ For communities affected by disaster, it is a priority to protect, recover and develop the resources that they need 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.

▶ Providing livelihoods opportunities for displaced populations is a tool for protection, and should be coordinated with protection actors. It addresses human development among the displaced and peaceful coexistence between camp populations and host communities while preventing negative coping mechanisms such as survival sex or low-wage employment.

▶ Livelihoods 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 appropriate, 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. Employment of the camp population in projects around the camp, like the clearing of a newly selected site through food-for-work or cash-for-work activities, can be one such possibility.

▶ 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 with host communities. Safe access for all should be promoted by the Camp Management Agency, and a camp committee appointed to take care of planning and daily running of the market place.

Displaced people, who have suffered direct losses of their productive, economic, 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 which may have a positive impact on their well-being and future opportunities.

A Camp Management Agency can help to improve the population's overall standard of living and support positive livelihoods strategies by identifying and coordinating with relevant agencies to provide skills training, agricultural support, where appropriate, and income generating projects. 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 work to prevent negative coping strategies amongst the camp population. These may involve prostitution, theft or gaining access to free goods through corruption or manipulation.

The development of livelihood opportunities can also impact positively on the security within a camp. 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.

Positive livelihood programmes and strategies that enhance food security and are commonly facilitated in a camp setting include:

- Garden cultivation or small-scale agriculture: this may be developed through the distribution of seeds and tools, through supporting food processing or through training.
- Fishing, poultry or small livestock breeding: this could be supported through providing fishing equipment or livestock.
- Markets and trade with others in the camp or the host population: this could require provision of infrastructure, adequate security measures or food or

cash vouchers to exchange in shops. Care must be taken to ensure that food distributed in camps does not end up being sold in markets.

- Small-scale businesses: these require the support of income-generating or micro-finance schemes which train people in business management and other skills.
- Income generating activities (sometimes known as IGAs). These include handicraft production or tailoring and may require training, marketing support or fair price shops to control or subsidise prices.
- Wage labour: this may be outside the camp in paid employment or through camp maintenance and development schemes. Cash-for-work (CFW) or food-for-work (FFW) may be more 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.

> ❗ "Livelihoods comprise the capabilities, assets (including both material and social resources) and activities required for a means of living linked to survival and future well-being. Livelihood strategies are the practical means or activities through which people access food or income to buy food, while coping strategies are temporary responses to food insecurity." Sphere, p. 108.

KEY ISSUES

ROLES AND RESPONSIBILITIES

Assessment
Even when there is no specialised livelihood agency, the Camp Management Agency can seek to enhance the livelihood strategies of camp residents. The basis for such activities is a thorough and participatory assessment of needs, resources, capacities, skills and socio-economic and political/legal background.

Assessments within the camp community should consider the residents':
- previous and present livelihood and coping strategies
- skills, knowledge and capacities – including those of women, persons with specific needs and the host community
- social stratification and levels of vulnerability
- views and priorities of a diversity of groups with different roles and social status
- available resources (human, organisational, financial and natural)
- household expenditure patterns and sources of cash and food.

It is also important to assess:
- local demand for particular goods and services
- if, where and how people save money
- existing economic relations – trade, goods and labour flows – between the camp population and the host community

▶▶ *See Tool 4 in UNHCR's Handbook for Self-Reliance.*

Participation and Coordination

The next step is to liaise with the various stakeholders and the displaced community as well as the host community to discuss which priorities for livelihood support are feasible and should be promoted. Participatory assessment methods such as focus group meetings are an effective way of accessing the opinions and priorities of different groups within the community. The Camp Management Agency should also support the development of a livelihoods committee, taking care to ensure the involvement of women and groups with specific needs.

Livelihoods support is directly connected to early recovery and development. Coordination with relevant protection, early recovery and development actors is key to ensuring an inclusive, holistic and long-term approach to supporting the livelihoods of the displaced.

▶▶ *See UNHCR's Tool for Participatory Assessment in Operations on the Toolkit CD.*

The Camp 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 will force occupants into aid dependence and make market relations with local communities unviable.

▶▶ *For information on camp selection, see chapter 7.*

⚠ 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 which 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 in the sites of increased alcohol abuse by men thus forced to live with other men.

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. It is important for members of the camp population, including groups with specific needs, to have both physical and economic access to the market, and for basic food items and other essential commodities to be available at affordable prices.

The Camp Management Agency in close collaboration with the camp 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 include:
• shelter for protection from the weather

- latrines for men and women
- facilities for safe garbage disposal
- facilities to support groups with specific needs.

The safety and security of the market place is important. It should be easy and safe to get to during day and night, in particular for women and girls. The market place as well as access roads should be well lit during hours of darkness, and located in an easily accessible place for both camp residents and the local population to reach, so as to encourage social and economic exchange.

> **❗** Government policies, including pricing and trade policies, influence access and availability in markets. Understanding these factors is important for a Camp Management Agency, to inform their advocacy and their work with other agencies in trying to improve the situation.

▶▶ *For more information, see the second chapter of The Sphere Handbook.*

Advocating for Access

In situations of displacement, access to markets and resources is frequently limited or even denied by the authorities. Although in certain circumstances it may not be possible, the Camp Management Agency should, however, 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, fishing waters and arable land.

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 future 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 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.

Coordination of Livelihood Projects

It is often later on in the camp life cycle that other agencies may come in with projects to develop livelihoods strategies. Sometimes this involves alternative options to existing livelihood activities, or the development of new skills. It is the role of the Camp Management Agency to ensure these initiatives are based on a sound understanding of the context, and effectively coordinated so as to:

- avoid overlaps between different livelihoods programmes and agencies
- ensure each agency or programme serves a particular sector of the population
- focus on the skills people rely on most, and that will be most useful upon return, integration or resettlement
- encourage integration of livelihoods assessments into other sectors' needs assessments
- include opportunities for the host population to participate
- involve women and groups with specific needs
- provide ongoing follow-up, support and feedback of any new initiatives, as appropriate.

EMPLOYMENT OPPORTUNITIES

Camp Management Agencies should be mindful of the need to create employment opportunities whenever possible, perhaps by developing infrastructure using an approach which creates jobs for the local population. Wherever feasible, and in order to share employment opportunities and promote skills 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:

- Methods of payment/compensation as well as salary levels should be coordinated and harmonised between all employing agencies.
- Preference should be given to households with vulnerable members and households with no other breadwinner.
- Employment of men and women should ideally reflect the ratio of men to women in the camp: this should be the goal for every agency.
- Recruitment and remuneration policies must be fair, clear and transparent.

Where camp residents are prevented from employment within the host community – for example in agriculture – or conversely, where the host community is not allowed to benefit from in-camp construction or other job opportunities – tensions may arise between the two communities. If joint opportunities exist, they are likely to create more harmonious relationships.

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. As already noted, camp residents should be involved in the planning of employment opportunities to the maximum extent. These programmes can be tailored to contribute to camp infrastructure or to services. However, they should not jeopardise efforts for community mobilisation, voluntary participation and ownership, especially in the development of community services such as 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.

The Camp Management Agency and livelihoods providers need to monitor whether employment of camp residents outside the camp and jobs and income activities inside the camp are exploitative. The risk of exploitation needs to be limited as much as possible particularly with regard to 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 right to seek employment outside the camp is a basic right which should be promoted, this should be done with the full knowledge of the local economy and with shared understanding of the potential positive and negative impacts it could have for host communities. This will help prevent resentment and future coexistence problems while giving opportunities for refugees or IDPs to contribute positively to the local economy.

❗ Cash-for-Work

A camp manager 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
- 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 meters dug for drainage), instead of a harder-to-monitor daily rate
- ensure the employment of a monitoring team or employ a super-visor to monitor quality, process, time-keeping and adherence to safety standards
- wherever possible seek opportunities for women and youth to participate
- train a member(s) of camp management staff to oversee the 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
- use employees with technical expertise to train others on the team 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, food-for-work projects may be more appropriate than cash-for-work projects.

> ⚠️ The Camp Management Agency and the livelihoods provider need to make sure that employment opportunities do not attract school attendees to drop out in order to earn money!

> ⚠️ Often in camps and camp-like settings, bars and little pubs are highly frequented. When workers receive cash many will abuse alcohol. This raises serious protection concerns if men misuse family income for drinking 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 men to be aware of their responsibilities towards dependent women and children.

TRADE

When camps are located in remote areas, local markets are difficult – and sometimes impossible – for the camp population to access, making it difficult for the camp population to trade. This may also be due to lack of security in the surrounding area, 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 restricted, it will, however, become more difficult for displaced people to manage a profitable business within the camp. Food security initiatives or livelihoods schemes may offer support in such cases.

Where it is feasible, the promotion of economic relationships between the camp community and the local communities can take place in many ways. Forums for coordination and cooperation can 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 (e.g. after food distributions) will help the Camp Management Agency to keep informed about any inflation in prices,

and is also a good way of testing the 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 their 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.

▶▶ *For more information see the Guidance notes in the Sphere Handbook, pp.131–133.*

AGRICULTURE, HORTICULTURE AND ANIMAL HUSBANDRY

Depending on camp residents' experience, the location and size of the camp and the 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. 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.

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 the host community representatives and authorities. Some training, the initial provision of inputs (like seed or animals) 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.

> ❗ Growing crops or raising livestock in the camp should be planned so that it does not affect the access of other groups to important resources, especially to water.

TRAINING AND INCOME GENERATING PROJECTS

Skills training and income generating programmes are often provided in camps settings. The types and nature of these programmes will vary considerably depending on the camp population, culture and the socio-economic environment. Training and income generation can have both short and long-term benefits. In the long run, both can stimulate people to find work related to their skills and experience. Furthermore,

skills and business training and the experience of engagement in income generation activities can have positive future implications and facilitate socio-economic re-integration into the country or area of origin or during resettlement.

Certain types of training specifically aim to contribute to the host environment. Designing programmes with the host community, needs to be based on consultation and analysis whereby the needs, preferences and ownership of resources can be identified and addressed.

Training and income generating activities in camp settings may also contribute significantly to restoring a sense of normality, and in building self-esteem. Training programmes are likely to have a positive effect on reducing stress and the effects of trauma. Being engaged in training or small-scale business can also contribute to protecting people from both forced and/or voluntary recruitment into fighting forces or factions.

> ❗ 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 must be investigated, for they 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.

> ❗ It is vital to focus on persons with specific needs and groups at risk that have the capacity to be or become economically active. Responsible and sponsoring agencies 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, which provides people with basic knowledge on conducting feasibility studies, costing, marketing and/or financial administration and book-keeping.

▶▶ *For more information, see UNHCR's Handbook for Self-reliance, Annex 1.13.1.*

The Camp Management Agency should also be aware that:
- Skills that are not applied within a few months of training are very quickly lost.
- It is essential to avoid engaging too many people in the same income generating activity in order not to saturate the market and limit income opportunities at a later stage: thorough analysis of needs, opportunities and markets is therefore mandatory.
- It is essential to coordinate with relevant agencies to avoid duplication and 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.
- It is important to support any livelihoods providers to identify the appropriate trainees amongst the camp residents and host population.
- It is vital to promote the involvement of the host communities.
- It is necessary to liaise with the responsible livelihoods provider and include a training-of-trainers component in the skills training programme.
- Training duration will vary according to the type and the context. It is important to note what exactly was conducted within the training, in whatever kind of certification is granted at the end of the programme.
- Within camp settings training courses may need to be limited to three-six months in order to enrol as many people as possible.
- Adequate training facilities and storage facilities must be identified and allocated.

> ⚠ Camp residents who have completed skills training courses should be given the opportunity to become trainers themselves. For this, a "training of trainers" course should be developed which offers instructional skills for the future trainers. "Training of trainers" is a valuable investment, making training sustainable and providing the community with both short- and long-term benefits.

GRANTS

Income generation programmes may include a grant scheme, frequently accompanied by training in skills of literacy, numeracy and business. A grant scheme is different from microfinance as there is no repayment required. Grants can be allocated either in kind or cash, depending on both the availability of the required inputs on the local market and the people for whom they are intended. Grant schemes are especially relevant for supporting the livelihoods of the more vulnerable segments of the camp population and for small-scale inputs to peoples' livelihoods in situations of limited market access. At times, those who have successfully used a grant will later receive a loan.

MICROFINANCE SCHEMES

Income generating programmes may involve microfinance services that are accompanied by appropriate training such as literacy or business management. Micro finance helps poor women and men access the capital necessary to engage in self-employment and contribute to their own development.

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.

▶▶ *To be successful, it is crucial that microfinance is offered by agencies with experience and on the basis of microfinance best practices. Promoting commercial activities and self-employment can benefit both the displaced and the host community. For more information, see UNHCR's Handbook for Self-reliance, Annex 1.13.9 and also, the ILO/UNHCR training manual, Introduction to Microfinance in Conflict-Affected Communities.*

INVOLVEMENT OF CAMP RESIDENTS

Participation of the displaced population is essential when protecting, re-establishing and developing livelihoods, particularly following emergencies when rapid and massive delivery of hand-outs has taken priority over training or income-generating programmes.

One way of easing this transitional period and involving camp residents following an emergency, while at the same time enhancing their livelihoods, is through employment in the camp's care, maintenance and development as discussed previously. Other possibilities include:

- establishing a livelihoods committee or interest/support groups with specific skills to offer
- establishing a camp market committee, responsible for planning, development and management of the marketplace, including issues related to waste disposal and food hygiene
- developing forums and focus groups to discuss food security and income generating opportunities and other business-related issues with the camp population and the host community
- considering the different strategies men, women and adolescents could pursue to enhance their livelihoods.

Inclusion of camp residents in needs assessments and planning of income generating projects and training is essential in order to ensure that the most appropriate and viable activities are developed. It is important to ensure that women are equally represented in these forums.

▶▶ *For more information on community participation, see chapter 3.*

⚠ 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 a Camp Management Agency helped camp residents and host communities by responding to requests for efficient and cost-effective shelter roofing material from woven palm fronds. Relations were improved by sharing contracted work with both communities – the host community 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 camp – thus fostering greater pride and ownership – while also obtaining an important livelihood opportunity.

FEMALE PARTICIPATION

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 time training and other employment initiatives carefully. This can be done by 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.

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

☐ The site location for the camp was selected with livelihoods opportunities and access to markets in mind.

☐ A thorough assessment of the socio-economic context and of the displaced population's food security situation and livelihoods activities (former and present) has been conducted.

☐ The assessment was participatory in nature and involved women and representation from groups with specific needs.

☐ Priorities for the protection of assets and for livelihoods promotion, support and development have been identified.

☐ 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.

☐ Markets are accessible and safe, with sufficient supporting infrastructure – such as access roads and lighting.

☐ A market committee has been established in the camp.

☐ The Camp Management Agency advocates for access for the camp population to essential resources – such as land, grazing and water – which could support livelihoods.

☐ 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 focus on the skills people need most and include provision for the host community, for women, and for groups with specific needs.

☐ The Camp Management Agency prioritises 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 resources (human, economic and natural).

☐ Groups with specific needs and women are encouraged and supported to be economically active.

☐ Microfinance schemes are used where a demand for financial services exists and clients have the capacity to repay.

☐ Extremely vulnerable individuals – dependent on others for their daily living and thus not suitable candidates for microfinance – have been identified.

☐ The camp population, including women, play a central role in developing all livelihoods initiatives in the camp, and are supported appropriately with child-care arrangements.

TOOLS

❗ Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- **Assessment Questionnaire Checklist.**
  This checklist provided courtesy of Action for the Rights of Children (ARC) pro-grammes in Sierra Leone assists the Camp Management Agency in assessing needs, backgrounds and experiences, host community economic activities, local demands and existing (or potential) economic relations between the camp residents and the host population.

- **A sample MoU used in Sierra Leone between the Camp Management Agency and a local skills training provider.**
  In this example, the agreement applies to the equipment, which was purchased by the Camp Management Agency. It also outlines the terms of reference for the use of the skills training centre within the camp and the incentives paid to the skills training teachers by the Camp Management Agency.

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APPENDIX 1: THE CAMP MANAGEMENT PROJECT

The Camp Management Project began in Sierra Leone in late 2002, as a response to frustration with the inadequate quality of assistance and protection in many of the country's camps for displaced persons. The general management of camps was often poor as many of the agencies undertaking camp management had little funding and limited experience and expertise. In IDP camps the situation was particularly critical. Adding to momentum for change was the ground-breaking Save the Children-UK/UNHCR report which documented cases of aid workers sexually abusing and coercing people in camps through their control of humanitarian assistance and differential power relationships.[1]

As a response to the global concerns generated by this evidence of unprincipled humanitarianism, an *Inter-Agency Working Group on Camp Management in Sierra Leone* was established in October 2002 with the aim to enhance camp management practice through mapping the roles and responsibilities of camp managers/camp management teams, reviewing lessons learned and identifying good practice. The Working Group consisted of representatives from the International Rescue Committee (IRC), the Sierra Leone Government's National Commission on Social Action (NaCSA), the Sierra Leone office of the UN Office for the Coordination of Humanitarian Affairs (OCHA), the Sierra Leone field office of the UN High Commissioner for Refugees (UNHCR) and the Norwegian Refugee Council (NRC). The project was designed and implemented in close cooperation and dialogue with the camp residents and host populations.

In early 2003, the Inter-Agency Working Group in Sierra Leone decided to globalize this innovative camp management initiative. *A Camp Management Toolkit Editorial Group,* with representatives from the Danish Refugee Council (DRC), IRC, NRC, OCHA's Geneva-based Internal Displacement Unit and UNHCR was established. The agencies collaborated to produce a second draft version of the *Camp Management Toolkit* in 2004.

In response to the independent *Humanitarian Response Review* (HRR) of the global humanitarian system, published in 2005[2] the Cluster Approach was initiated. The Camp Coordination and Camp Management (CCCM) Cluster was one of the eleven clusters/sectors established at the global level. The Camp Management Project and the global CCCM Cluster support each other and aim for a common understanding of how camp management and coordination should be implemented. The Camp Management Toolkit is actively used, promoted and distributed by the CCCM Cluster and its partner organisations.

Today, the Camp Management Project consists of six member organisations – DRC, IRC, NRC, IOM, UNHCR and UNOCHA. Whilst all the members are either partners or co-lead of the global CCCM Cluster, The Camp Management Project retains autonomy, independently working towards a more systematic and principled system of management of both IDP and refugee camp situations.

1. www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D SE%20A%2057%20465.pdf
2. www.reliefweb.int/library/documents/2005/ocha-gen-02sep.pdf

APPENDIX 2: CLUSTER APPROACH AND CAMP COORDINATION/CAMP MANAGEMENT (CCCM) CLUSTER

INTRODUCTION TO THE CLUSTER APPROACH

Due to the ad hoc, 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 which was published in 2005. In response to the recommendations of the review, the Inter-Agency Standing Committee (IASC) – the main international forum for humanitarian coordination –set up measures to increase predictability and accountability in humanitarian response to situations of internal displacement. One of those initiatives was the cluster approach, through which the IASC has designated global cluster leads for clusters/sectors or areas of humanitarian activity where predictable leadership and/or enhanced partnership was needed.

The HRR noted that "almost all recent operations have disclosed a weakness in the sector of camp management." It highlighted a lack of ownership for the broader aspects of working with internally displaced populations in camp situations, weak capacity standards and the lack of tools and standards. This resulted in the Camp Coordination and Camp Management (CCCM) Cluster being one of the key (original) priority areas as there was no established network of agencies and organisations working on a coordinated approach to camp management and coordination, except for the inter-agency Camp Management Project.

The table on the next page gives an overview of the eleven (11) clusters/sectors and designated global cluster leads at the global level.

CLUSTER/SECTOR	GLOBAL CLUSTER LEADS
Agriculture	FAO
Camp Coordination/Camp Management	UNHCR (IDPs from conflict)
	IOM (disaster situations)
Early Recovery	UNDP
Education	UNICEF/Save the Children
Emergency Shelter	UNHCR (IDPs from conflict)
	IFRC – convener (disaster situations)
Emergency Telecommunications	OCHA/UNICEF/WFP
Health	WHO
Logistics	WFP
Nutrition	UNICEF
Protection	UNHCR (IDPs from conflict)
	UNHCR/OHCHR/UNICEF (disasters/civilians)
WASH (waters, sanitation, hygiene)	UNICEF

What is the Aim of the Cluster Approach?

In general, the Cluster Approach aims to ensure sufficient global capacity, as well as effectiveness of the response in five key ways. More specifically, the approach aims to:

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

When is the Cluster Approach Used?

The IASC has agreed that the cluster approach should be implemented at field level:

- in all new emergencies involving internal displacement
- in ongoing emergencies, gradually in a phased manner
- in all contingency planning for new emergencies.

The general procedure for adopting the cluster approach at country level, is:

- The Humanitarian Coordinator (HC), or Resident Coordinator, consults national authorities/counterparts and relevant IASC partners at the country level to determine priority sectors or areas of activity for the emergency.
- Based on these consultations, the HC (or RC) draws up a proposed list of sectors with designated sector/cluster leads for each, which is forwarded to the Emergency Relief Coordinator (ERC), requesting endorsement from the IASC.
- The ERC shares this proposal with the IASC, requesting endorsement or alternative proposals. The ERC ensures agreement is reached within the IASC.
- The ERC communicates the decision reached to the HC (or RC) and all relevant partners at global level, and the HC (or RC) informs the host government and all relevant country-level partners of agreed arrangements within the international humanitarian response.

INTRODUCTION TO THE CAMP COORDINATION CAMP MANAGEMENT (CCCM) CLUSTER

The CCCM Cluster is an inclusive group of actors that are active in the camp management and camp coordination sector in internal displacement situations. It continues to welcome and engage more partners, both at the global and national level, in an effort to maximise the resources and thereby improve inter-agency complementarities within the cluster. The CCCM Cluster encompasses a holistic approach to camp responses including camp coordination, camp management and camp administration, as explained in earlier chapters, within the broader humanitarian response.

The Camp Management Toolkit should be seen as a tool that camp managers use in carrying out their responsibilities in conjunction with the overall CCCM Cluster framework, and other key sectoral guidelines on standards and best practice. It is envisaged that as tools are developed within the cluster that they are included in the Toolkit.

CCCM Cluster at the Global Level

The cluster works at both the global and field level. Main focuses of the global level CCCM Cluster are:

- guideline, tool and framework development
- operational support to the field
- capacity building (training).

The global CCCM Cluster is a joint cluster with 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 upon to avoid duplication and ensure complementarity in activities, as the priorities in both types of emergencies are similar and many partners in the field respond to both types of emergencies. The CCCM Cluster is undertaking efforts to attain a common understanding of the camp management and camp coordination sector. In addition, as a cross cutting cluster/sector, it liaises with other sectors/clusters to ensure gaps are filled and duplication is limited.

CCCM Cluster at the Field Level

At the field level the CCCM Cluster strives to achieve an effective and efficient coordinated humanitarian response in situations where internally displaced populations are forced to seek refuge in camps/camp-like situations. 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 and consistent assistance to and protection of IDPs in and across camps
- advocacy for durable solutions
- secured humanitarian space
- securing camp coordination and camp management as a key sector which is resourced with adequate staff and funding
- organising closure and phase-out of camps upon IDPs return
- mainstreaming of cross-cutting issues including protection, environment, HIV/AIDS and age, gender and diversity.

To date the CCCM Cluster has been activated in several responses both in complex emergencies and natural disasters. The table below presents an overview of countries where the CCCM Cluster has been officially implemented or functioned according to the principles of the cluster approach, since 2005.

COUNTRY	TYPE OF RESPONSE
Pakistan	Natural disaster (earthquake and flooding)
Uganda	Conflict
Ethiopia	Natural disaster and contingency planning
Timor-Leste	Conflict
The Philippines	Natural disaster and contingency planning
Somalia	Conflict
Chad	Conflict
DRC	Conflict
Kenya	Conflict

As of 2008 it is expected that the cluster will be activated in many more humanitarian responses as the cluster approach continues to be rolled out.

Over the past two years, the CCCM Cluster carried out a series of capacity building activities, resulting in an increased awareness amongst partners of camp management/coordination and in increased capacity and qualified staff. Amongst these are:

- Training of Trainers (ToT) – Camp Management: two events in Addis Ababa and Manila
- Global Camp Coordination training: Ankara
- Regional CCCM trainings: Panama, Mali, Egypt
- National Camp Management trainings: Sudan, Amman (Iraq operation), Uganda, Sri Lanka, Timor- Leste.

A joint training strategy has been developed for the CCCM Cluster, with the aim of outlining the training options available, which are designed to meet the needs of different stakeholders, and to provide guidance on how training can be requested, and reporting requirements. The various training options offered by the CCCM Cluster Working Group – as outlined in the strategy document, are at three levels:

1. Camp Coordination: training for the staff of cluster leads (UNHCR, IOM or other designated agency leading CCCM Cluster).
2. Camp Coordination and Camp Management: training for diverse field personnel including UNHCR/IOM staff, government officials, NGO staff and in some cases staff of other agencies involved in humanitarian activities in camps.

3. Camp Management: training for NGO staff or other organisations involved in camp management activities in a given camp. Under this training, there are three learner profiles for:

   a) Camp Management Agencies and partners (usually local or international NGO staff)

   b) government/authorities staff

   c) leaders/committees of the IDP community or camp residents and/or members of the host community.

MAIN REFERENCES

For further general information about the background to the adoption of the cluster approach and its progress, visit:
www.humanitarianreform.org and www.icva.ch/doc00001560.html,

Specific information about the CCCM Cluster – its origin, objectives, members, activities and future work plans are at:
www.humanitarianreform.org/humanitarianreform/Default.aspx?tabid=78

Documents of particular importance are:
IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response.
www.humanitarianreform.org/humanitarianreform/Portals/1/
Home%20page/Annexe4.IASCGUIDANCENOTECLUSTERAPPROACH.pdf

IASC Operational Guidance for New Emergencies.
www.who.int/hac/network/interagency/news/operational_guidance/en/
index.html

IASC Operational Guidance for Ongoing Emergencies
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CCCM Training Strategy
www.humanitarianreform.org/humanitarianreform/Portals/1/cluster%20appr
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3 WS	Who, what, where?
ACF	Action Contre la Faim
ALNAP	Active Learning Network for Accountability and Partnership in Development
ARI	Acute Respiratory Infection
BID	best interests determination
BMI	Body Mass Index
CCCM	Camp Coordination and Camp Management
CEAP	Community Environmental Action Plan
CFW	cash-for-work
CHW	community health worker
CMR	crude mortality rate
DRC	Danish Refugee Council
EFA	Education for All
EPI	Expanded Programme of Immunisation
ERC	Emergency Relief Coordinator
FAO	Food and Agriculture Organisation
FFW	food-for-work
FGM	Female genital mutilation
GBV	gender-based violence
GIS	Geographical Information System
HAP	Humanitarian Accountability Project
HC	Humanitarian Coordinator
HRR	Humanitarian Response Review

IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDP	internally displaced person
IFRC	International Federation of Red Cross and Red Crescent Societies
IGA	income generating activity
IGO	intergovernmental organisation
IHL	international humanitarian law
INEE	Inter-Agency Network for Education in Emergencies
INGO	international non-governmental organisation
IOM	International Organization for Migration
IRC	International Rescue Committee
IRF	Incident Reporting Form
LEGS	Livestock Emergency Guidelines and Standards
MDG	Millennium Development Goal
MDM	Médecins du Monde
MOU	Memorandum of Understanding
MSF	Médecins Sans Frontières
MUAC	Mid Upper Arm Circumference
NFI	non-food item
NGO	non-governmental organization
NRC	Norwegian Refugee Council
PDA	Personal Digital Assistant
PLWHA	person living with HIV/AIDS
PTSD	post traumatic stress disorder
RH	Reproductive Health

SDC	Site Development Committee
SFP	Supplementary feeding programme
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
TFP	Therapeutic feeding programme
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nation's Children's Fund
UNMAS	United Nations Mine Action Service
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNO-HCHR	United Nations Office of the High Commissioner for Human Rights
VIP	Ventilated improved pit latrine
WASH	Water, Sanitation and Hygiene
WFH	weight-for-height
WFP	World Food Programme
WHO	World Health Organisation
WVI	World Vision International

Action Against Hunger/Action Contre La Faim (ACF).
www.actionagainsthunger.org

Action for the Rights of Children (ARC). www.savethechildren.net/arc

Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP). www.alnap.org

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Alert Net/Reuters Foundation. www.alertnet.org

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CARE International. www.careinternational.org

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International Council of Voluntary Agencies (ICVA). www.icva.ch/doc00000718.html

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International Rainwater Harvesting Alliance (IRHA). www.irha-h2o.org/

International Rescue Committee (IRC). www.theirc.org

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Livestock Emergency Guidelines and Standards (LEGS). www.livestock-emergency.net

Médecins Sans Frontières (MSF). www.msf.org

Norwegian Refugee Council (NRC). www.nrc.no

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