



UDOC

URBAN DISPLACEMENT &
OUTSIDE OF CAMP

Desk Review Urban Displacement & Outside of Camp



CCCM CLUSTER
SUPPORTING DISPLACED COMMUNITIES

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January 31 2014, Crowds amass on Rama Street for UNRWA humanitarian aid distribution. Yarmouk camp, Damascus, © UNRWA Archives.



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Contents

ACKNOWLEDGMENTS 3
CONTENTS 4
ABBREVIATIONS & ACRONYMS 6
FOREWORD 7
EXECUTIVE SUMMARY 10

PART 1: INTRODUCTION 17

1.1 BACKGROUND & SCOPE OF WORK 18
1.2 OBJECTIVES OF THE STUDY 19
1.3 METHODOLOGY 20

PART 2: LITERATURE REVIEW URBAN & OUTSIDE OF CAMPS SETTINGS 23

2.1 KEY FEATURES OF URBAN DISPLACEMENT OUTSIDE OF CAMPS 27
2.2 HUMANITARIAN CHALLENGES IN URBAN SETTINGS 33
 1. Identification of affected population 33
 2. Need for improved coordinated response among actors at the community level 35
 3. No existing common criteria to decide whether to provide aid in outside of camps 36
 4. No commonly agreed upon guidance for practitioners working with IDPs in outside of camp and camp-like settings 38
 5. Lack of global policy on working with national authorities to respond to the needs of urban IDPs outside of camps 38
 6. Boundaries between humanitarian and development assistance 41
 7. Host communities and host families 44
 8. Data collection focuses only on the initial humanitarian response 46
2.3 MOVING BEYOND AND URBAN-RURAL DICHOTOMY 47
2.4 STRATEGIES TO ADDRESS GAPS 51

PART 3: CCCM IN URBAN & OUTSIDE OF CAMP SETTINGS 53

3.1 REFLECTIONS TO DATE
3.2 CURRENT GOOD PRACTICES
 1. Areas of CCCM expertise relevant to urban and outside of camp displacement 59
 2. Governance and community participation 60
 3. Information Management 64
 4. Monitoring and advocacy for key services and protection 67
 5. Advocacy for durable solutions 71
 6. Capacity building 73

PART 4: A POSSIBLE CCCM APPROACH IN URBAN AND OUTSIDE OF CAMP SETTINGS 76

4.1 CENTRE FOR COMMUNICATION AND COMMUNITY MANAGEMENT 76
4.2 THREE POSSIBLE MODALITIES FOR A CCCM OUTSIDE OF CAMPS APPROACH 77
 1. Community Centre 78
 2. Community Engagement Centre 79
 3. Coordination Centre 79
4.3 CHALLENGES AND OPPORTUNITIES 80

PART 5: WAYS FORWARD 83

- 5.1 PARTNERSHIP AND CONSULTATION 84
- 5.2 ADVOCACY 84
- 5.3 CAPACITY BUILDING 85
- 5.4 TOOLS AND GUIDANCE DEVELOPMENT 86
- 5.5 PILOT PROJECT 86

CONCLUSION 90

ANNEX 1: MESSAGES FROM THE FIELD 91

- A1.1 CAMP MANAGEMENT COACHING, DADAAB (KENYA) 91
- A1.2 COMMUNITY RESOURCE CENTRE, HAITI 95
- A1.3 IDPS' INFORMATION CENTRE, YEMEN 98
- A1.4 DISPLACEMENT TRACKING MATRIX (DTM), MALI 101
- A1.5 VULNERABILITY ASSESSMENT, LEBANON 105
- A1.6 IDPS' INFORMATION HUB, MOGADISHU (SOMALIA) 107
- A1.7 CCCM CAPACITY BUILDING, NAMIBIA 110

ANNEX 2: TOOLS, GUIDANCE & APPROACHES FOR URBAN AND OUTSIDE OF CAMPS RESPONSES 113

- A2.1 OVERVIEW OF TOOLS, GUIDANCE & APPROACHES 114
- A2.2 HANDBOOK FOR THE PROTECTION OF INTERNALLY DISPLACED PERSONS 120
- A2.3 ONLINE RESOURCE PORTALS 121
- A2.4 ONGOING RESEARCH & INITIATIVES 122
- A2.5 OTHER TOOLS 127z

BIBLIOGRAPHY 128

Abbreviations & acronyms

ALNAP	The Active Learning Network for Accountability and Performance in Humanitarian Action
CAR	Central African Republic
CBO	Community-based organization
CCCM	Camp Coordination and Camp Management
CBPN	Community Based Protection Networks
CRC	Community Resource Centre, Haiti
DFP	Displacement Management Focal Point, Philippines
DRC	Danish Refugee Council
DTM	Displacement Tracking Matrix
ECHO	The European Commission's Humanitarian Aid and Civil Protection Department
FMP	Flow Monitoring Points
GPWG	Global Protection Working Group
HLP	Housing, Land and Property
IASC	Inter-Agency Standing Committee
ICLA	Information Counselling and Legal Assistance
ICVA	International Council of Voluntary Agencies
IDMC	The Internal Displacement Monitoring Centre
IDP	Internally Displaced Person
IFRC	International Federation of the Red Cross and Red Crescent Societies
IGA	Income-generating activity
INEE	Inter-Agency Network for Education in Emergencies
IOM	International Organization for Migration
IRY	Islamic Relief Yemen
JIPS	Joint IDP Profiling Service
MHCUA	Meeting Humanitarian Challenges in Urban Areas
NEMA	National Emergency Management Agency, Nigeria
NFI	Non-food item
NGO	Non-governmental organization
NORCAP	Norwegian Capacity Emergency Roster
NRC	Norwegian Refugee Council
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
QIP	Quick-impact project
SCWA	Sa'ada Charitable Women Association
SOP	Standard operating procedure
SRSG	Special Rapporteur of the Secretary General
ToR	Terms of reference
ToT	Training of trainers
TRSDG	Tacloban Recovery and Sustainable Development Group , Philippines
UDOC	Urban and outside of camp displacement
UN	United Nations
UN DESA	United Nations Department of Economic and Social Affairs
UN-HABITAT	United Nations Human Settlements Programme
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
WASH	Water, sanitation and hygiene
WATSAN	Water and sanitation
WB	World Bank
WFP	World Food Program

Foreword

This desk review looks at issues and challenges of supporting populations in urban displacement settings and outside of camp locations. Hence its title, shortened to the unusual and unpronounceable 'UDOC'. There is nothing unusual in such a review, as both urban displacement and non-camp situations are much discussed within the humanitarian community. What makes this review different is that it was organised and conducted by the staff of the Global Camp Coordination and Camp Management (CCCM) Cluster, inspired by the work of the Cluster in the field.

Why would the CCCM Cluster be thinking about urban displacement and displacement outside of camps? There are many reasons, some of which are addressed in detail in the review. But the question raised important, nearly existential, reflections within the Cluster about what exactly is the work and impact of the Cluster. We realised we had not yet found a way to articulate the vital elements of CCCM work without using the word 'camp'; and yet the Cluster is not about camps, it is about people. This is particularly important in an increasing anti-camp discourse within the international community, which risks dismissing key coordination, protection and communication lessons gained from over fifty years of working with forcibly displaced populations in camp and camp like settings.

CCCM actors are regularly confronted with the need to build bridges and engage actors outside of camps, as it is necessary for us to go beyond camp boundaries due to the fluid reality of displacement. We work outside of camps in order to facilitate returns, mediate conflict, and organize movements with service providers, local or national authorities, communities and affected populations.

Consultations with CCCM practitioners and partners highlight that these key functions of the CCCM Cluster are not always taking place in a coordinated manner outside of camps: there is little guidance on where to start when working with urban populations or how to access existing knowledge on a displaced population. The review highlighted CCCM's key function of ensuring real communication with service providers and populations in need, so that displaced populations know where to go to seek information, and local authorities can facilitate and provide assistance to displaced populations.

It is often reported that the level of services provided in a camp is greater than outside of camps and therefore some have argued that camps are the problem. However, it is not that people in camps have greater needs but that humanitarian actors often know more about their needs. An enhanced understanding of affected populations,

FOREWORD

both inside and outside of camps, is crucial to addressing anti-camp discourses as well as providing solutions to address dependency on humanitarian aid.

This reflection and analysis of the CCCM Cluster is a natural part of its evolution. As this review identifies gaps, articulates them and then suggests a way forward, issues in urban and outside of camp displacement have come to inform the very nature of CCCM as well as highlighting new areas for the application of its methodologies. We have to come up with new ways of looking at and articulating what Camp Management and Camp Coordination really means. In a broader sense, we hope that this review contributes to system-wide efforts to enhance understandings of displacement and provision of humanitarian assistance in urban and outside of camp settings; and enriches dialogue with multiple partners including OCHA, other Clusters and CCCM partners, national authorities, and early recovery and development actors.

We hope that this desk review will stimulate CCCM practitioners and partners to reflect on their approaches in urban and outside of camp settings. We hope that this will contribute to discussions in various arenas and to promote engagement, further debate and support to the field.

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MORE THAN 60 MILLION PERSONS FORCED TO FLEE

At the end of 2012, IDMC reported that 28.8 million people had been forced to flee their homes as a consequence of conflict and violence. IDMC reported that in 2012 a further 32.4 million people were newly displaced by natural disasters including floods, storms and earthquakes.

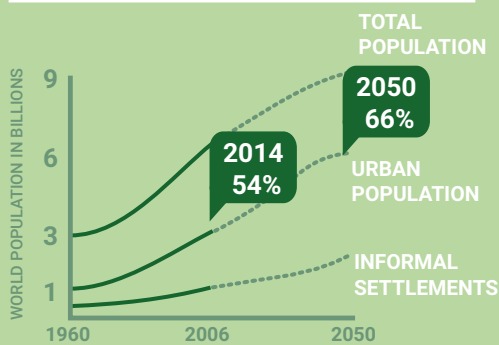
Source: IDMC, see page 24



MORE THAN 60 MILLION PERSONS FORCED TO FLEE

DAHSBOARD: GLOBAL TRENDS

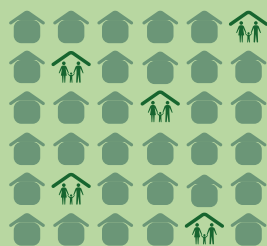
AN URBANISING WORLD



More than **1/2** of the world's population is urban, of which **1/3** is living in informal settlements

Source: UNDESA, World Urbanization Prospects 2014

MAIN SETTLEMENT TYPOLOGIES IDPs LIVING OUTSIDE CAMPS



Host communities



Informal settlements/
makeshift housing



Private accommodation
(rented)

Source: IDMC analysis on 30 countries, see page 24

MOST IDPs LIVE OUTSIDE CAMPS



80% of inter-nally displaced persons currently live outside camps

Source: IDMC, see page 26

Executive summary

This CCCM desk review on urban displacement and outside of camp contexts was conducted from July 2013 to March 2014. It aims to explore how CCCM resources and experiences of camp-based responses can be applied to addressing the needs of displaced populations outside of camps, in particular in urban environments. As part of the ECHO-funded Camp Coordination and Camp Management (CCCM) Cluster project *Enhancing the Coordination of Camp Management and Camp Coordination Intervention in Emergencies*, this desk review first identifies the main gaps in humanitarian responses in outside of camp contexts based on a literature review. Using case studies, the second part identifies a number of CCCM-related experiences of community support activities which are already being used in outside of camps contexts or which could be easily adapted. The final section presents a possible model of CCCM engagement outside of camps called the *Centre for Communication and Community Management*.

This document is not intended to be an academic study on outside of camp displacement. Rather, it has been primarily developed to build knowledge and awareness on the topic for CCCM practitioners. At the same time, it hopes to be a means to enhance dialogue with other actors within the Cluster system, national authorities, early recovery and development actors so as to improve the humanitarian response to the needs of IDPs outside of camps.

The issue of displaced populations in urban contexts and/or outside of camps is the most pressing challenge within the context of global displacement. Around 80 per cent of internally displaced persons (IDPs) currently live outside of camp-like settings.¹ These include displaced populations in isolated rural areas, being hosted by local families, living in subsidised or rented housing, dispersed in urban environments (often mixed with economic migrants and the local poor) or gathered in small informal spontaneous settlements of three to

¹ This figure is based on data from 30 countries provided to the CCCM Cluster in December by IDMC country analysts 2013. The countries taken into consideration were: Afghanistan, Azerbaijan, Bangladesh, Bosnia and Herzegovina, Burundi, CAR, Chad, Côte d'Ivoire, DRC, Georgia, Kosovo, Kenya, Liberia, Mali, Myanmar/Burma, Niger, Nigeria, Pakistan, Philippines, Russia, Senegal, Serbia, Sri Lanka, Somalia, Sudan, South Sudan, Togo, Turkey, Uganda, Yemen.

IDMC has noted that "in about half the countries [surveyed by IDMC] IDPs were both dispersed and in gathered settings such as camps and collective centres, while in the rest they were all in dispersed settings. The majority of IDPs in the world lived outside gathered settings", *Internal Displacement: Global Overview of Trends and Developments in 2010*, March 2011, p. 13,

<http://www.internal-displacement.org/publications/2011/internal-displacement-global-overview-of-trends-and-developments-in-2>

five households. Although issues affecting IDPs outside of camps have gained visibility on the humanitarian agenda, substantial gaps remain in terms of determining ways in which the Cluster system can respond.



DEFINING URBAN DISPLACEMENT AND OUTSIDE OF CAMPS (UDOC)

The term 'urban displacement' refers to the specific challenges related to urban scenarios where displaced populations often mix with the urban poor or migrants. While aware of the fact that urban displacement can also incorporate camp-like settings, in particular collective centres, this study considers the features of urban environments in relation to affected communities that are not supported through the traditional communal setting approach (camp or collective centre). The term 'outside of camp displacement' is used to indicate all other types of displacement such as urban or rural contexts but also any other displacement that cannot be clearly categorized as either urban or rural.

There is a common perception that populations living within camps are clearly separated from surrounding areas. However, in reality camp borders are less rigid and movement in and out of camps is very fluid. During the 2011 Annual Global CCCM Retreat it was recognized that CCCM actors are already involved in providing assistance to outside of camp populations. This has often been while facilitating return monitoring of displaced people moving toward durable solutions, supporting the creation of viable communities after displacement, collecting population data on IDPs located within host communities and providing support to people registered in camps but residing in other locations. During the retreat it was also noted that the CCCM response structure can assist in identifying and monitoring gaps in relation to service provision for IDPs outside of camps and also in helping to ensure a coordinated response at the community level. However, it was also recognized that there is a lack of guidance or common approach for CCCM practitioners in these contexts.

As a first step towards addressing this need the desk review analyses the main gaps in responding to the needs of displaced populations outside of camps. It seeks to provide an overview for CCCM practitioners to better understand the dynamics of outside of camp displacement. One of the main challenges observed in outside of camp contexts is the identification of displaced people who often remain 'invisible' – unable to receive assistance. This is mainly because IDPs want to keep a low profile, are often scattered in different areas within the host community, are highly mobile and cannot be considered a homogenous group. In recent years data collection methodologies

EXECUTIVE SUMMARY

have improved to enable better profiling of affected populations, but there is need to advocate for a consensus building approach to profiling and analysis of displacement in urban contexts.

In addition, the lack of coordinated response at the community level appears to be a concern. In particular, a coordination structure similar to the CCCM Cluster for a camp response is missing. If applied consistently, this could provide systems of accountability and coordination based on the participation of displaced communities, on-going follow-up of feedback mechanisms for affected populations, continuous assessment of needs and monitoring of service delivery.

Of particular interest to the CCCM Cluster is the need for common criteria to decide whether to provide aid in outside of camp contexts. A more coordinated and holistic approach to balance interventions for both IDPs in camps and outside of camps needs to be designed after specific needs and operational contexts have been analysed. It is also important to highlight the consequences of the general lack of support for host communities and host families, since in many emergencies the predominant coping strategy for the vast majority of the displaced population is to find a host family from whom they can receive accommodation and support.

There has been a lot of recent work aimed at addressing these gaps and humanitarian organisations are aware of the need to re-examine their tools and strategies. There is an urgent need to enhance and develop the capacity of humanitarian staff in order to tackle the complex issues of urban and outside of camp displacement. Another important urgent need underlined in this study is to work toward durable solutions by bridging humanitarian and development assistance. Engagement with local government and local communities is a priority in situations of outside of camp displacement. Such cooperation should become the norm, as it already is for development agencies which have mainstreamed local ownership and building self-resilience into their work.

Limited humanitarian capacity to respond to the needs of those displaced and living outside of camps remains a paramount concern. Effective humanitarian intervention for IDPs outside of camps, in both urban and rural contexts, requires building much larger capacity of humanitarian and local actors in terms of human resources and support services. This will require all stakeholders to develop innovative approaches to funding, planning and coordination.

As a second step, in order to analyse how the CCCM Cluster's key skill-set can be operationally applied, a collection of field practices, *Messages from the Field* (See Annex 1), was compiled with the support of CCCM practitioners working in different displacement set-

tings. It outlines CCCM activities and approaches already used in outside of camps contexts in countries such as Haiti, Namibia, Somalia and Yemen (or which can be easily adapted) by CCCM Cluster leads and NGO partners.

This study identifies five key areas of work considered crucial to improved response to outside of camps contexts:

1. governance and community participation;
2. information management;
3. monitoring of and advocacy for provision of protection and key services;
4. advocacy for durable solutions; and
5. capacity building.

For each area of work CCCM activities that could be adapted to outside of camp settings were identified. These include training and coaching for those involved in local governance structures; mobilisation and outreach techniques; feedback mechanisms; support and formation of community groups; information management tools; techniques to monitor gaps in service provision; communication/coordination mechanisms with service providers; CCCM experts' roster and communication with affected populations.

This overview is the result of consultations carried out with the Global CCCM Cluster team, NGOs, partners and other Cluster representatives. It is not an exhaustive list of current and potential good practices but serves as an initial step to reflect on how CCCM expertise could complement the work of other agencies and Clusters working outside of camps.

Based on the analysis of the gaps identified and CCCM best practices outlined in the case studies, this desk review recognises that CCCM methodologies and tools based on a community-centred approach are important in responding to IDPs' needs within a defined geographical area of intervention – specifically in relation to communication, community engagement and coordination. Of particular relevance are methodologies that focus on the mobilisation and participation of camp and host populations in the camp governance system. Ensuring meaningful inclusion of women, children, older persons and persons with specific needs in decision-making processes is especially important.

As a result of these reflections, this paper proposes a possible CCCM approach to systematising outside of camp interventions and shar-

ing lessons learnt. In particular the possible CCCM approach for outside of camps is based on:

- the recommendation of several actors to set up information centres – where IDPs can be informed about available services, receive training on their rights and counselling – to be implemented together with outreach teams able to access remote areas and/or vulnerable groups;²
- the observation that in urban settings humanitarian actors have to work not only with national governments but, also with representatives of both the displaced and the host communities as well as urban management actors such as mayors and municipal or local authorities, private sector actors, civil society and providers of such services as water sanitation and hygiene (WASH), waste management and law enforcement;
- learning from previous field experiences of CCCM practitioners such as IDP community centres in Yemen; community resource centres in Haiti; Camp Management capacity building of displaced communities in Sri Lanka and Kenya; the on-going efforts of CCCM actors to deal with outside of camps displacement within CCCM activities in places such as Burma/Myanmar, Mali, the Philippines, and South Sudan and other examples of urban assistance to refugees. In these contexts CCCM actors have had to adopt, or were recommended to adopt, flexible approaches which go beyond the traditional camp-centred approach due to displacement patterns, security, access issues and identified needs; and
- the observation that for urban and outside of camp IDPs no structure similar to the CCCM Cluster exists which would ensure accountability through the consistent and systematic coordination of services based on a community-centred approach, on-going cross-sectorial needs assessments and monitoring of the delivery of key services.

The *Centre for Communication and Community Management* is proposed as a possible CCCM approach to outside of camp displacement. It is primarily conceptualised as a built space, but could also serve as a mobile centre to reach out to a large number of IDPs.

Such a centre has the potential to take on a number of modalities depending on available capacity, scale and complexity of the emergency, and the requirements of both the community and the actors involved in the response. Three possible modalities could be 1) a communication centre; 2) a community engagement centre; and 3) a coordination centre. Each of these functions could be implement-

² See for example, UNHCR, 2010, *Internally Displaced Persons outside of camps: Achieving a More Equitable Humanitarian Response*, paper prepared by UNHCR and the Representative of the Secretary General for the Human Rights of IDPs for Inter-Agency Standing Committee, 77th Working Group Meeting, 7-9 July 2010, p. 6.

ed independently or in combination with each other. The Centre is a flexible approach that can be used in outside of camp contexts where there is need for a common community platform for displaced populations, host communities and national and international actors with the aim of increasing effectiveness and accountability of the humanitarian response at the community level. The main goal of this proposed approach is to increase the resilience of both IDPs and host populations and to support the process of identifying durable solutions.

In conclusion, possible ways forward for the CCCM Cluster in urban and outside of camp settings include:

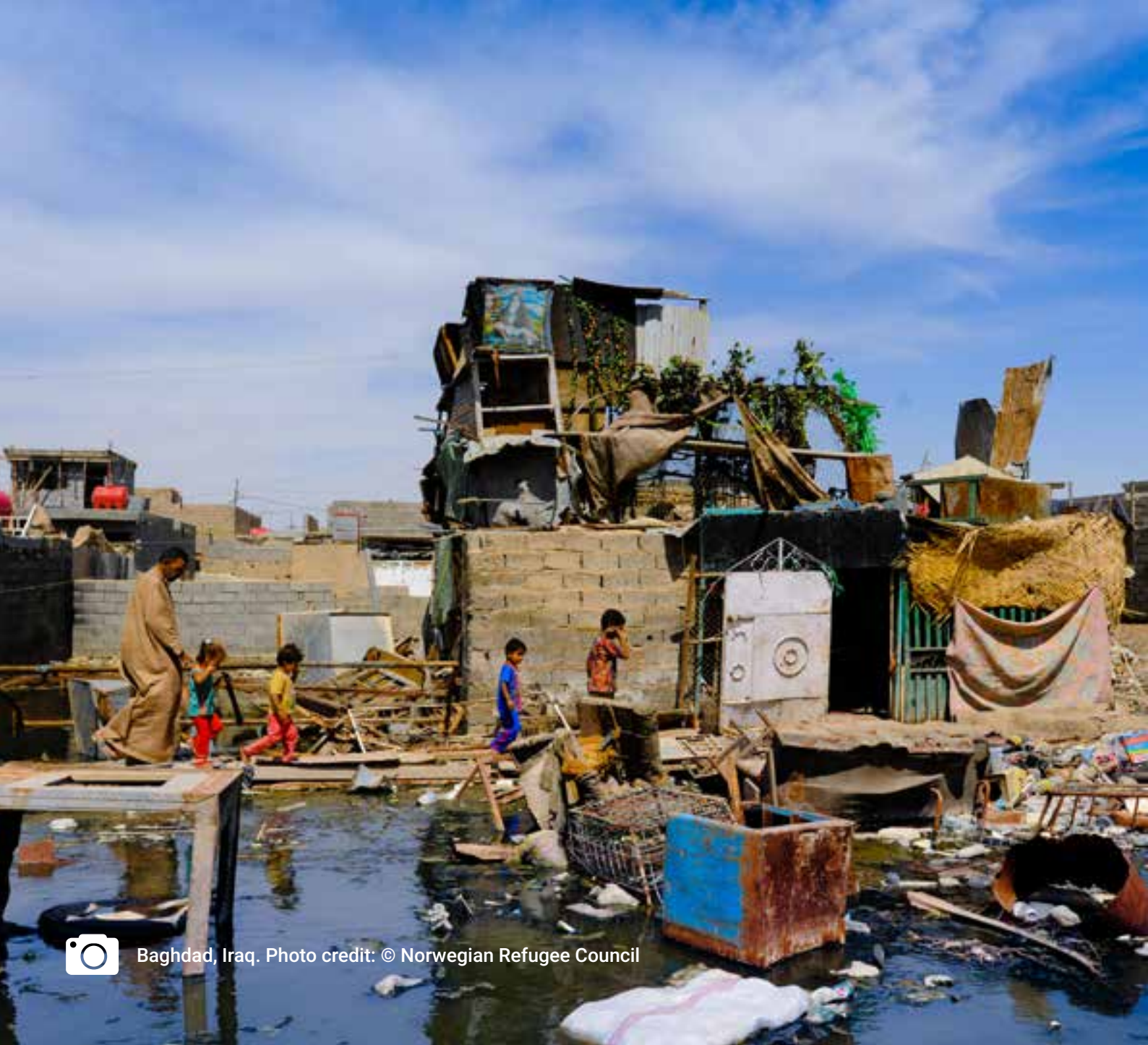
- **piloting the proposed model**, the *Centre for Communication and Community Management*, in cooperation and agreement with the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the Cluster system, in at least two countries in order to understand the operational requirements and gain lessons learned to later define a CCCM framework for outside of camp displacement;
- **enhancing and building effective partnerships with OCHA and with other Clusters (in particular Protection and Shelter) as well as development actors, peace building actors, urban specialists, academic institutions and the private sector** in order to avoid overlaps and maximise the contributions of each towards strengthening the resilience of displaced communities residing outside of camps;
- **engaging in advocacy initiatives with the aim of improving linkages between emergency and development responses**, developing selection criteria for camp and non-camp interventions for displaced populations and linking outside of camp displacement with disaster risk reduction and preparedness initiatives;
- **engaging in a multi-agency discussion** to analyse and discuss different tools/methodologies used by other Clusters and agencies to train humanitarians and affected communities on outside of camp contexts so as to build on CCCM's strong expertise in training and capacity building and engage a pool of expert trainers; and
- **developing tools and guidance, continuing assessments and analysis of CCCM best practices outside of camps**, systematising current experiences and tools related to urban and outside of camp displacement in order to support CCCM practitioners working in these contexts.

This desk review does not claim to be exhaustive but, rather, as initial reflections on how CCCM expertise could complement the work of other agencies and Clusters working outside of camps. The work of CCCM actors should not be viewed only within the confines of camp boundaries. Rather, what is needed is a dynamic approach and set of tools that adapt to displacement trends based on upholding human rights and addressing the needs of displaced populations, regardless

EXECUTIVE SUMMARY

of where they have been displaced.

Based on experience and recognised strengths in community-centred approaches, the CCCM Cluster can contribute to filling gaps related to communication, community engagement and coordination by facilitating the connection between IDPs and other actors and, where possible, by ensuring a physical presence within a defined geographical area of intervention. The development of specific tools and guidance based on the pilot of the CCCM proposed model for outside of camps response will be the foundation for defining a CCCM framework for urban environment and outside of camps scenarios in agreement and collaboration with the broader Cluster system.



Baghdad, Iraq. Photo credit: © Norwegian Refugee Council

TABLE OF CONTENTS PART 1

1.1 BACKGROUND & SCOPE OF WORK	PAGE 18
1.2 OBJECTIVES OF THE STUDY	PAGE 19
1.3 METHODOLOGY	PAGE 20

Part 1

Introduction

1.1 Background & scope of work

Internal displacement outside of camps represents one of the most pressing challenges in global displacement and has received increased attention from the humanitarian community over the last fifteen years. It is acknowledged that there has been a lack of capacity and limited engagement from the humanitarian community to adequately address this challenge.¹ In particular, the earthquake that devastated the Haitian capital Port-au-Prince on 12th January 2010 served as a wake-up call for the humanitarian community to begin improving efficiency in responding to the needs of affected communities outside of camps, particularly in urban environments. Several initiatives have begun to address the challenges of assisting IDPs outside of camps with special attention focused on identification and profiling.

The Task Force of the IASC Working Group on Meeting Humanitarian Challenges in Urban Areas (MHCUA) approved a two-year action plan in November 2010.² The resulting strategy presented a series of recommendations on how humanitarian actors can improve their effectiveness in urban environments.³ In December 2011 Chaloka Beyani, the UN Special Rapporteur on the Human Rights of Internally Displaced Persons, provided in-depth analysis of the situation of IDPs living outside of camps in a report to the UN Human Rights Council.⁴ He focused on three specific issues: IDPs who live in urban contexts; IDPs and host communities; and the role of local authorities in responding to IDPs outside of camps. The Special Rapporteur recommended a more effective and equitable response toward IDPs outside of camps and the host communities assisting them.

The overall goal of the CCCM Cluster is to improve the living conditions of IDPs by facilitating the effective provision of protection and services in camps and camp-like settings,⁵ advocating for durable solutions and ensuring the organised closure and phase-out of camps upon the IDPs' return, resettlement or local integration. The current scope of the CCCM Cluster is, in theory, limited to camps and

1 Ramalingam, B. and Knox-Clarke, P., 2012, *Meeting the Urban Challenge: Adapting Humanitarian Efforts to an Urban World*, ALNAP, <http://www.alnap.org/resource/6606>

2 See: <http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subidi-common-default&sb=74>

3 Inter-Agency Standing Committee (IASC), 2011, *IASC Strategy: Meeting humanitarian challenges in urban areas*, http://www.who.int/hac/network/interagency/news/iasc_strategy_urban_areas.pdf?ua=1

4 The term is used here to refer to persons displaced from their place of habitual residence to another location within their own country. IDP is a descriptive, not a legal, definition as the legal rights of IDPs are upheld by their national government.

5 The term "camp" refers collectively to all types of camps and communal settings covered by the CCCM Cluster. This includes: planned camps, self-settled camps, collective centres, reception and transit centres and evacuation centres. Camps and communal settlements are temporary sites that should only be established as a last resort.

camp-like settings.

Nevertheless, while camp borders are often seen as clearly defined by the humanitarian community, they are much more fluid for IDPs, host populations and local authorities. As a result, CCCM actors are regularly required to engage in activities with IDPs and host communities. Camp Managers and Camp Coordinators are also frequently involved in the provision of assistance outside of camps, especially when engaging in camp closure and monitoring returns outside of camps.

During the Annual Global CCCM Retreat in 2011 it was recognised that although CCCM practitioners are engaged with affected populations outside of camps, there is little guidance within the CCCM Cluster for Camp Managers and other CCCM practitioners on how to consistently do so. In this meeting it was suggested that the Cluster should further analyse how these CCCM approaches and experiences can be adapted and then applied to the identification of gaps in service provision for IDPs outside of camps. The aim of such analysis would be to support coordinated responses at the community level within clear guidelines and in partnership with other Clusters.

Consequently, addressing the needs and the vulnerabilities of IDPs outside of camps has been identified as one of the strategic priorities for the CCCM Cluster for 2013-2016 and constitutes a component of an ECHO-funded CCCM Cluster initiative, *Enhancing the Coordination of Camp Management and Camp Coordination Intervention in Emergencies*.

Within this framework, the CCCM Cluster has been exploring how to adapt existing CCCM tools and resources for outside of camp IDP settings, such as IDPs living in isolated rural areas, hosted by local families, living in subsidised or rented housing, dispersed in urban environments or gathered in small informal spontaneous settlements of between three and five households.

1.2 Objectives of the study

This desk review primarily aims to be an introductory tool for CCCM practitioners. It presents the main issues of outside of camp displacement and underlines some best practices in the existing work of CCCM actors. The study then proposes a possible CCCM approach based on the experience and knowledge of CCCM Cluster lead agencies and NGO partners.

The main focus is on outside of camp displacement in urban environments, but rural settings are also briefly discussed. While acknowledging that there are some fundamental differences between urban and rural displacement, the study uses the distinction urban/rural only as a general indication. It recognises that the two realities

often overlap and face similar challenges in terms of humanitarian response.

In more detail, this desk review aims to:

- examine secondary data to describe the general features of outside of camp settings, outline latest practices in humanitarian responses to IDPs outside of camps and underline gaps and resources identified at the global level;
- explore the areas of work where the CCCM Cluster, along with partners, can offer expertise and support based on current best practices of CCCM's approach outside of camps;
- outline a potential CCCM outside of camps approach – the *Centre for Communication and Community Management* – to be developed in light of gaps identified, current CCCM best practices and consultations with CCCM experts; and
- provide suggestions for further actions to be taken by the CCCM Cluster to further analyse and formally operationalise the CCCM outside of camps approach.

This desk review does not attempt to be an academic study on outside of camps displacement but a means to raise awareness and build knowledge on the topic among CCCM practitioners. At the same time it hopes to encourage dialogue and debate between other actors, Clusters, development and early recovery actors as well as national authorities – all working together to improve humanitarian response to displaced populations outside of camps.

The desk review was undertaken from July 2013 to March 2014. It should be noted that observations about the displacement contexts discussed in this study and statistics on displacement presented may not reflect realities at time of publication but, rather, the situations prevailing during the study.

1.3 Methodology

The first part of this desk review draws on secondary literature to better inform current reflections within the humanitarian community on IDPs outside of camps. The literature review includes recent articles, publications and tools produced by agencies, Clusters and research institutions related to the challenges of working in urban environments and outside of camps contexts in both conflict-induced and natural disaster contexts. The IASC strategy *Meeting Humanitarian Challenges in Urban Areas* (MHCUA),⁶ the reports and recommendations of the Special Rapporteur, Chaloka Beyani⁷ and IDMC's analysis

6 Inter-Agency Standing Committee (IASC), 2011, *IASC Strategy: Meeting humanitarian challenges in urban areas*, http://www.who.int/hac/network/interagency/news/iasc_strategy_urban_areas.pdf?ua=1

7 See: <http://www.ohchr.org/EN/Issues/IDPersons/Pages/Visits.aspx>

were of particular importance for this study.



INTERNALLY DISPLACED PERSONS OUTSIDE OF CAMPS

“The expression IDPs outside of camps refers to IDPs who may live in a variety of settings or situations; they may be in urban, rural, or remote areas, renting, owning a housing, sharing a room, living with a host family, being homeless, occupying a building or land that they do not own, or living in makeshift shelters and slums.”¹

¹ UN Human Rights Council, 2011, *Report of the Special Rapporteur on the Human Rights of Internally Displaced Persons*, Chaloka Beyani, p. 7

http://www.ohchr.org/Documents/HRBodies/HRCouncil/RegularSession/Session19/A-HRC-19-54_en.pdf

This first section of analysis also includes examples of existing tools and methodologies used in outside of camps, generally in urban contexts, which have been developed or adapted by other Clusters and agencies (see Annex 2 – Tools and approaches for outside of camp response).

In order to analyse how CCCM’s expertise can be operationally applied, a collection of field practices, *Messages from the Field* (see Annex 1), was compiled with the support of CCCM practitioners working in different displacement settings. *Messages from the Field* consists of CCCM activities and approaches already used in outside of camps contexts (or which can be easily adapted) by the CCCM Cluster leads and by NGO partners in countries including Haiti, Namibia, Somalia and Yemen. Examples and good practices from refugee contexts that are potentially relevant to IDP contexts, such as Lebanon and Jordan were also considered. Consideration of these examples was also crucial in developing the proposed CCCM approach for outside of camp displacement, *Centre for Communication and Community Management*, presented in the final section of this document.

The study was conducted in a consultative manner, with a range of agencies and organisations. The on-going dialogue and engagement with other stakeholders within the Cluster system was crucial to investigating how the CCCM Cluster can better address the needs of IDPs within and outside of camps, while avoiding overlaps and maximising resources. The CCCM Cluster hosted an inter-agency workshop with NGO partners and representatives of other Clusters in September 2013. It sought to share the CCCM Cluster’s observations on outside of camp displacement, map current initiatives and receive feedback on how external Cluster partners view CCCM’s contribution to filling the gaps identified in humanitarian responses. Also, during

PART 1: INTRODUCTION

the workshop, the initial concept of the *Centre for Communication and Community Management* was presented for discussion.

CCCM experts were also involved in discussion during several meetings and workshops. The Global CCCM Retreat in November 2013 provided an opportunity to directly engage CCCM practitioners in dialogue on the links between CCCM tools and issues around urban and outside of camp displacement. An in-depth analysis was conducted on the benefits, challenges and alternatives of the proposed *Centre for Communication and Community Management*.⁸

This study is the first step towards better defining a CCCM framework for urban and outside of camp contexts. This will require extensive consultation within the Cluster system, increased engagement of the CCCM Cluster in advocacy initiatives related to outside of camps, the development of customised tools and guidance and field testing of the proposed approach.

⁸ See: Global CCCM Cluster, 2013, *Global CCCM Cluster Retreat Report 2013*, <http://www.globalcccmcluster.org/tools-and-guidance/publications/global-cccm-cluster-retreat-report-2013>



North Kivu, DRC (April 2013) Goma has been a central point for the reception of displaced persons over the last 20 years of conflict in the eastern Democratic Republic of Congo. Photo credit: IOM, <https://www.flickr.com/photos/iom-migration/8887642238/in/photolist-ex9S3F-ex9Sdk-ex9SkH-ex9S8T-ex9Sgx-exgeBc-exgeV4-exgfeg-exjqQ-exgeuT-exjqK9-exgeJB-exjqz1-exgekr-exrbtY-exrbJb-exrba3-exrbXh-exntJA-exnu3s-exjgyM-exjgV2-exnup1/>



TABLE OF CONTENTS PART 2

2.1 KEY FEATURES URBAN DISPLACEMENT	PAGE 27
2.2 HUMANITARIAN CHALLENGES IN URBAN SETTINGS	PAGE 33
2.3 MOVING BEYOND AN URBAN-RURAL DICHOTOMY	PAGE 47
2.4 STRATEGIES TO ADDRESS GAPS	PAGE 51

Part 2

Literature Review Urban & Outside of Camp Settings

According to IDMC estimates, 80 per cent of IDPs currently live outside of camps. The reasons that IDPs decide to reside outside of camps are linked to a number of factors. In some cases, camps or formal settlements are not present. They may be inaccessible due to security issues or distance. In addition, displaced persons frequently feel more physically and emotionally secure outside of camps. For some contexts living in camps maybe culturally inappropriate. The box below outlines trends in global displacement provided by IDMC.



KEY ELEMENTS OF GLOBAL TRENDS ON INTERNALLY DISPLACED PERSONS OUTSIDE OF CAMPS

- At the end of 2012, IDMC reported that 28.8 million people had been forced to flee their homes as a consequence of conflict and violence.
- IDMC reported that in 2012 a further 32.4 million people were newly displaced by natural disasters including floods, storms and earthquakes.
- In at least half of the countries monitored by IDMC there were few or no formal camps or collective shelters for IDPs displaced by conflict and violence.¹

Other information provided by IDMC country analysts from a sample of 30 countries:²

- Main settlement typology for IDPs outside of camps:
 1. Host communities (families and friends) in 12 countries
 2. Informal settlements (makeshift housing) in 9 countries
 3. Private accommodation (rented) in 7 countries
- Typology: 26 per cent urban, 63 per cent mixed, ten per cent rural (out of 19 countries)

¹ *Internal Displacement: Global Overview of Trends and Developments in 2010*, March 2011, p. 13

<http://www.internal-displacement.org/publications/2011/internal-displacement-global-overview-of-trends-and-developments-in-2>

² This information is based on data provided to the CCCM Cluster by IDMC country analysts in December 2013. The countries taken into consideration were: Afghanistan, Azerbaijan, Bangladesh, Bosnia and Herzegovina, Burundi, CAR, Chad, Côte d'Ivoire, DRC, Georgia, Kosovo, Kenya, Liberia, Mali, Myanmar/Burma, Niger, Nigeria, Pakistan, Philippines, Russia, Senegal, Serbia, Sri Lanka, Somali, Sudan, South Sudan, Togo, Turkey, Uganda, Yemen.

Key protection issues:

- lack of or inadequacy of assistance;
- tension between IDPs and local hosts around land issues;
- lack of access to humanitarian aid or jobs;
- lack of access to land and housing;
- livelihood recovery challenges;
- need for IDPs to engage in dangerous/exploitative activities (including survival sex) and extra-work in exchange for food and shelter in host families;
- food insecurity;
- risk of violence from armed groups or inter-communal violence;
- risk of landmines;
- lack of tenure security;
- risk of evictions;
- limited access to basic services;
- lack of documentation;
- unemployment;
- inadequate housing;
- high poverty incidence;
- overcrowded households which expose women and girls to enhanced risk of sexual abuse; and
- limited access to legal and psychological assistance and pressure on urban facilities and infrastructure.

Key assistance gaps:

- lack of disaggregated data;
- food and relief assistance often not available for outside of camp IDPs;
- available assistance is often cut-off without assessment of progress towards durable solutions;
- IDPs in private accommodation are not included in housing assistance schemes;
- lack of registration and therefore assistance;
- invisibility of IDPs residing outside of camps makes them less likely to be assisted;
- no assistance for local integration; and
- access to IDPs is sometimes difficult due to security risks.



OBSERVATIONS ON OUTSIDE OF CAMP CONTEXTS FROM THE SPECIAL RAPPORTEUR ON THE HUMAN RIGHTS OF INTERNALLY DISPLACED PERSONS, CHALOKA BEYANI¹

- The assistance and protection of internally displaced persons living outside of camps are often neglected. There is relatively little guidance, tools or coordination structures;
- most IDPs live outside of camps rather than in large camps, informal settlements or collective IDP centres. A significant and growing number of such IDPs are living in urban areas;
- there has often been an implicit assumption that IDPs living outside of camps are less in need of protection and assistance because family, neighbours or friends care for them or because they have found durable solutions of their own. However this is often not the case;
- IDPs often resort to living in slums or dangerous areas of a city with no security of tenure, less access to services and at risk of forced evictions and secondary displacements;
- specific community-based approaches by national authorities and humanitarian and development actors are required to better support communities hosting IDPs outside of camps;
- there is a need for a greater focus in assisting host communities (in tandem with helping IDPs) in order to prevent tensions, inequalities or increased vulnerability of hosts;
- more predictable support systems and good practices and standards need to be developed; and
- local authorities must be supported and strengthened as they are often the best placed to identify and assist IDPs outside of camps living in their communities.

¹ UN Human Rights Council, *Report of the Special Rapporteur on the Human Rights of Internally Displaced Persons, Chaloka Beyani*, 2011.

http://www.ohchr.org/Documents/HRBodies/HRCouncil/RegularSession/Session19/A-HRC-19-54_en.pdf

2.1 Key features of urban displacement outside of camps

Urban displacement raises two contradictory challenges: given its scale, it is impossible to ignore, but given its complexity, it is extremely difficult to address.¹

It has been widely recognised that in the future humanitarian actors will increasingly operate in urban environments. Since 2008, 50 per cent of the world's population has lived in cities, and urban populations are expected to double in the next 40 years.² Most population growth will be concentrated in cities and towns in the least developed countries, in particular in South Asia and Sub-Saharan Africa. This demographic transition is creating complex urban landscapes with disproportionately large slums that are especially vulnerable to natural and man-made hazards.

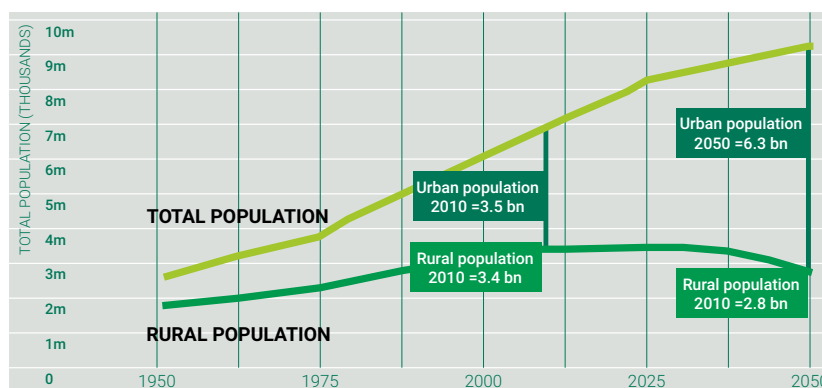


Figure 1: Urban and rural population by development group 1950-2050, UN DESA, 2010³

The presence of IDPs in urban areas is directly linked to the global trend of increasing urbanisation. In 2011, IDMC reported that in at least 47 of 50 countries monitored IDPs were residing in urban areas.⁴ In Kabul (Afghanistan), it is estimated that 70 per cent of the population are returnees or IDPs. Some other examples of cities where there

1 Haysom, S., 2013, *Sanctuary in the city? Urban displacement and vulnerability* – Final Report, Overseas Development Institute (ODI), p.5, <http://www.odi.org.uk/publications/7547-sanctuary-city-urban-displacement-vulnerability-final-report>

2 United Nations Department of Economic and Social Affairs (UN DESA), 2010, *World Urbanization Prospects – The 2009 Revision*. p.4, http://esa.un.org/unpd/wup/Documents/WUP2009_Highlights_Final.pdf

3 Sanderson, D. and Knox Clarke, P.(2012), *Responding to urban disasters: learning from previous relief and recovery operations*, ALNAP, p.2, www.alnap.org/pool/files/alnap-prevention-lessons-urban.pdf

4 Internal Displacement Monitoring Centre, 2012, *Global Overview 2011: People internally displaced by conflict and violence*, p. 8.

has been significant population growth related to the influx of IDPs, refugees and returnees include Abidjan (Cote D'Ivoire), Bogotá (Colombia), Johannesburg (South Africa), Juba (South Sudan), Karachi (Pakistan), Khartoum (Sudan), Luanda (Angola), Monrovia (Liberia), Nairobi (Kenya), and Sana'a (Yemen).⁵ The reasons behind settling in urban areas are influenced by various context-specific circumstances including hopes for greater livelihood opportunities, better access to services, anonymity, being with other family members and security concerns.



MULTIPLE TYPES OF DISPLACEMENT CENTRAL AFRICAN REPUBLIC

In the Central African Republic (CAR), there is a large presence of urban and outside of camp IDPs. At the beginning of the latest of CAR's many displacement crises in December 2013, one of the multiple types of displacement involved the formation of isolated and trapped pockets of IDPs both within the capital, Bangui, and in adjacent villages. In some cases, there has been no access to humanitarian aid. Humanitarian aid did not reach the tens of thousands of displaced people hiding in the bush.¹ In March 2014, there were around 615,700 recorded IDPs, 425,000 outside Bangui and 190,700 IDPs in Bangui living in 44 sites and with host families.²

1 Integrated Regional Information Networks (IRIN), 2013, *Aid agencies struggle to reach all of CAR's needy*, 6 December 2013
<http://www.refworld.org/docid/52a7052d4.html>

2 Report Commission Mouvement de Population
<http://reliefweb.int/sites/reliefweb.int/files/resources/140121%20CMP%20Dashboard.pdf>

Many IDPs settle in areas where the urban poor or other migrants live, often in slums or informal settlements where state capacity to deliver services and infrastructure is weak. They find themselves in hazardous environments, living on flood plains or hillsides made more vulnerable by deforestation, land erosion and clogging of natural drainage channels. Time and again such areas are exposed to recurrent natural disasters or conflict and IDPs frequently become victims of multiple displacements.

In many African cities, rapid and unregulated urbanisation can be both a consequence and a cause of displacement. It should be noted that not all urban IDPs come from rural areas for there are significant movements from one urban centre to another.

5 Crisp, J., Morris, T. and Refstie, H., 2012, *Displacement in urban areas: new challenges, new partnerships*, *Disasters* (36), p. 26.



VULNERABILITY DUE TO MULTIPLE DISPLACEMENTS

The vast majority of people displaced (98 per cent from 2008-2012) were in developing countries, reflecting the strong correlation between poverty, the number of people exposed to hazards and displacement. Furthermore, many of the countries where people were displaced are also conflict affected, compounding vulnerability and risk of further displacement.¹

The term “secondary displacement” may be defined in different ways but generally refers to when repatriated former refugees become IDPs or when IDPs are further displaced. This might be caused by context specific factors such as land and property disputes, reoccurring natural disasters and conflict. It is hard to quantify secondary displacement and the blurred categorisation of IDP/returnee frequently makes it more difficult to attempt profiling exercises that would determine their typology or needs for assistance and advocacy.

For example:

- The majority of the estimated 1.79 million IDPs in the Kivus in the Democratic Republic of the Congo (DRC) have experienced protracted and multiple displacements. Many have fled at least twice, with some having fled more than three times.
- In Colombia in late 2010, people were displaced and relocated to temporary shelters, which then themselves became flooded. In early 2011 in a second wave of flooding, they were again relocated. Some of the flooded areas had already received IDPs from the ongoing armed conflict leading in some cases to three consecutive displacements caused by a combination of conflict and natural disasters.

¹ Internal Displacement Monitoring Centre, May 2013, Global Estimates 2012: People Displaced by Disaster. p.7, <http://www.internal-displacement.org/publications/2013/global-estimates-2012-people-displaced-by-disasters>

The large presence of displaced populations in urban areas has significant impacts, placing additional pressure on local markets, as well as social and administrative structures. The displaced population and the host community are both exposed to serious risks including communicable diseases, food insecurity and marginalisation.⁶

In addition, the influx of a displaced population can have an impact on social cohesion, especially if, as is commonplace, the displaced belong to a different ethnic or religious group than their host com-

⁶ Zetter, R. and Deikun, G., 2010, *Meeting Humanitarian Challenges in Urban Areas*, Forced Migration Review (34), p.5, <http://www.fmreview.org/en/urban-displacement/FMR34.pdf>

munity. If the displaced community receives material assistance this can foster social tension or possibly incite violence from disgruntled members of host communities.

While displaced in an urban environment IDPs endure similar challenges to those faced by both the urban poor and economic migrants. However, IDPs are normally prone to further risks due to the trauma of displacement. These can include loss of assets, inability to access secure housing, limited social networks, separation from family members, problems with documentation and poor access to available services. IDPs living in urban areas are often exposed to exploitation, extortion, organised crime and antagonism from host communities. Frequently IDPs become victims of forced evictions and expulsions. Thus ensuring security and protection of IDPs in urban areas is one of the most significant challenges facing the humanitarian community.

Previously, it was assumed that displaced persons in urban environments – both refugees and IDPs – were for the most part self-reliant without further investigating if they were living in extreme poverty or surviving by illegal or degrading activities. It was also assumed that the majority of IDPs in urban areas were young males, when in reality most are women and children.⁷

Vulnerable groups in urban settings can be hard to identify because they are typically dispersed across an entire city and are not settled in one geographically defined community. Often they constitute a very low concentration of the whole host population, making them difficult to locate. They may have reason to preserve their anonymity or lack the means to travel across cities to register themselves, assuming mechanisms exist. Thus, methodologies commonly used in a camp response to identify those most in need cannot be applied in the same way in outside of camp contexts. Here the first challenge to address is not identifying needs, but understanding whom among the population is affected by displacement.

Many urban IDPs originate from rural areas and may lack urban skill-sets, finding it hard to adapt to the urban labour market and to access any available vocational training opportunities.⁸

In urban settings, the assumption that displacement is a temporary condition and that IDPs will return to their place of origin when the situation permits, is not always the case. Very often displaced persons do not return home for reasons typically related to challenges of

7 Crisp, J. and Refstie, H., 2011, *The urbanisation of displaced people*, CIVIS, no. 5, Cities Alliance, <https://www.citiesalliance.org/sites/citiesalliance.org/files/CIVIS-DisplacedPeople-July2011.pdf>

8 Ferris, E., 2011a, *Resolving Internal Displacement: Prospects for Local Integration*, Brookings – LSE Project on Internal Displacement, p.19, <http://www.refworld.org/docid/4e65f4ac2.html>

property restitution, limited opportunities for viable livelihoods, poor access to housing and services, and on-going insecurity in places of origin.⁹ IDPs' main motivation for staying in urban areas is greater livelihood opportunities. The humanitarian community must acknowledge that the will to remain in urban areas is not necessarily an indication that IDPs have found durable solutions.¹⁰



INTER-AGENCY RETURN INTENTION ASSESSMENT AFGHANISTAN

In Afghanistan, an inter-agency assessment, based on 1,015 interviews with IDP households found 76 per cent of respondents had greater interest in settling in their current location and only 23 per cent expressed a preference to return to their place of origin. Profiling showed that urban IDPs are less interested in return than rural IDPs and that the longer the displacement the less likely it is that IDPs have an intention to return.

The survey considered conflict- and natural-disaster-induced IDP households in urban, rural and semi-rural areas in five provinces: Kabul and Nangahar in the east, the southern province of Kandahar, the western province of Herat and Faryab in the northwest.¹

¹ Joint IDP Profiling Service (JIPS), 2012, *Profile at a glance: Afghanistan*, http://www.jips.org/system/cms/attachments/277/original_Afghanistan_profile_at_a_glance.pdf

While urban environments make displacement more complex they also offer opportunities for economic production and self-reliance. Large cities tend to be better equipped to integrate IDPs due to greater availability of resources, services, NGOs, international and private organisations, vocational training and tertiary education.¹¹ However, often insecurity in urban settings can make it difficult for NGOs to actively participate in IDP assistance projects.¹² In cities, civil society is generally more engaged and politically active and information is more accessible. This can represent an advantage for both the displaced population and stakeholders trying to assist them.

⁹ Fagen, P., 2011, *Refugees and IDPs after Conflict: Why They Do Not Go Home*, Special Report 268, United States Institute of Peace, <http://permanent.access.gpo.gov/gpo19432/SR268Fagen.pdf>

¹⁰ Brookings-LSE Project on Internal Displacement, 2013, *Under the Radar: Internally Displaced Persons in Non-Camp Settings*, Brookings-LSE, October 2013, p.9, <http://www.brookings.edu/~media/research/files/reports/2013/10/noncamp%20displaced%20persons/under%20the%20radaridps%20outside%20of%20camps%20oct%202013.pdf>

¹¹ *Ibid.* p.58.

¹² Ferris, E., 2011a, *op. cit.*, p. 58.



IASC STRATEGY ON MEETING HUMANITARIAN CHALLENGES IN URBAN AREAS (MHCUA)

In March 2009, the IASC 73rd Working Group Meeting endorsed the creation of an IASC Task Force to develop a strategy to address the humanitarian consequences of urbanisation. The Task Force was mandated to undertake an assessment of key strategic and practical challenges and institutional gaps in humanitarian assistance in urban areas and present a set of recommendations. In November 2010, the working group endorsed a final strategy and a two-year action plan to strengthen humanitarian operations in urban areas. The strategy is built around six key objectives:

1. strengthening partnerships among urban stakeholders for more effective humanitarian response;
2. strengthening technical surge capacity of experts with urban skills;
3. developing or adapting humanitarian tools and approaches for urban areas;
4. protecting vulnerable urban populations against gender-based exploitation and violence;
5. restoring livelihoods and economic opportunities so as to expedite early recovery in urban areas; and
6. improving preparedness in urban areas to reduce vulnerability and save lives.

Working under the direction of the IASC Working Group, the strategy and action plan was developed by the IASC MHCUA Task Force, chaired by UN-HABITAT, with the active participation of UN agencies, the International Organization for Migration (IOM), the main international NGO consortia and the Red Cross/Red Crescent Movement. Subsequently the Task Force was transformed into a Reference Group to provide follow up on the strategy and action plan.

The IASC MHCUA was developed based on four cases studies, Nairobi and Eldoret (Kenya), Manila (Philippines) and Port-au-Prince (Haiti). The main challenges identified are common in all four cities:

1. limited interaction with local government, host communities, civil society, and the private sector;
2. camp-based focus rather than a neighbourhood approach; and
3. uncoordinated action.

In the four cities, the main coping strategy for displacement was staying with local families.¹

¹ Inter-Agency Standing Committee, 2011, IASC Strategy: Meeting humanitarian challenges in urban areas, http://www.who.int/hac/network/interagency/news/iasc_strategy_urban_areas.pdf?ua=1

2.2 Humanitarian challenges in urban settings

This section outlines the main gaps in humanitarian response relevant to CCCM identified through reviewing recent literature on urban displacement and consultative discussions with CCCM and Cluster partners.

1. Identification of affected population

One of the main challenges encountered when working with IDPs in urban areas is the identification of affected populations. Often IDPs want to keep a low profile. They tend to avoid registration or profiling exercises and try to be absorbed into social structures without being noticed. In urban environments, the displaced are often scattered in different areas, mix with the urban poor and economic migrants, are highly mobile, moving from rural to urban areas but also within and among neighbouring cities. This makes it difficult to reach them, identify them among the surrounding community and collate reliable statistics. In addition, displaced populations have varying levels of education, skills, and assets. A major obstacle to accurately identifying persons of concern in urban contexts is that in some countries governments tend to define urban IDPs as urban migrants for political reasons.



URBAN PROFILING, DEHLI INDIA

In 2013, the Joint IDP Profiling Service (JIPS) and the Feinstein International Centre supported a UNHCR-led profiling exercise of the three main refugee populations under UNHCR's mandate in India: Afghans, Burmese and Somalis. Profiling sought to compare the three groups as well as the host community and the Indian urban poor in areas where refugees reside.

The exercise was conducted through three main phases:

1. **preparation and planning:** scoping mission and methodology development through a tailored multiple sampling strategy;
2. **data collection:** finalised tools, trained staff and conducted household survey (1,063 households) and focus group discussions; and
3. **data analysis and reporting:** data processing in the Statistical Package for the Social Sciences (SPSS) and systematisation of qualitative data.

Using a collaborative approach the profiling exercise primarily focused on a livelihoods analysis and was able to compare the needs and coping strategies of the different refugee groups. The results are being used to inform advocacy and programming activities of UNHCR and other stakeholders.¹

¹ Joint IDP Profiling Service (JIPS), 2013 and Feinstein International Centre, *Urban Profiling of Refugee Situation in Delhi: Refugees from Myanmar, Afghanistan and Somalia and their Indian Neighbours: a Comparative Study*, http://www.jips.org/system/cms/attachments/605/original_Urban_Profiling_of_Refugees_Situations_in_Delhi.pdf

Over the past few years, data collection methodologies have been improved to better understand the profiles and needs of people of concern.¹³ Several methodologies have been used for this purpose, such as profiling, household surveys for IDPs and the host community, focus group discussions, collecting information on IDPs not living in camps but who come to the camps to receive assistance, community outreach approaches through community networks and local partners.

However, there is not yet a consensus among governments and humanitarian agencies on how to use these methodologies in different contexts to ensure effective and timely data collection and profiling

¹³ This is largely due to the work in recent years of the Joint IDP Profiling Service (JIPS), an inter-agency service seeking to promote collaborative responses and solutions for IDPs by equipping governments, humanitarian organisations and development actors with accurate information about IDP situations (see www.jips.org/) and The Assessment Capacities Project (ACAPS), an initiative of a consortium of three NGOs (HelpAge International, Merlin and NRC) seeking to support assessment of humanitarian needs in complex emergencies and crises (see www.acaps.org).

systems.¹⁴ This means that in many countries the majority of IDPs remain 'invisible', unable to be identified and receive assistance. A comment made on Kenya by Chaloka Beyani, the Special Rapporteur on the Human Rights of Internally Displaced Persons, is relevant in many other contexts:

The lack of accurate and efficient systems of registration and disaggregated data collection had resulted in a situation whereby many IDPs were not included in assistance, protection and durable solutions programmes.¹⁵

Working with local governments and advocating with different actors for consensus building approaches to profiling and analysis of displacement in urban contexts should be improved.



INTER-AGENCY FRAMEWORK - GUIDANCE ON PROFILING INTERNALLY DISPLACED PERSONS

In 2008, the *Guidance on Profiling Internally Displaced Persons* was developed by NRC/IDMC and OCHA's Displacement and Protection Support Section (DPSS) as an inter-agency framework to support humanitarian actors in collecting better data on IDPs by proposing different contextually appropriate profiling. It explores IDP profiling, constraints in distinguishing them from other population groups, and the merits of different methodologies.¹

¹ Norwegian Refugee Council and UN Office for the Coordination of Humanitarian Affairs (OCHA), 2008, *Guidance on Profiling Internally Displaced Persons*, <https://docs.unocha.org/sites/dms/Documents/Guidance%20on%20Profiling%20Internally%20Displaced%20Persons,%20OCHA-NRC,%20English.pdf>

2. Need for improved coordinated response among different actors at the community level

It is recognised that in urban environments there are frequently problems of coordination among the large number of humanitarian actors, development agencies and government ministries, particularly when it comes to profiling IDPs living outside of camps and their assistance needs.¹⁶ For example, ensuring water and sanitation for

¹⁴ Brookings-LSE Project on Internal Displacement, *op. cit.* p.9.

¹⁵ *Ibid.* p.9.

¹⁶ Crisp, Morris and Refstie, *op. cit.*

IDPs dispersed in a large city is far more complicated than in a camp setting. In camp responses, the responsibilities and tasks of each agency and host governments are normally defined, coordination meetings are held and data and information about IDPs are regularly exchanged, with additional targeted assistance for the particularly vulnerable.

Lack of coordination and communication among different actors and the communities affected by displacement (both hosts and IDPs) following an emergency can be a significant challenge for Clusters in attempts to be present at the community level. In camp settings, the Camp Manager is the first port of call for IDPs who have questions or complaints regarding services and they are often the focal point for other Clusters and service providers. The role of Camp Manager is thus important in assuring assistance and feedback between IDPs, service providers, donors and other national and international stakeholders. Clear communication between these different levels is crucial to ensure accountability. Outside of camps there are no clear roles akin to that of a Camp Manager that ensure accountability.

The Cluster system still does not have a joint approach or a specific Cluster lead to coordinate responses targeting IDPs outside of camps.¹⁷

A coordination structure similar to the CCCM Cluster for a camp response – which can provide the coordination of service delivery based on the participation of the displaced community, continuous assessment of needs and monitoring of service delivery – does not exist or is not applied consistently to urban and outside of camp populations.¹⁸

Additionally there is a need to consider how the Cluster system can best support various ministries and offices of national and local governments. It seems that the Cluster system is recognised as the first point of contact for national disaster management agencies but is not always compatible with local coordination structures.

3. No existing common criteria to decide whether to provide aid in outside of camp contexts

Although urban displacement has received recent attention, the humanitarian response to internal displacement is still largely focused on IDPs in camp settings.¹⁹ The discussion over a camp or a non-camp approach is out-dated.²⁰ The key question is whether camps are the best temporary solution – providing a rapid and effective provision of assistance and immediate visible results – or whether they are se-

17 Davies, A., 2012, *IDPs in Host Families and Host Communities: Assistance for hosting arrangements*, UNHCR, p.29, <http://www.refworld.org/pdfid/4fe8732c2.pdf>

18 UNHCR, 2010, *op. cit.*

19 UNHCR, 2010, *op. cit.*

20 Black, R., 1998a, *Putting Refugees in Camps*, *Forced Migration Review* (2), pp. 4-7.

lected as the most convenient option for aid providers and donors?²¹

Providing assistance in camps may undermine traditional coping mechanisms for whenever assistance is only concentrated in camps it creates a pull factor²² for populations that would otherwise be assisted in their current locations. In some situations, this can promote dependency and create obstacles to long-term solutions. Camps if not well-managed can become venues for violence and human rights abuses. Yet camps bring public awareness and visibility to the situation of IDPs.

In contrast, IDPs who do not live in camps are often out of the public eye; it is more difficult to identify IDPs living dispersed in communities that are often poor themselves. It is also more difficult to develop appropriate policies to protect and assist them. IDPs living in non-camp settings are usually 'under the radar'.²³

For these reasons, urban IDPs often receive little attention from donors.

When there are constraints in accessing affected populations due to security reasons (for example in Afghanistan, DRC, Iraq, Somalia and Yemen) or limited human and financial resources, the humanitarian focus is targeted in areas with the highest accessible concentration of an IDP/refugee population. In the case of a sudden-onset disaster, a camp response ensures timely protection and assistance to a large number of people. Often, humanitarian actors arrive to find populations already gathered in informal settlements²⁴ and coping in whatever way they can. In other cases, displaced communities concentrate in camps, primarily seeking physical security. Very often, given available resources, the camp response is the only viable way to provide a safe, secure and healthy environment to support participation and resilience and provide access to protect basic human rights.

There is another important point that needs to be underlined. Often a response focuses on camps because there is not enough capacity and resources to work outside them. It is unrealistic to assume that

21 Haver, K., 2008, *Out of Site: Building better responses to displacement in the Democratic Republic of the Congo by helping host families*, Oxfam pp. 14-15, <http://www.oxfam.org/sites/www.oxfam.org/files/out-of-site-drc-0908.pdf>

22 "In the context of a camp: A *pull factor* would be a feature or event that attracts a person to the camp. Reasons for this might be better conditions and service provision, protection issues, and family or community reunification. 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, unfavorable conditions, oppression, the disregard of human rights or a lack of assistance and services." Camp Management Toolkit, Norwegian Refugee Council/The Camp Management Project Edition, 2008, p. 211.

23 Brookings-LSE Project on Internal Displacement, *op. cit.*, pg. i.

24 For CCCM Cluster actors the first question to be asked is whether a camp is the most appropriate transitional settlement option for the displaced population. For the CCCM Cluster, camps are a last resort and should be established only when other solutions are neither feasible nor preferable. For more information, see the Camp Management Toolkit, chapter 1, *What is Camp Management?*

humanitarian agencies will be equipped with funds and resources to assist the entire affected population in the same way as in camps. This will require a completely different approach, one no longer based on the provision of assistance to a single 'beneficiary' or household but interventions that can benefit affected communities or reinforce coping and resilience mechanisms.

In addition, although it has been observed that camps can be a 'burden' on their host community, they can also bring economic benefits and development potential. They can introduce new skills and expand the consumption of food and commodities such as building materials, stimulating the host economy. At the same time, the host community may benefit from assistance programmes such as infrastructure and welfare services provided by agencies responding to displaced community's needs.²⁵

Whether using in camp or outside of camp responses, humanitarian actors should advocate for a rights-based approach to allow displaced populations to be able to go where they feel safest. Assistance should be provided in ways that support livelihoods and keep families together. It is a reality that there is an uneven distribution of aid between camp-based displaced persons and those living outside them. In an emergency there is rarely time and an organised structure to engage in an in-depth analysis of options, "going away from a quasi-automatic camp-based response to a more comprehensive approach".²⁶

Overall, a more coordinated and holistic approach is needed to balance interventions for both IDPs in camps and outside of camps. Any response needs to be designed after the specific needs and operational context are identified.²⁷

4. No commonly agreed upon guidance for practitioners working with IDPs outside of camps and camp-like settings

There is a wealth of tools, approaches, policies, and practices designed for camp and rural settings. There is an urgent need to develop the capacity of humanitarian staff approaches to tackle the complex issues of urban displacement. Though there has been a lot of recent work aimed at addressing this gap, it remains more at the level of individual agency activities rather than a collective inter-agency approach.

One of the main gaps identified by the IASC MHCUA is the lack of urban-specific operational strategies and tools for humanitarian actors to support national authorities in such key humanitarian sectors as

25 A study of Dadaab refugee camp showed that the positive economic impact of the camps for the host community was \$14 million – about 25 per cent of the per capita income of Kenya's North Eastern Province. Income benefits to the host community from the sale of livestock and milk alone were \$3 million, while over 1,200 local people benefited from refugee camp-related employment or trade-related work. See Zetter, R., 2012, "Are refugees an economic burden or benefit?", *Forced Migration Review* (41)

26 UNHCR, 2010, *op. cit.*

27 *Ibid.*

WASH, Food Security, Shelter, Health and Protection.²⁸ Situations like Mali, where a massive number of IDPs fled from the north to settle in southern urban areas and outside of camps, demonstrates how the global lack of guidance is leading to predominantly camp-based responses. Refugees International has observed that:

While humanitarian workers in Mali acknowledge that it is preferable for the IDPs to be living in the community rather than in camps, they also point out that the current guidance for IDP protection and programming is based almost exclusively on camp settings.²⁹

Humanitarian organisations are aware of the need to use an urban lens to re-examine their tools and develop strategies specifically for urban areas.³⁰ Following the 2010 Haiti earthquake urban expertise was crucial in providing early WASH interventions in Port-au-Prince. Urban community development specialists were essential for needs assessments carried out by the International Federation of Red Cross and Red Crescent Societies (IFRC).³¹ Although “the humanitarian community is outside of its comfort zone”,³² there have been recent efforts to adapt and develop tools and guidance. Platforms have been created and made available for sharing in a comprehensive manner (see Annex 2 – Tools, Guidance and Approaches for Outside of Camp Responses).

5. Lack of global policy on working with national authorities to respond to the needs of urban IDPs outside of camps

Humanitarian actors need more guidance in working with national and local actors in developing policy and strategies to tackle the issues of IDPs outside of camps. The approach should be based in particular on the *Guiding Principles on Internal Displacement*,³³ the *African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (the Kampala Convention)*³⁴ and the *Inter-Agency Standing Committee (IASC) Framework on Durable Solutions for Internally Displaced Persons*.³⁵

28 IASC, 2011, *op. cit.* pp.7-8.

29 Refugees International, 2013, *Hidden and in Need: Urban Displacement in Southern Mali*.
<http://www.refintl.org/policy/field-report/hidden-and-need-urban-displacement-southern-mali>

30 Ferris, E., 2011b, *Ten Observations on the Challenges of the Humanitarian Work in Urban Settings*, Brookings Institute,
<http://www.brookings.edu/research/opinions/2011/06/30-humanitarian-urban-ferris>

31 Grünewald et. al., *op. cit.*

32 Crisp, Morris and Refstie *op. cit.*

33 See: <http://www.idpguidingprinciples.org/>

34 See: <http://www.au.int/en/content/african-union-convention-protection-and-assistance-internally-displaced-persons-africa>

35 See: <https://docs.unocha.org/sites/dms/Documents/IASC%20Framework%20DS%20for%20IDPs.pdf>

It is important to consider that partnerships with national and municipal actors during an active conflict are not always an option humanitarian agencies can undertake lightly. This is especially so where there is the need to negotiate access with existing leadership structures on both sides of the conflict. Policies for outside of camp displacement will therefore need to be adapted to specific scenarios.

Over the years there have been important developments in policies for urban refugees, notably UNHCR's updated 2009 version of the *Policy on refugee protection and solutions in urban areas*. This document underlines the main protection needs of urban refugees and, keeping in mind crucial differences, makes some observations related to needs and protection risks also valid for IDPs in urban contexts.



UNHCR POLICY ON REFUGEE PROTECTION AND SOLUTIONS IN URBAN AREAS

Since 1997, there has been a radical change in UNHCR's approach towards displacement in urban areas. In 1997, UNHCR's policy stated that assistance to the urban caseload had to be reduced to a minimum. In 2001, an evaluation of the policy was produced, underlining the weak points and the need for improvement. In 2009, UNHCR issued a new policy on refugee protection in urban areas, starting a new approach.¹ In 2012, a global survey on the implementation of the policy on refugee protection and solutions in urban areas was conducted.²

The new policy focuses on refugees, not IDPs, and frankly acknowledges failures to provide protection and assistance in urban areas. The policy emphasises that UNHCR's mandated responsibilities to refugees are not affected by their location: cities are legitimate places for refugees to reside in. Most significantly, however, the document stresses that providing urban refugees with protection, solutions and assistance depends on national and municipal actors.³

1 UN High Commissioner for Refugees (UNHCR), 2009, *UNHCR policy on refugee protection and solutions in urban areas*, <http://www.unhcr.org/4ab356ab6.html>

2 Morand, M, Mahoney, K. with Bellour S. and Rabkin, J. , *The Implementation of UNHCR's Policy on Refugee Protection and Solutions in Urban Areas: Global Survey 2012*. UN High Commissioner for Refugees (UNHCR), <http://www.unhcr.org/516d658c9.html>

For a critique of this assessment of progress, see Morris, T. and Ben Ali, S., 2012, *UNHCR Reviews its Urban Policy: An air of Complacency?*, <http://urban-refugees.org/debate/unhcr-reviews-urban-policy-air-complacency/>

3 Crisp and Refstie, 2011, *op. cit.* p. 6.

6. Boundaries between

humanitarian and development assistance

The challenge of bridging the gap between relief and development assistance so as to advance durable solutions for displaced populations has been discussed for many decades. Humanitarian actors often cease providing assistance after the emergency phase and development actors then intervene to promote early recovery, reconstruction and facilitate the search for durable solutions. The need to overcome this gap – also defined as the “transition” phase – has been discussed through many programmes and initiatives.³⁶ The fact that donors have separate funding streams for humanitarian and development programmes is one of the primary obstacles to establishing effective cooperation and coordination.



IASC FRAMEWORK ON DURABLE SOLUTIONS

The *IASC Framework on Durable Solutions for Internally Displaced Persons* indicates that a “durable solution is achieved when internally displaced persons no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement.”

Within the IASC Framework eight criteria determine to what extent a durable solution has been achieved:

1. long term safety and security;
2. adequate standard of living;
3. access to livelihoods;
4. restoration of housing, land and property;
5. access to documentation;
6. family reunification;
7. participation in public affairs; and
8. access to effective remedies and justice.

For each of these criteria indicators of progress toward achieving a durable solution are defined.¹

¹ Inter-Agency Standing Committee and Brookings Institution-University of Bern Project on Internal Displacement, 2010, IASC Framework on Durable Solutions for Internally Displaced Persons, <https://docs.unocha.org/sites/dms/Documents/IASC%20Framework%20DS%20for%20IDPs.pdf>

³⁶ Deschamp, B., Lohse, S. (2013), Still minding the gap? A review of efforts to link relief and development in situations of human displacement, 2001-2012, UNHCR, <http://www.unhcr.org/512cdef09.pdf>

The dichotomy between humanitarian and development actors is particularly challenging for providing protection and assistance to IDPs in urban areas where a stronger inter-agency approach is required. Protecting the rights of IDPs living outside of camps in urban areas mainly entails working with municipal authorities and existing structures so as to target whole communities. It has been recognised that effective assistance and help towards durable solutions for the displaced involves addressing issues such as sustainable livelihoods, the resolution of housing, land and property (HLP) issues and transitional justice – all areas that fall into the broader development portfolio and where development and early recovery actors have more expertise. In urban areas, engagement with local government and local communities is a priority and it should become the common ground that is shared with early recovery/development agencies that have emphasised the importance of local ownership and building self-resilience.³⁷ Given that the majority of conflict-induced displaced populations live in protracted situations, it has been recognised that achieving long-term durable solutions for ending displacement hinges on the resolution or solutions of issues traditionally viewed as within the development, rather than humanitarian, domain.³⁸

Chaloka Beyani's October 2013 report to the UN General Assembly specifically highlighted this fact by stating "that effective support for durable solutions requires the engagement and synergies from both development and humanitarian actors" as well as with peace building actors. The report underlined that differences in terminology and conceptual frameworks hamper cooperation between humanitarian, development and peace-building actors in support of durable solutions. This has created a "misperception that displacement is simply a humanitarian issue, rather than a complex phenomenon often requiring development and peace building solutions."³⁹ The Special Rapporteur recommends systematic and early engagement of humanitarian, development and peace building actors to identify mechanisms to promote an integrated approach to solutions.

Achieving durable solutions for IDPs in urban areas involves challenges around guaranteeing universal human rights, development, reconstruction and peace building. Thus coordination and engagement of various actors is required with the work of international humanitarian and development actors, complementing that of national authorities.

37 Inter-Agency Standing Committee, 2013, Resilience: What does it mean in practice?, IASC, Panel Discussion, www.humanitarianinfo.org/IASC/pageloader.aspx?page=content-news-newsdetails&newsid=158

38 Ferris, E., 2013, Transition and Durable Solutions for Displaced Persons: 21 Reasons for Optimism, Brookings Institute, <http://www.brookings.edu/research/speeches/2013/04/18-durable-solutions-displacement-ferris>

39 UN General Assembly, 2009, Protection of and assistance to internally displaced persons: note by the Secretary-General, UN General Assembly, 3 August 2009, A/64/214, <http://www.refworld.org/docid/4a9e2c21d.html>

To ensure a smooth transition between humanitarian response and early recovery and development, advocacy and engagement with donors and other relevant actors is needed to emphasise that the presence of displaced populations in urban areas is a development issue that needs to be addressed in the emergency response phase.



EARLY RECOVERY IN THE PHILIPPINES

Created as part of the response to Typhoon Haiyan/Yolanda, which virtually destroyed the Filipino city of Tacloban in December 2013, the Tacloban Recovery and Sustainable Development Group (TRSDG) is an example of how

involving early recovery actors from the beginning of an emergency can have a positive impact. Destruction was so extensive that existing evacuation centres could not host all IDPs. Some collective centres had dire conditions, including some with no WASH facilities. This led to many IDPs returning to their homes to salvage debris and begin reconstruction. As there was a great need for early recovery efforts and no space existed to create temporary accommodation for affected persons, a multi-Cluster (CCCM, Protection, WASH, and Shelter) initiative was formed to launch the TRSDG. The group worked in parallel with actors in the emergency phase to start addressing issues of housing and other aspects of the search for durable solutions.

Led by UN-Habitat, the TRSDG helped coordinate other actors involved in reconstruction efforts. It had a five-pillar structure (built environment, natural environment, social recovery, economic recovery and leadership and institutions). A working group looked at the IDP situation and how the affected population, which had been in temporary settlements at one stage, had moved back to into their community of origin while remaining displaced. This involved factors that are hard to monitor in the emergency phase. HLP rights were an issue as many IDPs were informal settlers prior to the disaster. Also the government was about to expand its policy of banning residence in highly vulnerable coastal areas, causing further displacement.

The TRSDG helped the humanitarian assistance phase to proceed without losing sight of mid-to-long term planning. It also allowed strategic response plans to be geared towards key priorities such as communication with IDPs and participation in decision-making related to temporary and permanent housing solutions.

7. Hosting communities and host families

The catch-all term 'host community' can obscure the complexity and variety of hosting arrangements in communities in which IDPs live.⁴⁰ Host communities can have positive attitudes towards displaced populations but can also see them as competitors for livelihood opportunities and natural resources. Conflict and tension arise in cases of protracted displacement, especially if the displaced population share the same living arrangements. In certain contexts, local authorities may view the presence of a displaced population as temporary and as a potential threat to the host community. Projects promoting co-existence, reconciliation and social integration are critical to address discrimination and possible conflicts. In the four contexts studied by the IASC MHCUA (Manila, Port au Prince, Nairobi and Eldoret, Kenya)⁴¹ the predominant coping strategy for the vast majority of displaced persons was to find a host family where they could receive accommodation and support.

The needs of host families have tended to be overlooked. The reasons that IDPs decide to reside with host families include a number of factors. They may feel more physically and emotionally secure and/or have economic and cultural reasons. The international humanitarian community relies on host families as a *de facto* response mechanism.⁴² Often host families are in effect "silent NGOs" because of their crucial role within an emergency.⁴³ The IASC MHCUA strategy notes that "a more systematic assessment and approach to supporting host families as partners in humanitarian responses is a high priority for IASC agencies and other humanitarian actors".⁴⁴ Often IDPs stay with host families or as close as possible to their home area. This is more beneficial to the IDPs themselves in the medium to long-term. The humanitarian community should encourage and support host-type arrangements.

40 Brookings-LSE Project on Internal Displacement, *op. cit.* p.10.

41 Inter-Agency Standing Committee, 2010, *Synthesis Paper Case Studies: Manila, Nairobi, Eldoret and Haiti*, <http://www.alnap.org/resource/7480>

42 Haver, *op. cit.* p. 13

43 Davies, *op. cit.* p.11.

44 IASC, 2011, *op. cit.* p.5.



UNDP ASSISTANCE TO SYRIAN REFUGEES

In countries neighboring Syria, the UN Development Programme (UNDP) supports host communities by improving infrastructure, boosting local economic and employment opportunities, especially for vulnerable people. UNDP's approach in response to the Syria crisis has been to help bridge humanitarian and early recovery interventions, seeking to build a common agenda of community resilience and support community self-reliance by engaging with host communities and refugees.¹

In Lebanon and Jordan UNDP recognizes that expanding local livelihoods options, strengthening local service delivery and encouraging community self-reliance, are vital to maintaining social cohesion. Assistance has been targeted toward supporting communities absorbing and hosting increasingly large numbers of refugees, as the flow of refugees is placing extreme pressure on local communities, social systems and public services.

The 'Host Communities Support Project' by UNDP and the Ministry of Social Affairs in Lebanon engages in community-based initiatives that bring local authorities and civil society together, strengthens the capacity of civil society actors to engage in conflict mitigation and enhances local enterprise opportunities among the most vulnerable communities.

In Jordan, the 'Mitigating the Impact of the Syrian Refugee Crisis on Jordanian Vulnerable Host Communities'² project supports employment opportunities and strengthens basic social services delivery in the most affected communities in order to attempt to maintain stability.

1 United Nations Development Programme, Restoring Livelihoods: UNDP Response in Syria, http://www.undp.org/content/dam/rbas/doc/SyriaResponse/UNDP_Syria_humanitarian_livelihoods_programme_brochure_Eng_Feb_2014.pdf

2 See: <http://www.hostcommunities-jo.org/host-communities-coordination/>

According to the *Guiding Principles on Internal Displacement* "every internally displaced person has the right to liberty of movement and freedom to choose his or her residence,"⁴⁵ and "internally displaced persons, whether or not they are living in camps, shall not be discriminated against as a result of their displacement".⁴⁶ IDPs choosing to live with host families have the same rights to protection and assistance as those in camps. However, in reality, it is predominantly in camps where IDPs can benefit from these services. The needs of

45 UN Commission on Human Rights, 1998, *Guiding Principles on Internal Displacement*, Principle 14.1

46 *Ibid.* Principle 22.1

host families must be addressed at the onset of emergencies⁴⁷ and local authorities should be empowered to undertake this task and mobilise the community through assessment processes. Supporting host families and host communities through targeted programmes can enhance their resilience, reduce possible conflict and ensure greater protection and assistance.

It has been observed that while there are several studies focusing on the rights of displaced populations (both refugees and IDPs), understanding food, shelter and livelihoods' impacts on host communities is not comprehensive.⁴⁸ Obtaining better information on the implications of displacement on host communities should be a priority in order to reduce possible community tensions and ensure that the rights of displaced populations are upheld.

8. Data collection focuses only on the initial humanitarian response

In the aftermath of natural disasters, data usually relates only to newly displaced persons. There is no long-term tracking of the duration of displacement and often there are no cumulative totals. In conflict settings, even in chronic contexts such as in the DRC, data generally focuses on new displacement and is only cumulated year-to-year.⁴⁹

National authorities might not have the capacity or resources to maintain an ongoing well-implemented data collection and tracking system. In some cases, there might be political pressures to under-estimate the extent of new displacement. Lack of funds to support continuous quality data collection and difficulties in collaboration between development and humanitarian actors are other obstacles to reaching consensus on how to generate global displacement data.

Often the collection of data is carried out by humanitarian organisations during a conflict or at the onset of a disaster and does not necessarily facilitate an understanding of the complexity of displacement. Data on causes, symptoms and possible solutions are scarce and do not offer insights relating to settlement options and durable solutions programming. Often expectations about durable solutions are vague because the root causes of displacement

47 Virdee, J., 2010, *Host Families Guidelines: Supporting host families in Haiti by tracking movements, understanding needs and directing responses*, IASC, Haiti Shelter Cluster, Caritas, Cordaid, p.17, https://haiti.humanitarianresponse.info/system/files/documents/files/2010.06.18%20-%20Caritas%20-%20Host%20Community%20Guidelines%20Supporting%20Host%20Families%20in%20Haiti_1.pdf

48 Crisp, Morris and Refstie, *op. cit.*

49 Internal Displacement Monitoring Centre, 2013, *The Kampala Convention One Year On: Progress and Prospects*, p.11, <http://www.internal-displacement.org/assets/publications/2013/201312-af-kampala-convention-progress-report-thematic-en.pdf>

have been insufficiently explored and understood. To tackle these challenges in-depth analysis of resilience dynamics and identification of durable solutions throughout all phases of displacement, not only during the crisis phase, are necessary.

2.3 Moving beyond an urban-rural dichotomy

Conjuring up visions of crowded cities and isolated countryside, they suggest separate worlds and ways of living. They mask the many ways urban and rural overlap and intertwine, as well as the variety of livelihood strategies within urban or rural areas.⁵⁰

Although the core focus of this desk review is urban displacement, it is important to take rural outside of camp displacement into consideration. Urban displacement differs from rural displacement in important ways but often the boundary between urban and rural is porous and indistinct.

As the diagram below shows, urban centres are typically connected to peri-urban and rural areas within nations and regions through common markets or trade links. Displacement is linked in the same way between urban and rural contexts. The understanding of displacement should be contextually grounded and recognise that the labels of 'urban' or 'rural' serve only as general indicators.

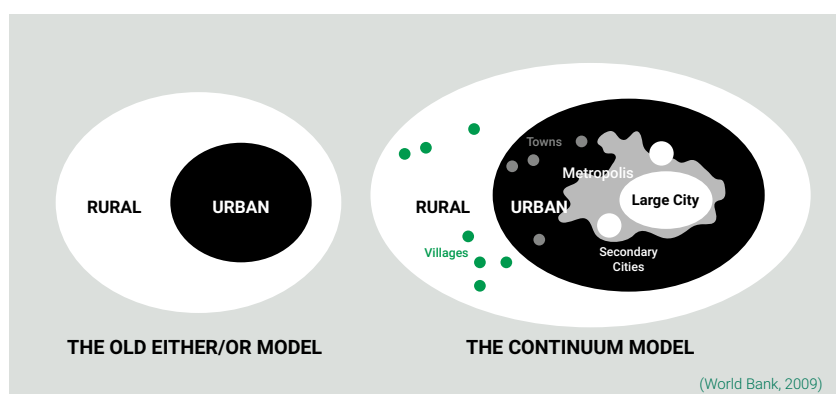


Figure 2: The Continuum Model - Beyond Rural and Urban, World Bank, 2009⁵¹

50 Garrett, J., 2005, *Beyond Rural Urban: Keeping Up with Changing Realities*, International Food Policy Research Institute, p.2, <http://www.ifpri.org/sites/default/files/publications/ib37.pdf>

51 The World Bank (2009), *Reshaping Economic Geography*, World Development Report, p.5



DISPLACEMENT OUTSIDE PROTECTION OF CIVILIAN SITES - SOUTH SUDAN

Violence broke out in Juba on 15 December 2013, and quickly spread to other locations with heavy fighting reported in Central Equatoria, Jonglei, Unity, and Upper Nile states between government and opposition forces. Humanitarian agencies' priorities were to protect civilians from the ongoing violence and reach affected people with assistance. This included gaining access to displaced persons in areas with active hostilities as soon as security allowed. The most urgent needs of people caught up in the violence have been food and livelihoods, healthcare, shelter and WASH services.¹

By January 2014, there were around 740,000 displaced persons within South Sudan. The total number of displaced population was likely higher, as there was limited information available about displaced populations in remote and insecure areas. Over 80,000 IDPs sought refuge in UN peacekeeping bases around the country. The majority of the people displaced, close to 90 per cent, are outside UN bases. Large groups of people fled from either town or rural areas to places where they have family or other connections. While this shows that some communities had effective mechanisms to cope with temporary displacement, it also highlights the potential for tensions as the scarce resources of already poor communities became over-stretched as the crisis has become protracted.²

1 See: OCHA, 2014, *South Sudan: Humanitarian Dashboard (15 December 2013 to 16 January 2014)*, <http://reliefweb.int/report/south-sudan-republic/south-sudan-humanitarian-dashboard-15-dec-2013-16-jan-2014>

2 See: OCHA, June 2014, *Response Plan, South Sudan Crisis, January – June 2014*, <http://reliefweb.int/report/south-sudan/response-plan-south-sudan-crisis-january-june-2014>

One of the main obstacles that rural IDPs are forced to confront is a lack of livelihood opportunities and consequent food security risks. This directly influences their ability to integrate into host communities.⁵² Farming is frequently the only viable employment option in rural communities and the livelihoods of rural IDPs are contingent upon their ability to access fertile land. Small IDP communities in remote villages are often the most vulnerable as they have limited or no access to land and are in need of protection. Field research shows that in rural areas, IDPs suffer nearly equally in comparison to the host community due to limited access to basic social services.⁵³ Furthermore in remote locations, access to education and healthcare can be often highly problematic

52 Ferris, 2011a, *op. cit.* p.19.

53 *Ibid.* p.13.



PASTORAL KENYA

In 2012, it was estimated that there were between 200,000 to 400,000 IDPs in northern Kenya. They are largely unaccounted for and have little means of protecting and sustaining themselves. Whether they are compelled to live in urban areas, semi-urban settlements or remote areas, displaced families often face severe risks to their security, health and well-being. Despite the regular occurrence of displacement as a result of conflict and human rights violations, agencies mandated to protect affected pastoralist communities lack any meaningful presence.¹

The extent to which pastoralists can become internally displaced is a subject of debate. In Kenya IDMC has noted that changes in pastoralists' external environment, due to effects of climate change, drought, insecurity or conflict, may lead to decreasing access to land, resources and markets. This will, over time, cause pastoralists' natural living space to shrink or to become inaccessible. When their coping capacities are exhausted and regular migration is no longer possible, pastoralists fall into a gradual process of impoverishment and become internally displaced.²

1 Sheekh, N., Atta-Asamoah, A. and Sharamo, R., 2012, Kenya's neglected IDPs, Institute of Security Studies and Internal Displacement Monitoring Centre, p.1, http://www.issafrica.org/uploads/SitRep2012_8Oct.pdf

2 Internal Displacement Monitoring Centre, March 2014, *On the margin: Kenya's pastoralists*, <http://www.internal-displacement.org/publications/2014/on-the-margin-kenyas-pastoralists>

Receiving IDPs can be problematic for rural host communities. Often, IDPs place additional strains on already stretched resources, which can make the host community resentful. Given that smaller and medium-sized communities have far fewer resources to absorb IDPs, these communities experience a greater negative impact due to their absolute numbers, levels of poverty, weak institutions, but also their lack of social networks that support other livelihood options. IDPs with a different background/culture/ethnicity/faith from their host community can be considered as outsiders, discriminated against and at risk of hate crimes.⁵⁴

Another key challenge for rural IDPs outside of camps is their inability to access key information. Most rural IDPs receive little or no information from local government officials and are provided with limited

54 Ferris, 2011a, *op. cit.*, pp.16-18

or no information on available housing options.⁵⁵ Small, remote areas receive little support from the government and are often not reached by international agencies. Overall, IDPs living in this kind of rural environment consistently fare worse in comparison with local host communities, particularly in relation to housing, access to livelihoods, land and access to healthcare and documentation.

As urban and rural categories often overlap, many of the gaps in the humanitarian response outside of camps described for urban setting are also relevant for most rural settings. Key constraints for humanitarian responses in rural environments include:

- **extremely limited access.** Often in a humanitarian response rural conflict zones are remote with limited access. This means that there is often overdue focus on the capital city;
- **limited humanitarian capacity.** Often IDPs in rural contexts are dispersed across large geographical areas. Effective humanitarian intervention requires a much larger capacity of humanitarian and local actors in terms of human resources and support services. This in turn means that more humanitarian partners are needed which necessitates the easing of administrative procedures regulating how local and international humanitarian organisations operate. Frequently, on the ground there is limited capacity to implement projects, primarily due to the lack of skilled implementing partners and difficulties in accessing targeted areas. The lack of critical resources such as fuel and drivers, coupled with the destruction of infrastructure, further creates access constraints;
- **limited understanding of humanitarian response.** In terms of responding to varying displacement dynamics (such as rural outside of camp displacement), there is a lack of understanding that prevents a comprehensive and collaborative humanitarian response. Generally speaking interventions are implemented mainly according to humanitarian structures and mandates.
- **limited funding.** Often it is easier to raise funds for IDP populations residing in camps than those residing outside. As camps are more visible to both donors and the media. Recently, donors have been slightly more sensitive to urban displacement but funding is still a key challenge in organising effective humanitarian response plans to rural displacement outside of camps. Limited funding has repercussions on the capacity of agencies to implement rural interventions.

It is clear from the literature that there are significant gaps in humanitarian response to IDPs outside of camps in both urban and rural contexts. While the differences between urban and rural displacement need to be taken into consideration there remains an overwhelming need for a coordinated and community-based approach to addressing the needs of IDP outside of camps as well as host communities.

⁵⁵ *Ibid.*, p.72.



IDP CONTEXTS WITH NO HUMANITARIAN ACCESS

Beyond urban and rural displacement, it is also important to note that there are some contexts of IDP displacement characterized by lack of humanitarian access, and where most of the displaced population live dispersed within host communities rather than in camp-like settings. Hence, the ways in which humanitarian activities are delivered and supported (including CCCM operations) are greatly affected. Due to issues such as security concerns or administrative or operational restrictions, humanitarian organizations might not be able to establish cross-border operations. Hence, precise information on populations of concern may be difficult to obtain in rapidly changing environments.

Syria provides a stark example of such a scenario, having become one of the most challenging countries for humanitarian actors to access due to ongoing conflict and curtailment of some cross-border operations.

2.4 Strategies to address gaps

There have been many recommendations from the humanitarian community on how to address gaps in humanitarian responses to IDP displacement outside of camps. This section will outline the main recommendations that are relevant to CCCM and the development of a CCCM approach to outside of camp displacement.

The IASC MHCUA strategy recommends a paradigm shift: the needs of IDPs should be addressed alongside those of host community residents, especially in poor areas. In urban areas a district, neighborhood or community-based approach is vital, rather than one focused on individual beneficiaries. Although it should not be assumed that IDPs need more protection and more assistance than others in their immediate environment, IDPs do have specific needs. These need to be addressed through tailored support programmes including shelter, replacement of personal documentation, compensation for lost property, assistance to access public services and facilitation of the search for durable solutions.

This approach would require developing effective partnerships and capacity development with a larger range of actors at both strategic and operational levels such as mayors, municipalities, police forces and residents. Such an approach could emulate the approach that development actors use to cultivate these connections.

Local government is the most important focal point/actor in address-

ing the issues of IDPs in urban areas. It will be crucial for humanitarian actors to support local government in urban planning and preparedness in order to strengthen the link between humanitarian response and disaster risk reduction. The issue of IDPs outside of camps should be included in the early stages of analysis along with assessments to understand the protection and assistance needs of the host communities themselves.⁵⁶ As Chaloka Beyani has stressed, humanitarian and development actors should be involved from the onset of displacement in order to build and sustain the resilience of the displaced population beyond the experience of displacement itself. In order to enhance access to services and protection, physical premises and mobile outreach teams should be established outside of camps in areas of high IDP concentration and in rural locations.⁵⁷

The humanitarian community is also increasingly aware of the need to develop a strategy to build IDPs' capacity for productive living. It has become clear in recent years that livelihood support needs to be the cornerstone of promoting the self-reliance of urban IDPs. This should acknowledge that the displaced population often have invaluable knowledge, skills and life experiences that need to be utilised in the labour market. Additionally, there is a need to consider how the Cluster system can best support ministries and offices of national and local governments. It seems that the Cluster system is recognised as the first point of contact for national disaster management agencies but is not always compatible with local coordination structures.⁵⁸ A rethinking of the role of the Clusters is required to ensure better synergy.

⁵⁶ UNHCR, 2010, *op. cit.*

⁵⁷ *Ibid.*

⁵⁸ Grünewald, Binder and Georges, *op. cit.*, p.44.



Central African Republic (CAR) Crisis in Chad - Boy grinding maize and manioc at a transit centre in Gore, southern Chad. In 2013, Chad faced two simultaneous refugee emergencies with some 10,000 refugees from CAR, and over 30,000 Sudanese refugees from West Darfur. Photo credit: Craig Murphy, © IOM 2014, <https://www.flickr.com/photos/iom-migration>



TABLE OF CONTENTS PART 3

3.1 REFLECTIONS TO DATE

PAGE 54

3.2 CURRENT GOOD PRACTICES

PAGE 58

Part 3

CCCM in Urban & Outside of Camp Settings

3.1 Reflections to date

In several CCCM internal forums it has been acknowledged that CCCM actors are regularly confronted with the need to provide support to operations that target populations outside of camps, for example when IDPs living in a host community are assisted within a camp structure. In other cases Camp Managers are involved in facilitating return and reintegration processes. They may need to provide assistance in preparing for IDP returns or follow-up assessments on IDP reintegration after departure in order to ensure that camp closure is successfully facilitated.



CCCM CLUSTER HAITI

The CCCM Cluster served as a bridge between communities and returning IDPs. Although CCCM assistance was primarily delivered in camps, interaction with the host community was necessary to avoid conflict and ensure durable solutions were reached.

This involved peace building exercises, platforms for discussing protection concerns, safety in areas of return and, in some cases, shifting to delivery of assistance from camps to communities.

The table on the following pages shows some examples of where CCCM, in partnership with other Clusters/sectors, has recently engaged or is developing strategies to work with IDPs outside of camps.

Country	Displacement dynamics	Strategies & activities outside of camps
<p>I. Philippines</p>	<p>Typhoon Bopha/Pablo in December 2012 displaced 922,000 people, 99 per cent of them residing outside camps.</p> <p>In the immediate aftermath thousands of homeless IDPs did not stay in evacuation centres but opted to leave their home communities and live with families and friends elsewhere.</p> <p>In the case of the heavily devastated Tacloban City and municipalities in Eastern Samar, IDPs went to Manila, Cebu City, Mindanao and other non-affected areas.</p> <p>Those who did not leave or stayed in evacuation centres, and went back to their damaged homes, many of which were located in danger zones. They created makeshift accommodation, rather than stay in highly congested evacuation centres. In rural areas, many have established spontaneous settlements.</p>	

Country	Displacement dynamics	Strategies & activities outside of camps
<p>II. Burma / Myanmar</p> <p>Kachin and Northern Shan States</p>	<p>100,000 IDPs in an estimated 170 + IDP sites, including about 150 camps and 20 host family sites, forest dwellings and boarding schools.</p> <p>Approximately 70 per cent of IDPs live in camps and around 30 per cent outside camps. In some places, such as Laiza town, it is up to 40-60 per cent.</p> <p>The proportion outside camps is an estimate because the registration system outside camps is based on individuals coming forward.</p> <p>Within the displaced population there are different situations of displacement:</p> <ul style="list-style-type: none"> • IDPs registered in camps and living in camps • IDPs registered in camps and living in host communities • IDPs directly registered as living with host families (but more are joining camps as it makes it easier for them to receive assistance) • IDPs not registered and residing in very remote areas or with host families. For the second and third categories (IDPs living in host communities), there are very different realities: <ul style="list-style-type: none"> • IDPs living with relatives • IDPs who have received a piece of land and built a makeshift shelter on it • IDPs who rent (or have bought) accommodation. 	<p>Currently the CCCM Cluster works with camp committees to ensure that IDPs registered in camps but living outside appear on lists and where they live outside the camps is known.</p> <p>The CCCM Cluster is developing strategies to:</p> <ul style="list-style-type: none"> • enhance coverage of the 20,000 to 30,000 IDPs not living in camps, focusing on providing information and awareness on durable solutions and possible return plans; • better profile this population to support inter-sectoral assistance and define who should still be receiving humanitarian assistance and who may no longer qualify as an IDP (and may therefore need a different kind of assistance); and • find solutions to better assist IDPs in host communities in order to provide incentives to prevent them joining IDP camps simply to access assistance.

Country	Displacement dynamics	Strategies & activities outside of camps
<p>III. South Sudan</p>	<p>Of 740,000 persons estimated to be displaced in January 2014 90 per cent lived outside camps in Central Equatoria, Jonglei, Unity and Upper Nile. Aid agencies have limited access to displaced populations because the majority took shelter in remote and insecure areas.</p>	<p>Currently the CCCM Cluster is piloting two IDP Community Centres in Pariang, Unity State and Nimule, Central Equatoria where IDPs are residing with host communities and in scattered locations.</p> <p>The IDPs Community Centres aim to:</p> <ul style="list-style-type: none"> • facilitate IDPs' access to information about humanitarian assistance and protection; • advocate for government, Clusters and partners to respond to identified gaps in humanitarian response to IDPs in remote and scattered locations; • host meetings and forums for the displaced community; • deliver humanitarian assistance and other community activities to scattered populations; • assess the needs of dispersed settlements and to ensure effective coordination; and • establish, facilitate and support community self-management and structures.

Reflections from CCCM actors on improving responses outside camps focused on how expertise related to a community-centred approach, developed within the context of camp responses, can be used to overcome gaps. These relate to communication with IDPs and host communities, engagement of IDPs with local authorities and civil society and coordination of services at the community level. CCCM actors' work with communities is continuously oriented to ensure a programme response based on the specific needs and mean-

ingful inclusion of women, children, older persons and persons with specific needs in camp governance systems. This expertise can be significant outside of camps where the affected population is very heterogeneous and where there is an increasing need to develop programmes that simultaneously address several types of vulnerabilities.

3.2 Current good practices

This study has identified existing tools and guidance that can be modified to assist IDPs outside of camps. Based on the humanitarian gaps previously described, this study identifies five key areas of work that are important for CCCM in urban and outside of camps contexts:

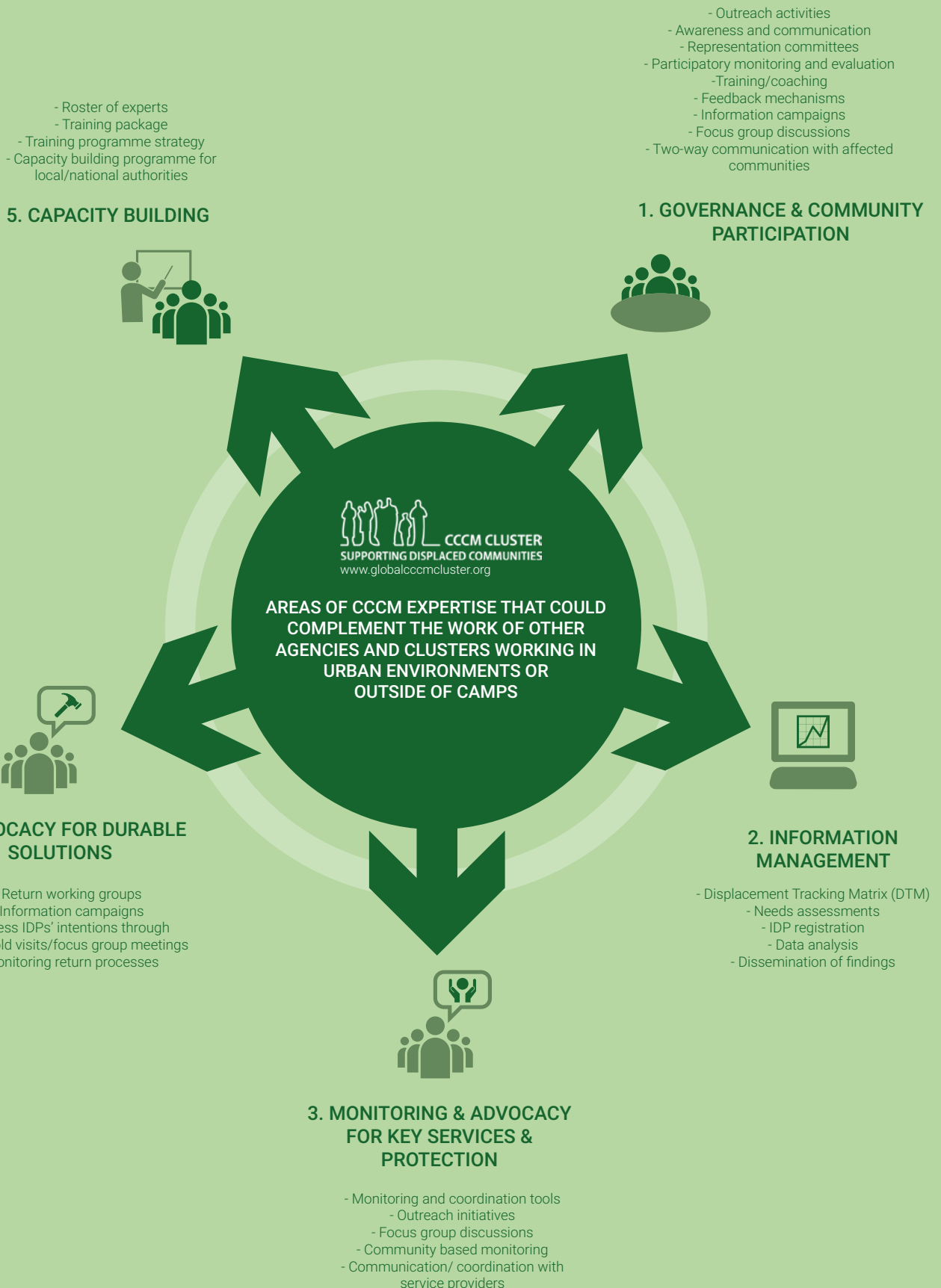
1. governance and community participation;
2. information management;
3. monitoring and advocacy of key services and protection;
4. advocacy for durable solutions; and
5. capacity building.

This section will outline a number of CCCM-related experiences to provide an overview of the community support activities that are used – or could potentially be used – by CCCM actors in outside of camp contexts.

The examples mentioned are activities that are carried out by the CCCM Cluster leads and NGO partners. They derive from CCCM Cluster operations, along with those carried out by CCCM actors in partnership with both the Protection and Shelter Clusters. Examples of good practices from refugee contexts are referenced since in some cases – with the exception of situations of open conflict – they employ similar approaches and methodologies to affected population.

These activities are summarised in the table below. The content of this table is a result of consultations carried out within the Global CCCM Cluster, with NGOs, partners and other Cluster representatives. It is not exhaustive but is an initial step to reflect on how CCCM expertise could complement the work of other agencies and Clusters working in response to urban displacement outside of camps. Although the examples are from both natural disaster and conflict situations it must be noted that the strategies identified and implemented may vary. In particular, it might be more difficult to work outside of camps in conflict situations due to lack of security, breakdown of local structures and problematic humanitarian access.

1. Areas of CCCM expertise relevant to urban and outside of camp settings:



2. Governance and community participation

One of the main roles of CCCM actors is to ensure that camp residents play an active role in making decisions that affect their lives by mainstreaming a participatory approach among all stakeholders. Community participation is the cornerstone of developing and strengthening a well-functioning community within camp borders. CCCM activities related to community participation are crucial to ensure the accountability of a humanitarian response, facilitating accountability systems so that all stakeholders fulfil their role.

Within the CCCM framework several participatory CCCM strategies and methodologies have been developed. They aim to achieve participation through facilitating access to existing participatory structures, supporting /building relevant structures and establishing additional structures as necessary. They also continuously increase levels of direct participation by camp residents in the day-to-day management and governance of camps. In addition, CCCM actors have been developing assessment and monitoring systems to ensure an acceptable level of community participation in all phases of the camp life cycle.¹ The on-going evaluation and coordination of community participation methodologies applied by different actors is central to the work of CCCM actors.²

In terms of community participation, CCCM actors have applied several methodologies to mainstream diversity in delivering services and to ensure equal participation and access to camp governance structures for the whole affected community, including women and men of all ages and persons with specific needs. Within a camp, the population has a channel to communicate feedback and complaints about services, whether through committees, representatives or in one-to-one communication with the Camp Management Agency. The aim is always to ensure that programmes and activities are aligned with the camp population's needs, equally distributed and meet the needs of host communities as far as possible.

Continuous two-way communication with affected populations – transparent information dissemination and feedback mechanisms followed by decision-making and actions by the Camp Management Agency and stakeholders – is key for mobilisation, self-reliance and to ensure accountability and transparency.

¹ See for example, Humanitarian Accountability Partnership, 2010, *Camp Committee Assessment - a tool for deciding how to work with camp committees*, www.alnap.org/pool/files/ccat-en-september-2010.pdf

² For more information about Participation in Camp Management, see Norwegian Refugee Council, 2008, *Participation and Community Involvement*, Camp Management Toolkit, chapter 3.



EXAMPLES OF PARTICIPATORY CCCM/CM TOOLS, APPROACHES & STRATEGIES

- Camp elections for leadership posts ensuring gender, age and diversity representation;
- promote and train camp committees (sub-committees) in technical sectors and international standards;
- engage committees in inter-agency meetings and service provision planning/monitoring and delivery;
- involve camp residents in sectoral monitoring and assessments, including data collection and reporting;
- run focus groups for data collection, information sharing and coordination;
- engage community representatives in regular coordination meetings at the camp level with relevant national authorities and service providers;
- form advocacy group(s) and record group membership in a camp directory for sharing and dissemination or set up training interest groups;
- plan and deliver customised camp management training and coaching, to residents to build their capacity;
- set up/train a grievance committee to oversee complaints, feedback and response mechanisms;
- set up two-way communication mechanisms;
- invite and engage camp residents in a camp management working group/committee alongside the Camp Management Agency/national authorities;
- organise social, cultural and/or sports events that involve all camp residents and host communities;
- train, encourage and monitor the use of participatory tools and methodologies used by camp/collective centre staff, service providers and other CCCM actors;
- advocate for the hiring, training and engagement of both men and women from the camp and host communities by service providers and other CCCM actors;
- establish and effectively communicate agreements, codes of conduct and ToRs (that include a clause on direct participation) for paid and voluntary jobs in the camp;
- monitor and report the abuse of participation through corruption, nepotism, peer pressure and pursuit of self-interest to the key CCCM actors; and
- provide venues (such as community centres) for camp committees and leaders for meetings and activities related to their responsibilities.

PART 3: CCCM IN URBAN & OUTSIDE OF CAMP SETTINGS

In outside of camp contexts these CCCM participatory tools and activities could also be used to build the capacity of IDP community members and host community representatives to ensure that services and assistance are provided to affected populations. Of particular relevance are CCCM resources used to facilitate and coordinate community committees/groups so as to :

- ensure representation and participation;
- ensure effective feedback mechanisms and on-going communication with affected communities; and
- support capacity building activities for local governance structures (according to their learning needs and based on assessment of local capacities).

Of particular interest to this study is the coaching methodology used by NRC in Sri Lanka and Kenya (see *Messages from the Field A1.1* for more details). This was also used in an outside of camp setting in Uganda for return monitoring that aimed to build independence and resilience. NRC's experience demonstrates that coaching is an effective capacity building methodology for communities, providing procedures and tools for regular follow-up and supporting sustainability through self-management. NRC coaching initiatives focused on the camp community identifying their own goals and taking action towards achieving them by using local means and resources.

Coaching is a relatively new and rapidly developing learning methodology for the humanitarian sector and has been employed and developed by NRC in Camp Management contexts since 2006. NRC developed structured coaching guidelines, which identified specific coaching tools to be used in the various phases of the coaching process and targeting of community groups. Also a training package was developed to train community representatives as coaching session facilitators. Lesson learned and experiences were recorded and some CCCM trainers are also experts in Camp Management coaching.

While NRC's experience is in coaching camp communities, coaching as a learning methodology is equally applicable to other stakeholders and target groups. NRC has also used this methodology to build the capacity of international NGOs in Camp Management. Within the framework of area-based programming for urban and outside of camp settings, CCCM's approach to coaching can support and enhance community-based engagement both for host and IDP communities. For example it can be used to:

- identify, prioritise and find feasible community-based solutions to gaps in assistance;
- enhance levels of mobilisation and community participation of the displaced population to raise assistance standards;
- ensure the representation and involvement of groups with specific needs;
- raise community awareness on relevant issues;

- mainstream gender issues into community initiatives;
- engage displaced and affected communities and/or other stakeholders about the value of data collection and/or coordination at the local level; and
- guarantee the quality and consistency of data collection by coaching data collectors.

Coaching can be used with local authorities or other existing community mechanisms, local community-based organisations (CBOs) and other civil society groups, affected community representatives and any other relevant stakeholders who need to increase their capacity to respond to the needs of IDPs outside of camps. All Clusters and agencies could apply the coaching methodology used in Camp Management as a powerful tool to engage with and mobilise affected communities. The experience of coaching in Camp Management shows that it can be an excellent tool to strengthen coping mechanisms and build community resilience as it is based on empowering communities and developing a sense of ownership.

As previously mentioned, communication with affected populations is a crucial part of the participation strategies of CCCM actors. Activities can be adapted and customised to suit outside of camp contexts. Media, new technologies and visual materials are particularly relevant to outside of camp communication and CCCM actors have extensive experience in using these methodologies. The approach used in Haiti by IOM, IFRC and other organisations is an example of how two way communication and the exchange of information between service providers and affected populations is possible by using different kinds of methodologies involving mass media and new technologies.



TOOLS & OUTLETS FOR COMMUNICATING WITH AFFECTED POPULATIONS, IOM HAITI

- Leaflet on the return process geared toward non-literate audiences;
- ‘Radio Tap Tap’ – local radio broadcasts in Creole; specific messages recorded on CD for broadcast;
- ‘Tap, Tap’ – a Haitian sitcom;
- comic book with illustrated guidance on safeguard mechanisms;
- letter and suggestion boxes in camps and local communities: 5,000 letters and 15,000 calls received. Complaints were grouped and referred to relevant units for follow up. Florida University requested copies of the letters for their Caribbean Archive;
- film screenings in camps with the aim of reducing tensions and re establishing dialogue between affected communities and the humanitarian community; and
- free text messages provided to NGOs for dissemination of preparedness messages to beneficiaries via SMS.

3. Information management

Information management is a core task for Camp Management and Camp Coordination agencies. They provide the link between displaced populations and various stakeholders inside and outside of camps. Information management is crucial to ensure evidence-based decision-making in a humanitarian response, establish a common language, define advocacy strategies, plan and implement interventions and to coordinate and measure their impacts. Accurate, reliable and up-to-date information is the foundation for a coordinated and effective camp response.

Within the CCCM framework, information management entails:

- collecting data from the camp population, service providers, host community and the local authorities via direct observation;
- conducting assessments and monitoring;
- analysing data to determine the protection and assistance standards; and
- disseminating information.³

³ For more information about Information Management see NRC 2008, *op. cit.*, chapter 5.

In urban and outside of camps settings information management needs to follow a similar process with the aim of facilitating effective communication mechanisms between humanitarian, development and government actors, municipal authorities and local service providers. Some of the expertise of the CCCM Cluster can help engage with and support actors to fill the gaps in information management.

The Displacement Tracking Matrix (DTM)⁴ is a tool developed by IOM to gather data on camps and camp-like settings. It has been used to assess the needs of broadly dispersed populations in places ranging from camps and collective centres to spontaneous sites. Its flexibility allows for contextualisation based on local situations. It can be transferred to national authorities to enhance their preparedness for future crises or it can be used in scenarios where populations are scattered across large areas and access is problematic.

The DTM gathers general information and covers all identified sites through observation, physical counting and informant interviews. It includes the coordinates and location of a camp, classification of the site, ownership of the land, services and security provision, type and quantity of shelters and the number and places of origin of camp-residents. Recently DTM has been used to identify the profiles and needs of displaced populations and returnees outside of camps in contexts such as Mali (see *Messages from the Field A1.4*). In the Philippines (following Typhoon Haiyan/Yolanda) the DTM also served as a tool to advocate for key immediate humanitarian interventions and to create lists of priority sites or interventions per sector. It also provided sectoral analysis based on indicators previously set out in agreement with the respective Clusters.

Information management is the cornerstone of profiling and implementing needs assessment mechanisms to identify the populations' main demographic characteristics, immediate needs and issues restricting the choice of a durable solution. Profiling of internal displacement situations outside of camps requires a consensus building process to implement a context-specific methodology. There are many examples of profiling internal displacement in this way, including exercises supported by the Joint IDP Profiling Service (JIPS) over the last few years in Afghanistan, CAR, Serbia and Yemen. More recently, this approach has also been transferred to urban refugee contexts through UNHCR-led profiling exercises in Delhi and Quito in 2013 that JIPS also supported.

In a refugee context, the vulnerability assessment conducted in Lebanon (see *Messages from the Field A1.5*) is an interesting example of conducting a needs assessment in an urban setting. UNICEF, UNHCR and the National Poverty Targeting Programme within the Lebanese Prime Minister's Office created a methodology for identifying the most vulnerable localities where there is a high concentration of both registered Syrian refugees and Lebanese living under the poverty line. This methodology can offer CCCM actors, and the other Clus-

⁴ See: <https://www.facebook.com/globalDTM>

ters working in urban contexts, a model with which to identify priority areas of intervention based on the rights of the displaced population while also focusing on the most vulnerable persons and ensuring a holistic approach. This experience in Lebanon is an example of a tool for directing need assessments when working outside of camps.

Another interesting example from a refugee context of a methodology to identify and assess the needs of a displaced population dispersed in different host communities is the approach implemented in Jordan by REACH - an initiative of the Agency for Technical Cooperation and Development (ACTED), IMPACT Initiatives and the UN Operational Satellite Applications Programme (UNOSAT). REACH's methodology focuses primarily on the geographic identification of Syrians living in host communities and the collection of a core baseline of household-specific information to enable situational analyses. The objective is to provide humanitarian actors with information that allows for more informed decision-making to enable targeting of specific geographic locations or beneficiary groups. This enables better planning, coordination and traceability of aid. This approach could be usefully replicated and adapted to contexts of internal displacement where the majority of displaced persons are not residing in camps but, rather, staying with host families.⁵

There are several methodologies related to information management that are used in camps which have potential to be applied outside of camps. It is important to underline that these camp-based tools need significant adaptation in order to be appropriate in outside of camp settings.

⁵ REACH's mission is to strengthen evidence-based decision making by aid actors through efficient data collection, management and analysis before, during and after an emergency. REACH contributes to ensuring that communities affected by emergencies receive the support they need. All REACH activities are conducted in support to and within the framework of inter-agency aid coordination mechanisms. See www.reach-initiative.org or email jordan@reach-initiative.org



REACH ASSESSMENT METHODOLOGY, JORDAN

With support from the British Embassy in Amman, REACH undertook an assessment in Jordanian host communities to shed light on the challenges to social cohesion and resilience. The assessment sought to enable better understanding of the key dynamics that have emerged in Jordanian host communities as a result of the Syrian refugee crisis. It also sought support an evidence-based approach to prioritising interventions within and between communities hosting Syrian refugees. To effectively do this, REACH applied a mixed methods approach to help triangulate information and provide a more contextualised and nuanced analysis.

A desk-review was commissioned to synthesise secondary data available and identify some of the broader areas of interest in identifying challenges to social cohesion and resilience. This was followed by a key informant assessment in 446 communities, comprising 1,445 interviews across the four northern governorates of Ajloun, Irbid, Jerash and Mafraq, as well as the two central governorates of Balqa and Zarqa. A comprehensive case selection exercise identified 160 communities for further in-depth assessments based on their stated levels of tension, security challenges in accessing basic services and levels of access to services within the community. To complement the community-level assessments, governorate workshops were also held in the six governorates. REACH relies significantly on the identification of reliable key informants with good knowledge of the current situation in host communities with regards to Syrian refugees, services and tensions. To mitigate risks of collecting erroneous or partial information, REACH devised a system to verify the validity of the information shared by comparing it to findings for specific indicators collected through a household-level survey as part of the development of the baseline for each area.

4. Monitoring and advocacy for key services and protection

Advocacy for key services and protection together with continuous monitoring of gaps and overlaps of the activities implemented in camps by service providers and other stakeholders seeks to ensure displaced communities enjoy basic human rights.

In a camp/collective centre, gaps and overlaps are detected through:

- physical presence;
- continuous monitoring;

PART 3: CCCM IN URBAN & OUTSIDE OF CAMP SETTINGS

- outreach activities;
- confidence building of the camp population;
- participation of the community;
- regular contact and coordination with service providers;
- identification of individuals with specific protection needs;
- reporting/referring violations and incidents; and
- training.

Ensuring that international standards are being applied or considered as benchmarks to improve the living conditions of camp residents is one of the objectives of monitoring and advocacy. Normally, advocacy for key services happens within regular meetings and exchanges in a specific coordination venue, such as a Camp Management meeting held at the camp level or the Camp Coordination meeting at the regional level. These meetings are normally facilitated by CCCM actors and include camp population representatives, service providers, host community representatives and national authorities. They aim to discuss unified approaches to advocate for and address identified gaps and to facilitate the displaced population's participation and empowerment in daily camp life.

Many actors conduct their own monitoring within camps boundaries. The Camp Management Agency also needs to monitor but often with a different objective: the purpose of the Camp Management monitoring system is to obtain a holistic picture of how activities in the camp impact each other and their overall impact on camp communities. In particular, the Camp Management Agency should have a focus on crosscutting issues and groups with particular needs. To carry out these activities CCCM actors have developed skills in cross-sector monitoring, coordination, participatory monitoring and evaluation. These methodologies could be all applied or customised to outside of camps where ensuring that gaps and duplications are detected through systematic monitoring is a major challenge. Monitoring and advocacy need to be conducted in close partnership with representatives of both IDP and host communities.

The information/reception centres for IDPs developed in different contexts and with a range of modalities, such as the IDP centres in Yemen (see *Messages from the Field A1.3*), should be noted. In Yemen 90 per cent of IDPs reside outside of camps. In 2008, UNHCR initiated the IDP Community Centre Project in cooperation with national NGOs and national authorities to better respond to the needs of IDPs outside of camps. After Cluster activation in 2009 both the CCCM/NFI and Protection Clusters managed the project.

The Centres, run by national and international NGOs, capture relevant data on IDPs, maintain individual records and are a source of information for programming response.⁶ They facilitate the dissemination

⁶ Ally, N., and Ryan, K., 2010, *Camp Coordination and Camp Management Cluster*, UNHCR

of vital information among all stakeholders. IDPs frequently use the community centres as a meeting point to engage with other IDPs and to participate in recreational activities for youth and women. The centres are used as a central point in case of insecurity to enable IDPs access food, NFIs and other assistance.

In collaboration with CCCM practitioners, CBOs and local authorities, key services have been provided to IDPs in remote regions while national staff conducted monitoring and evaluation. The community centres were seen (by Cluster and local authorities) as the best method to assess the needs of dispersed IDPs and the only viable way to provide beneficiaries with critical resources including psychosocial support, legal advice and counselling.

With a similar objective but in a refugee context, UNHCR's 'One Stop Shop' in Niger and other similar types of centres established in the Middle East to respond to the Syria crisis are also important to note.



ONE STOP SHOP – GUICHET UNIQUE, UNHCR NIGER

After violence erupted in northern Mali in January 2012 between the Malian government and various armed groups, by October 2013 the Niamey region hosted approximately 8,000 urban refugees, the majority women and children. The population's unmet needs related to shelter and employment.

To ensure that refugees were registered, could securely access basic assistance and services and to strengthen coordination and cooperation with other stakeholders, UNHCR established a 'One Stop Shop' in 2013.

The Guichet Unique has been a protection platform space where all asylum seekers and refugees in Niamey are able to access all services to uphold their protection rights, access information and multi-sectoral assistance provided by multiple service providers – the Commission Nationale d'Eligibilité (CNE), UNHCR, Save the Children and Caritas Développement Niger (CADEV).

The One Stop Shop has offered:

- an information centre for reception and referrals to access relevant services (such as screening, registration, documentation, counseling as well as requesting assistance);
- a continuous registration system put in place to capture departures, new arrivals, births and deaths;
- strengthening of monitoring mechanisms involving refugees with a focus on girls' education; and
- development of complaints and feedback mechanisms targeting the most vulnerable refugees for a cash transfer programme establishing prevention and response mechanisms with standard operating procedures.¹

¹ See: <http://reliefweb.int/sites/reliefweb.int/files/resources/MalianRefugeesin-NiameyOctober2013.pdf>

Another examples of centres aiming to support displaced populations to access their rights is the information hub in Mogadishu launched in December 2013 and developed by the Agency for Technical Cooperation and Development (ACTED) as a consortium partner for REACH initiatives. It aims to provide a bottom-up platform for sharing and receiving information on the IDP population within settlements and on existing services and service providers. The information hub will serve as an information point for gathering critical information on the return process, IDPs' intentions and options available for settlement residents while simultaneously feeding information back to aid actors on the assistance needs of IDPs. The main tasks of the information hub staff are related to information management support to IDP profiling/needs assessments and advocacy around the delivery of relief assistance and access to basic services. In December 2013, the first IDP hub was launched in Mogadishu and activities began in early 2014.

The ICLA (Information, Counselling and Legal Assistance) centres established by NRC in over 15 countries should also be considered as a relevant example.⁷

The experience of the CCCM and Protection Clusters in Yemen, as well as the other examples mentioned in this section, show the potential of this type of centre to address coordination issues and to improve access to basic services in an urban or rural environment. In this type of centre the CCCM Cluster has the potential to offer its experience and methodologies in community-based approaches in working with both displaced and host communities.

5. Advocacy for durable solutions

A crucial task of the CCCM Cluster is to work and coordinate with local government and other stakeholders to ensure the identification of a durable solution for camp residents, whether this is return to the area of origin, integration into the area of displacement or settlement in a third location. Whatever the solution, choices must be voluntary and taken in safety, security and dignity. Most importantly, the solution needs to be sustainable.⁸

The displaced population should be provided with information and support in order to make an informed and voluntary choice about their preferred durable solution and then to also participate in the planning and management of that choice. The implementation of durable solutions for displaced populations is the driving force behind a camp closure process and it should be planned from the beginning of the camp life cycle. It is, unfortunately, a reality that closure of a camp does not always coincide with achievement of durable solutions for its former occupants.

Within the Cluster's roles and responsibilities, activities related to the achievement of durable solutions include:

- conducting training and awareness campaigns at the camp level about durable solutions;
- providing information to camp residents about security, legal status and material safety in the place of origin or resettlement;
- facilitating and supporting the assessment of camp residents' interests and key motivations for return, local settlement or resettlement elsewhere through focus group meetings, household visits and individual interviews;
- facilitating coordination mechanisms, such as a return working group; and

⁷ See <http://www.nrc.no/?aid=9160708>

⁸ For more information about Camp Management and Durable Solutions, see NRC, *op. cit.*, chapter 7.

PART 3: CCCM IN URBAN & OUTSIDE OF CAMP SETTINGS

- promoting the protection of persons with specific needs and groups at heightened risk.

It is important to note that in working towards durable solutions and in the camp closure process, CCCM actors naturally expand their work outside of camps. Often CCCM actors are involved in supporting IDPs moving out of the camp, in return monitoring and in supporting them to settle in a new location. The focus on durable solutions is particularly relevant in urban settings because displaced populations tend to prefer local integration, mainly due to the better livelihood opportunities available.

Based on the existing gaps in humanitarian response, the expertise of CCCM actors in working toward durable solutions can be applied outside of camps to support other stakeholders. For instance, it could be used to:

- improve outreach modalities and assessment methodologies to ensure a thorough understanding of IDPs' intentions, expectations and needs;
- develop strategies to mobilise and support both the displaced community and the urban poor in finding livelihood opportunities; and
- support local authorities in coordination with a wide array of actors.

The Community Resource Centres (CRCs) run by IOM in Haiti is an example of how CCCM tools related to durable solutions can be used to work in urban environments and outside camps. The CRC's objective (see *Message from the Field A1.2*) is to use a community platform to provide municipalities with a district-level structure to aid the planning, coordination and provision of information on reconstruction, return and local development. The main aim is to support local structures and provide a hub for coordination but also a physical space to be handed over at a later stage. CCCM actors are already working outside of camps, serving as a coordinating support structure to engage local communities and support national authorities in ensuring accountability and transparency in facilitating return and relocation. The CRC in Haiti is also an example of how developing the capacity of local structures can contribute to the transition from the emergency phase and early recovery and promoting durable solutions through coordination and participation.

Strengthening and adapting CCCM methodologies and best practices in outside of camp displacement is crucial in advocating for sustainable solutions throughout all phases of displacement. In particular, CCCM actors can play an active role in providing follow-up on the transition from camps to outside of camps. Building the capacity of CCCM practitioners working outside of camps will also enhance CCCM's aim to promote rights-based durable solutions throughout all phases of displacement.

6. Capacity building

Awareness raising, training activities and long-term capacity building strategies are crucial within CCCM operations. Building the capacity of CCCM practitioners, the displaced population and other relevant key actors is one of the main priorities of the CCCM Cluster. CCCM actors have vast experience in capacity building through training and coaching for diverse target groups (such as camp residents, local and national authorities, local and international NGOs and CBOs). In addition, the CCCM Cluster has a structured and functioning roster of trainers ready to be deployed to conduct CCCM training in both IDP and refugee contexts, develop and roll out capacity building strategies, provide technical advice and customise and create contextualised tools. These activities are part of a larger capacity building programme, which includes long-term support to trainees and provides follow-up on the impact of the training.

Bearing in mind that the needs for capacity building in an urban context and outside of camps might be different, these resources could be adapted to support the intervention of other agencies and Clusters. This could contribute to strengthening the technical surge capacity for humanitarian responses in urban settings which is one of the main strategic objectives of the IASC MHCUA.

Of relevance are capacity building programmes developed by IOM for national authorities to increase preparedness to respond to recurrent disasters in Botswana, Colombia, the Dominican Republic, Mozambique, Namibia, Pakistan and Thailand (see *Message from the Field A1.6*). Adapted CCCM capacity building programmes were used to enhance the resilience of local structures to deal with recurrent displacement due to natural disasters. This is an example of how CCCM training capacity can be used to develop capacity in managing displacement, shifting the focus away from the emergency to the recovery phase. In coordination with other Clusters as well as other development actors, these CCCM resources can be utilised to enhance the capacity of national authorities to provide effective assistance and find durable solutions for displaced populations living outside of camps.



Aid agencies distributes household kits to survivors of Cyclone Nargis in Kyae Chan Chaung Pyar village, Mawlamyinegyun Township, Myanmar. Photo credit; © IOM 2008, <https://www.flickr.com/photos/iom-migration>

TABLE OF CONTENTS PART 4

4.1 THE CENTRE FOR COMMUNICATION AND COMMUNITY MANAGEMENT	PAGE 76
4.2 THREE POSSIBLE MODALITIES FOR CCCM OUTSIDE OF CAMP APPROACH	PAGE 77
4.3 CHALLENGES AND OPPORTUNITIES	PAGE 80

Part 4

A Possible CCCM Approach in Urban & Outside of Camp Settings

4.1 The centre for communication and community management

The concept of the *Centre for Communication and Community Management* – hereafter referred to as the Centre – has been developed based on the analysis of gaps in the humanitarian response in outside of camp displacement and the main recommendations on how to address these gaps.

The idea is also based on previous experiences, such as IDP community centres in Yemen, community resource centres in Haiti, camp management capacity building in Sri Lanka as described in the previous chapter, where CCCM actors have had to adopt flexible approaches which go beyond the traditional camp-centred approach due to displacement patterns, security access and identified needs.

The Centre is understood in this document as a working term to describe a concept but its exact title may need to be contextually tweaked – for example it could be more user-friendly to talk of a kiosk/shop or a displacement and community outreach centre.

Using the Centre approach, the CCCM best practices outlined in the previous section can contribute to addressing gaps in communication, community engagement and coordination. In particular this approach would allow the use of CCCM community-centred approach to complement existing strategies where a platform is needed to facilitate the exchange between service providers, communities, local authorities and other actors engaged within a defined geographical area.

The Centre should be principally conceptualised as a physical space. Based on the specific context, it can also serve as a mobile centre (or focal point persons) to reach out to a large number of IDPs. This is particularly useful in areas where IDPs are unable to travel to the Centre due to distance, lack of means and security issues. Mobile centres can also ensure that persons with particular vulnerabilities (such as extreme poverty or disability) who are unable to travel long distance, can access key resources and information.

The model of the Centre was developed to match existing governance structures and support them to better respond to IDP needs in coordination and partnership with all the other humanitarian actors. This would thus reinforce the principle of supporting, rather than replacing, national authorities' responsibility towards IDPs and other affected populations.

If there are existing structures in a local context that address information, communication and the coordination of service delivery to the displaced population, the Centre should be linked with those structures and not necessarily be a separate physical space. If this is not

possible at the initial stages, the Centre should be established with a vision to be handed over to the local governance structures (e.g. municipalities) in order to ensure long-term sustainability and build preparedness in contexts where displacement is a recurrent event. CCCM actors can play an initial supportive role or a more active role depending on the capacity of local structures. Facilitation of the various activities undertaken at the Centre could be conducted by local authorities, but also local NGO or Community Based Organisations and supported by CCCM actors if necessary.

The main goal of this proposed approach is to increase the resilience of both IDPs and host populations, as well as support the process of identifying durable solutions.



WHAT IS THE CENTRE FOR COMMUNICATION AND COMMUNITY MANAGEMENT?

- a platform to facilitate coordinated, effective and accountable response;
- a physical space/mobile team/focal point;
- an approach to support and/or complement national local structures and other humanitarian actors;
- a modality to increase self-reliance of both IDPs and host communities; and
- a mechanism to be handed over to local governance/ community structures.

4.2 Three possible modalities for the CCCM outside of camps approach

The Centre has potential to have different functions depending on available capacity and funds, scale and complexity of the emergency and the requirements of both the community and response actors. Each of these functions may contribute to addressing the gaps identified in terms of communication, community engagement and coordination. The three modalities outlined below are for general reference and guidance. The form of the Centre should be defined by the needs of the displaced community, local authorities and local humanitarian actors. In broad terms these approaches can be implemented independently or collectively.

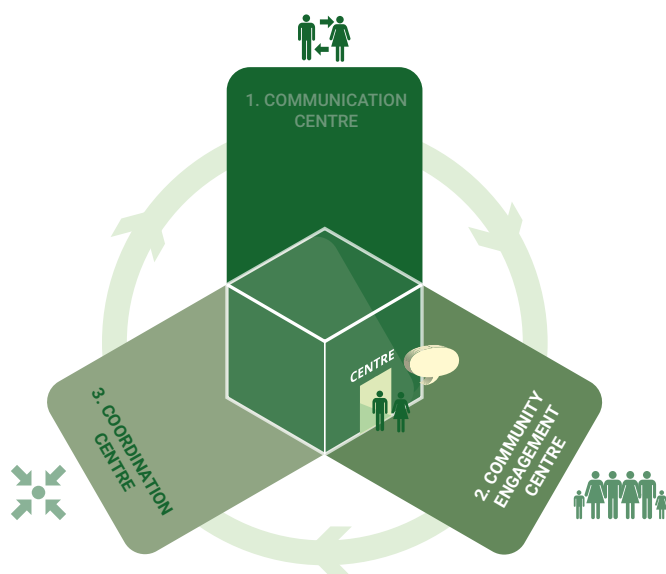


Figure 3: The Centre for Communication and Community Management

1. Communication Centre

In its most simple form, the Centre can serve as a two-way information channel where IDPs and the host community can access and share information on issues directly related to the humanitarian emergency. IDPs would be able to share information, complaints and suggestions. The Centre would then refer these to the appropriate stakeholders. Ideally the Centre could become a 'one-stop-shop' for the community to:

- obtain information relating to relief assistance and services available for IDPs (i.e. distributions, training, assessments, who does what where and agencies' contacts);
- receive updates regarding the situation in their areas of origin (i.e. access, rehabilitation and development projects, present agencies and security);
- share news about forthcoming community events;
- identify opportunities for vocational training and education within the host community; and
- channel feedback and complaints in a centralised cross-sectorial feedback mechanism.

The information provided would be based on input from a wide range of actors working within the area where IDPs and their host community live. The information could also be provided through several communication methods, utilising local languages and appropriate media including radio programmes, mobile updates, newspapers, TV, call centres, information boards, town hall meetings and community mobilisers. The Centre could have computers available for IDPs to use and specific phones to call other agencies, hospitals or government departments.

2. Community Engagement Centre

The Communication Centre can develop into a Community Engagement Centre to create an opportunity for the displaced population and the host community to expand their capacity to manage difficulties, build self-resilience and strengthen community coping mechanisms. The community engagement centre approach also can contribute to tackling the feeling of isolation and the integration challenges that many IDPs face in urban settings.

The Centre creates a space that could be used to facilitate:

- coordination and formation of community groups;
- capacity building projects (awareness, training and coaching);
- community-based initiatives;
- multi-stakeholder participatory engagement;
- support to host community's/IDPs' governance structures by building management capacity; and
- community meetings.

This type of centre will require the engagement of affected communities. Building partnerships with both displaced and host communities will be crucial. This will require exploring and mapping local structures, considering any possible conflicts between IDP communities, host communities, and government structures.

The Community Engagement Centre could be a physical space or could also comprise a range of activities that could be carried out in different locations based on needs. Particular attention should be given to encouraging the participation of women, youth, older persons and other individuals and groups with specific protection needs. The Centre could also mirror the responses in camp settings by physically hosting community initiatives conducted by other actors related to sectoral areas of assistance such as interventions to address gender-based violence (GBV), shelter, WASH, livelihoods and child protection. In this form the Centre could include the involvement of community volunteers from both displaced and host communities.

3. Coordination Centre

The Coordination Centre is based on the idea of connecting affected communities based on their assistance and protection needs, as well as their resources and capacities. In this modality the Centre can serve to facilitate dialogue and joint planning between local authorities and humanitarian, development and peace building actors, local NGOs and CBOs working in a specific geographical area, addressing needs of both host and displaced populations. The Centre could:

- support collecting data, disaggregated by gender and age,

along with identification of the most pressing needs by assisting with multi-stakeholder needs assessments and profiling;

- map all stakeholders (Who/What/Where) working in the defined geographical area and, where needed, facilitate the discussion on a clear and agreed division of tasks;
- contribute to monitoring the gaps and overlaps in protection and service provision through community networking and an outreach team – particularly in remote management situations or when the displaced population is scattered across a very large area;
- advocate for assistance and protection with relevant actors based on gaps and duplications identified;
- facilitate information management systems that link the information needs of the community to relevant stakeholders;
- facilitate agreement on common definitions of criteria for targeting assistance to the most vulnerable with all relevant actors – including the affected population;
- promote the mainstreaming of cross-cutting issues such as age, gender, diversity, environment and psycho-social support) in activities carried out by different actors;
- work with IDPs and other relevant actors to identify durable solutions and develop mechanisms that will assist in achieving them – this might include facilitation of coordination mechanisms such as return working groups and host families working groups; and
- channel information and facilitate dialogue with overarching coordination mechanisms of local authorities and/or the Cluster system.

Mobile outreach teams could be combined or substitute the Centre to address the challenges of ‘invisible’ IDPs, in particular for profiling activities, definition of vulnerability, monitoring of gaps and overlaps. This can become an opportunity for Cluster actors to work together and develop an integrated approach for a defined geographic area, to tackle outside of camp displacement and facilitate the search for durable solutions. The coordination role of CCCM actors in this modality of the Centre will need to be defined with other stakeholders. The Centre can also provide a mechanism for effectively sharing best practices and transferring knowledge from one group to another in order to avoid duplication and maximise resources and expertise.

4.3 Challenges and opportunities

The Centre is intended to contribute to increasing the capacity of all stakeholders to reach IDPs in urban environments and outside of camp settings while also improving humanitarian accountability. While developing the concept, the following risks and opportunities were also taken into consideration:

- Within the model proposed there might be overlaps with other Clusters and agencies working with communities outside of camps. For example, some Centre functions are already being carried out by protection actors. Different kinds of information centres are already being implemented in the field by NGOs and other agencies, including some development actors. In order to avoid coordination fatigue within the community it is of paramount importance to ensure that different actors agree on one community coordination mechanism.
- CCCM actors will need to have a clear understanding of the complex range of actors involved in outside of camps settings compared with camp contexts. They will be required to interact with municipalities, mayors, the police, the private sector, civil society and development agencies. The priority will be working with local authorities responsible for managing the delivery of key services. A possible challenge in engaging with local government is maintaining the humanitarian principles of neutrality and impartiality, particularly when there are conflicts with urban gangs and paramilitary groups.¹ Linkages need to be cultivated with development actors, while simultaneously providing basic services to IDPs. This may mean enhancing the local infrastructure and services to meet the needs of both host and IDP populations.
- Although community-based programming at this stage seems to be the best starting point for the proposed approach, it is understood that in urban areas it is often difficult to identify a coherent community due to the high rates of intra-city movements. Several questions need to be answered:
 - which part of the displaced population would the Centre target?
 - how exactly would the host community benefit from Centre activities?
 - can CCCM's outreach center approach be applied in emergencies due to both natural disasters and conflicts?
 - will this approach work only in emergency settings/contexts or also in protracted displacement scenarios?
 - how long will CCCM actors engage in bridging emergency relief and short to long-term development?²
 - how will the needs of the host population, the urban poor and urban migrants with special protection needs be taken into account?

From its conception the Centre can be an opportunity for dialogue and engagement between the displaced population and host community, local civil society and local authorities. It could be the setting

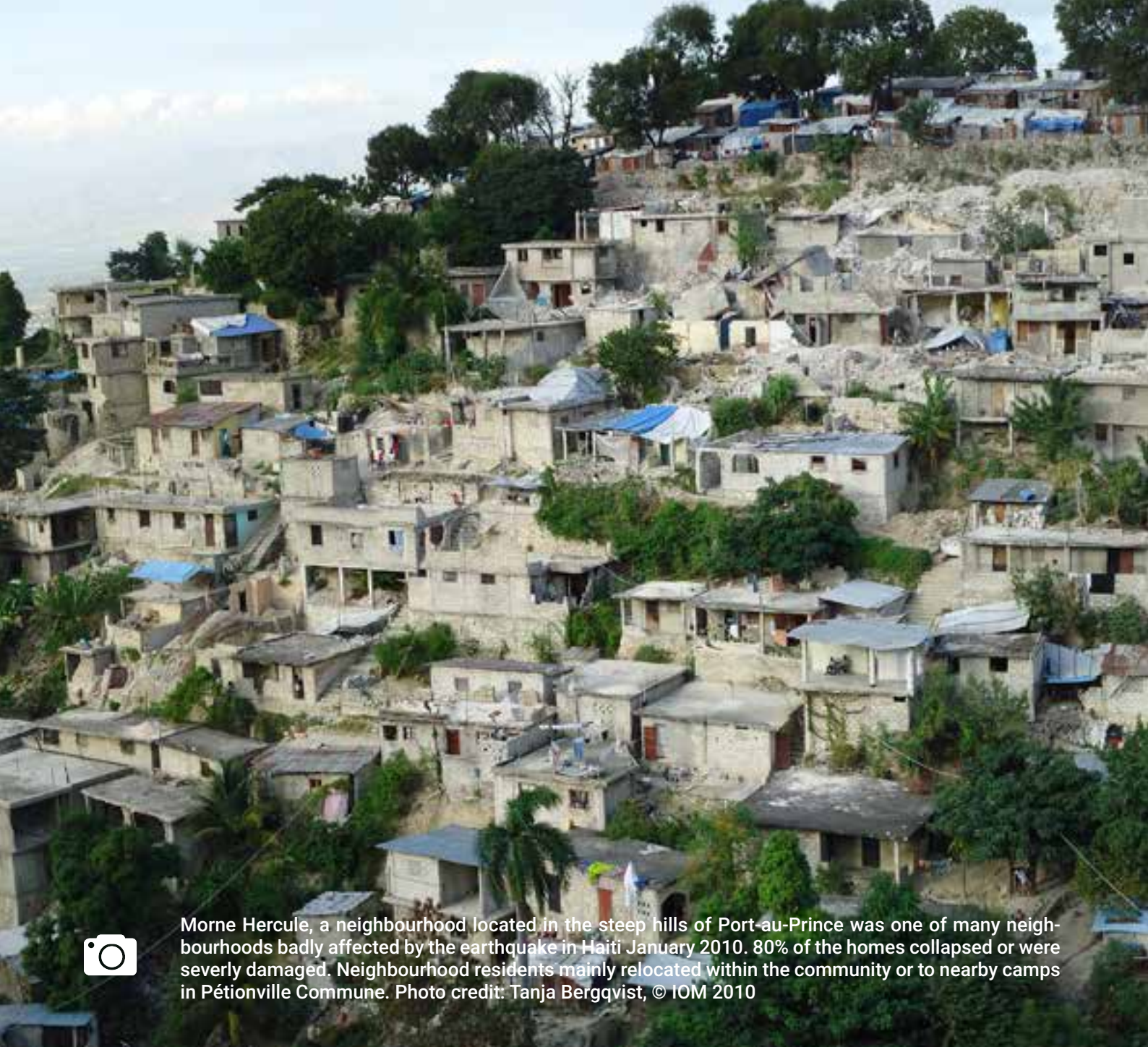
¹ Sanderson and Knox-Clarke, *op. cit.* p.5.

² *Ibid.* p.3.

in which to develop new partnerships with multiple actors such as:

- the private sector which can provide new technological solutions;
- urban development planners who can advise on basic service provision, infrastructure, and affordable housing solutions;
- academia which can provide support to develop prototype designs combining physical design and interactive user experience;
- poverty reduction experts, including social protection experts, who can advise on the best ways to use social safety nets (such as job creation programmes, vocational training, rental subsidies and micro-credit schemes); and
- environmental and disaster risk reduction experts who can advise on how the centre can bridge emergency intervention and development through preparedness and capacity building.

A pilot implementation of the described approach will ensure a more in-depth analysis of how risks can be mitigated and benefits of the possible CCCM outside of camps framework. The idea of the Centre – as a physical centre, mobile team or focal points – should be developed only after a discussion at the global level regarding possible operational scenarios. This should be followed by an in-depth assessment within selected countries which would consider the resilience of the local community, governance structures, the specific needs of the displacement affected community and the gaps in the humanitarian response.



Morne Hercule, a neighbourhood located in the steep hills of Port-au-Prince was one of many neighbourhoods badly affected by the earthquake in Haiti January 2010. 80% of the homes collapsed or were severely damaged. Neighbourhood residents mainly relocated within the community or to nearby camps in Pétionville Commune. Photo credit: Tanja Bergqvist, © IOM 2010

TABLE OF CONTENTS PART 5

5.1 PARTNERSHIP & CONSULTATION	PAGE 84
5.2 ADVOCACY	PAGE 84
5.3 CAPACITY BUILDING	PAGE 85
5.4 TOOLS & GUIDANCE DEVELOPMENT	PAGE 86
5.5 PILOT PROJECT	PAGE 86

Part 5

Ways Forward

This review identifies five areas for further work in CCCM in relation to urban displacement and outside of camp contexts:

1. partnership and consultation;
2. advocacy;
3. capacity building;
4. development of tools; and
5. implementation of a pilot project

These five areas of work should be further developed to reach a globally agreed framework and strategy on how the CCCM Cluster can contribute to address the challenges of urban and outside of camp displacement. The following ways forward are suggested:

5.1 Partnership and consultation

Further research on how the CCCM Cluster can use its resources to complement the work of other Clusters in addressing the needs of IDPs outside of camps should continue in full collaboration with other stakeholders from the Cluster system. An on-going consultative process is necessary to avoid overlaps and maximise the contributions of each actor and to ensure that the proposed approaches can enhance accountability and service provision. So that this consultative process is consistent and productive, the Global CCCM Cluster should work jointly with OCHA and other Clusters, in particular the Shelter and Protection Clusters, and NGO partner representatives to regularly provide feedback and suggestions on tools and methodologies developed.

The CCCM Cluster should actively take part in dialogue at the global and national levels on how the Cluster architecture can better respond to the needs of IDPs outside of camps. Effective partnerships should also be built with development actors, peace building actors, early recovery actors, urban specialists, academic institutions and the private sector. Discussions on the involvement of CCCM outside of camps should also be carried out with national authorities, especially in countries prone to multiple and complex displacements. CCCM should maintain coordination and collaboration with NGOs partners working on similar topics, such as NRC's on-going research projects.¹

5.2 Advocacy

Although there has been increasing focus on the issue in recent years, the attention of donors and other key stakeholders needs to be drawn to the problem of outside of camp displacement. The main gaps presented in this desk review can indicate issues that need to be central to CCCM work outside of camps. Of particular importance are:

¹ See: Annex 2

- improving linkages between emergency and development actors;
- developing selection criteria for camp and non-camp intervention solutions for displaced populations; and
- linking outside of camp displacement with disaster risk reduction and preparedness.

The CCCM Cluster should promote and contribute to discussions with other Clusters, NGO partners and NGOs to develop criteria guiding when camps should or should not be established and to ensure a more unified approach toward displaced populations residing outside of camps. It is particularly important to discuss and agree alternative and innovative guidelines for a more holistic approach, rather than the quasi-automatic camp-based response.

CCCM should also actively advocate for the integration of IDPs outside of camps into the plans of development actors. It is recommended that the Global CCCM Cluster, in cooperation with other organisations that share similar concerns (such as IDMC, JIPS and the REACH Initiative), promote advocacy events with active and participatory debate on these issues. These should be held with development actors, donors and NGO consortia.

The present work of CCCM actors linking CCCM and disaster risk reduction and preparedness, (notably the work of IOM in Botswana, Colombia, the Dominican Republic, Mozambique, Namibia, Pakistan and Thailand,) can inform further analysis and reflection on how CCCM could engage on these themes in relation to displaced populations outside of camps.

5.3 Capacity building

Within the Global CCCM training package, issues related to urban and outside of camp displacement are not yet addressed and it is thus crucial that this theme be introduced to CCCM practitioners. CCCM experts should have an understanding of the issues related to outside of camp displacement to ensure a more holistic response and to have more support in dealing with ever-changing populations due to a constant flux of IDPs in and out of displacement sites. CCCM training should better elaborate when camps should be established and when they should not, especially by underlining concrete programmatic alternatives.

As CCCM has strong expertise in training and capacity building and has a pool of expert trainers, it is highly recommended to engage with and encourage a multi-agency forum to analyse and discuss different tools/methodologies used by other Cluster and agencies to train humanitarians and affected communities in outside of camp issues. This initiative would contribute to assessing available capacity building programmes and identifying possible gaps and overlaps.

The Global CCCM Cluster, when requested, should be able to support NGOs and partners working in contexts of outside of camp displacement through the deployment of experts and/or trainers.

5.4 Tools and guidance development

The good practices underlined in this desk review should be further analysed to see if they could be consistently applicable to urban and outside of camp settings and how they can be integrated into the possible CCCM approach. The possibility of applying the coaching methodology to working with urban and outside of camp IDPs should be studied in-depth.

Since the issue of outside of camp displacement is very complex it is recommended to have a focal point/support cell working within the Global CCCM Cluster Team. The focal point/support cell should support other members of the global team in:

- continuing assessments and analysis of CCCM best practices outside of camps;
- systematising current experiences and tools related to outside of camps;
- customising current CCCM tools based on needs and inputs from the field; and
- assisting the piloting of the proposed Centre approach and CCCM operations tackling issues related to outside of camp-settings.

The focal point/support cell should be in regular dialogue with other Cluster representatives, development actors and any other relevant stakeholders. The assessment and analysis of existing outside of camp experiences should be continued, searching for alternatives to the Centre approach for outside of camps. Additional activities carried out by other agencies or Clusters should be analysed, exploring possibilities of how CCCM could complement existing initiatives.

5.5 Pilot project

The proposed CCCM approach for urban displacement and outside of camps can be piloted in two countries so as to understand the operational requirements and learn lessons. An assessment should define countries and regions where this approach could be useful. This decision should be taken in accordance with other actors working in the selected locations in order to avoid overlaps and ensure a tailor-made approach to the specific contexts. A team of field experts in coordination, information management, capacity building, and community mobilisation should be dedicated to the pilot project.

Before the pilot, field-based research of centres already implemented by CCCM actors should be carried out such as the community re-

source centre in Haiti, the IDP centres in Yemen and the information hub in Mogadishu. The piloting of the proposed approach will benefit from a detailed collection of lessons learned and opportunities and challenges from similar experiences. In addition, further detailed analysis should be conducted on the current CCCM best practices in outside of camps and how they could be integrated into the proposed model.

Developing partnerships with organisations with the technical expertise necessary to develop assessment and profiling components of the pilot is recommended, these include among others JIPS and the REACH Initiative.

It is important to explore how the Centre approach could be cost-effective in terms of human resources and hardware. The pilot programme will look into these aspects, focusing on the sustainability of the action in specific displacement contexts. Media and new technology should be used extensively. The pilot of the proposed model should draw lesson learned and guidance on:

- designing a Centre: – as a communication and community platform but also as physical space – in partnership with IDPs, their hosts and local government structures;
- applying technological solutions and contributions sensitive to urban planning and environmental protection requirements in emergency and early recovery phases;
- defining roles and responsibilities within the Centre structure and how the other actors will be engaged;
- demonstrating cost-effectiveness;
- indicating which target groups among the displaced population and host community can benefit most from the proposed model;
- defining the different applications of the proposed model for urban and rural outside of camp settings;
- indicating how the proposed model can work in response to displacement induced by conflict and natural disasters and how it can be implemented during emergencies and protracted displacements; and
- developing a framework for sustainability and an exit strategy involving local authorities, civil society and development actors.

Ideally, the pilot should be the opportunity for the CCCM Cluster to gain lessons learnt. This would help toward the definition of a framework for urban displacement and outside of camps with a clear scope, target groups and different modalities according to the type of disaster/crisis (natural disaster/conflict, emergency/protracted displacement, urban/rural or other). Lessons learned from the pilot, coupled with continuous dialogue with other stakeholders, should lead to the formation of practical guidance and customised tools for CCCM practitioners working outside of camps.

WAYS FORWARD:	PROPOSED ACTIONS:
I. Consultative process	1.Foster partnerships with development and peace building actors, academia and the private sector.
	2.Continue the consultative process by organising workshops, meetings, and awareness sessions with OCHA and Cluster representatives, in particular the Protection and Shelter Clusters, NGO partners and NGO fora - such as Inter-Action, the International Council of Voluntary Agencies (ICVA) and the Steering Committee for Humanitarian Response (SCHR).
	3.Engage in global initiatives, working groups and conferences related to urban displacement and outside of camp.
	4.Coordinate and liaise with NGO partners working on similar topics.
II. Advocacy	1.Promote advocacy events on outside of camp displacement with relevant partners to engage donors and development actors on how to bridge emergency and development phases in facilitating the search for durable solutions for IDPs outside of camps.
	2.Engage in discussion within the IASC about objective criteria for the selection between camp and non-camp responses for displaced populations.
	3.Explore the link between outside of camp displacement with disaster risk reduction and preparedness based on current CCCM activities.
III. Capacity building	1.Develop new modules for the global CCCM training package on CCCM urban displacement and outside of camps settings.
	2.Assess current capacity building initiatives on outside of camp displacement.
	3.Promote a multi-stakeholder working group on existing outside of camps capacity building programmes and develop an open source training package.
	4.Deploy experts and trainers to support NGO partners on outside of camp work when requested.

WAYS FORWARD:	PROPOSED ACTIONS:
<p style="text-align: center;">IV. Tools development</p>	1.Establish a focal point/team to support and facilitate activities related to CCCM outside of camps pilot project, policy and tools development.
	2.On-going assessment and analysis of current CCCM tools and best practices to be adapted to outside of camp contexts.
	3.Support field operations to develop strategies on outside of camp displacement where needed and customise CCCM tools accordingly.
	4.Draft a chapter for the Camp Management toolkit dedicated to outside of camps.
	5.Develop guidance and specific tools for CCCM outside of camps based on the pilot of the Centre.
	6.Develop communication and awareness tools on outside of camps for the CCCM website.
<p style="text-align: center;">V. Pilot</p>	1.Undertake an impact assessment of the best practices described above, currently implemented by CCCM actors.
	2.Identify two countries where the pilot of the proposed CCCM outside of camp approach could be relevant through a multi-stakeholder assessment.
	3.Deploy a team of experts and implement the proposed model.
	4.Enhance existing and develop new partnerships with relevant partners – JIPS, ALNAP, REACH Initiative.
	5.Develop CCCM framework and guidance on working outside of camps and obtain global endorsement.

Conclusion

This desk review marks the first step toward a definition of a framework for how CCCM can contribute to the needs of displaced populations outside of camps – today the majority of IDPs around the world. The interest of CCCM actors in displacement in urban settings and outside of camps is anchored in the rationale of assisting affected populations, upholding their human rights and addressing their needs, rather than based on where they are displaced. Displacement patterns are evolving and the CCCM Cluster needs to further adapt to changing realities to respond appropriately to humanitarian demands while cultivating and strengthening self-reliance and resilience. While different sectors are developing approaches to respond to urban emergencies and providing assistance in outside of camp displacement situations, a joint effort which brings together the activities of different Clusters at the community level is needed.

The review has highlighted that there are significant gaps in current humanitarian responses to IDPs outside of camps. These include identification of affected population and a lack of coordinated response and agreed guidance for practitioners. The absence of a global policy results in the problematic reliance on host communities and host families as a de facto response mechanism. Other important additional challenges are the lack of access and limited humanitarian capacity.

In some contexts CCCM actors are already involved in working outside of camps and some methodologies have already been developed to tackle these situations. The resources and expertise of CCCM actors developed in camp responses, with due adaptation, can be relevant to addressing gaps related to communication, community engagement and coordination in outside of camp displacement contexts. It is important to underline that these efforts should complement the work of traditional CCCM partners within the Cluster architecture while seeking new partnerships with development and peace building actors. This will entail the engagement of CCCM actors in advocacy initiatives to increase accountability and fair distribution of aid between camp and outside of camp responses and a more holistic approach to humanitarian response during emergencies.

The proposed CCCM approach to urban displacement and outside of camp contexts, the Centre for Communication and Community Management, has potential to address gaps related to communication, community engagement and coordination. It could facilitate the connection between IDPs and other actors and help ensure physical presence within a defined geographical area of intervention. Based on the expertise of the CCCM Cluster in coordinating access and delivery of protection and services to displaced populations in times of crisis, the Centre will use technological solutions and explore contributions sensitive to urban planning and environmental protection. This should provide a flexible modality that can be designed and contextualised in partnership with affected communities, local governments and humanitarian, development and peace-building actors.



TABLE OF CONTENTS ANNEX 1

A1.1: CAMP MANAGEMENT COACHING, DADAAB (KENYA)	PAGE 92
A1.2: COMMUNITY RESOURCE CENTRE, HAITI	PAGE 95
A1.3: IDPs INFORMATION CENTRE, YEMEN	PAGE 98
A1.4: DISPLACEMENT TRACKING MATRIX, (MALI)	PAGE 101
A1.5: VULNERABILITY ASSESSMENT, LEBANON	PAGE 105
A1.6: IDPs INFORMATION HUB, MOGADISHU (SOMALIA)	PAGE 107
A1.7: CCCM CAPACITY BUILDING, NAMIBIA	PAGE 110

Annex 1

Messages from the Field

These messages from the field are based on field experiences and information provided by CCCM practitioners. They describe activities developed by CCCM actors which can be relevant or adaptable for urban or outside camps scenario. These case studies do not intend to provide updated data and analysis on specific displacement scenarios.

A1.1 Camp Management Coaching, Dadaab (Kenya)



Country: Kenya

Project location: Dadaab, Kenya

Project Date: 2007-2010

Agency: Norwegian Refugee Council (NRC)

Areas of work: The coaching methodology specifically addresses governance and community participation but could also be applied to the other areas of work: information management, monitoring and advocacy for key services and protection, advocacy for durable solutions, capacity building and training.

Displacement context: Refugees

1. Displacement situation

In 2006, fighting between the Islamic Courts Union (ICU) and Ethiopian government forces in Somalia caused an influx of 34,111 new arrivals to the three Dadaab refugee camps (Ifo, Hagadera and Daga-haley) built in 1991. Heavy flooding in October 2006 displaced some 14,000 refugees within and outside Ifo camp. More refugees arrived from 2007 onwards.¹

Since 2006-2007 there have been more than 250,000 refugees residing in Dadaab. Ninety five per cent of Dadaab's population are Somalis and the remaining five per cent include Eritreans, Sudanese, Ethiopians and refugees from the DRC. At the time of NRC's first assessment in 2006, Dadaab was a protracted displacement scenario with large protection and assistance gaps with little donor support. The only viable durable solution was resettlement, and even then opportunities for resettlement were few. The displaced community was highly reliant on humanitarian assistance and external allowances/remittances.

¹ UNHCR 2011, *Sub Office Dadaab, Kenya - Refugee Operation September 2011*, http://www.unhcr.org.hk/files/Emergency/emergency%20report/2011%20somali/Oct%2011/Dadaab%20Refugee%20Operation%20Brief%20_v.%202011.09.24_.pdf

Community representation was widespread but disorganised.

2. Intervention background

From October 2007 to August 2010, NRC implemented a Camp Management Capacity Building project in the Dadaab camps. This included a comprehensive training and coaching programme to build the capacity of UN and NGO staff, officials from Kenya's Department of Refugee Affairs and service providers along with members of refugee and host communities. It aimed to enhance Camp Management practices, establish proper information sharing routines and facilitate constructive engagement with the refugee and host populations.

The coaching concept was introduced after several individuals wanted to be further engaged after completing the standard Camp Management training, designed to provide participants with knowledge and the tools to engage in managing camp activities on their own. This was a long term approach that NRC supported for several years with the aim of cultivating community initiatives and establishing new patterns of social conduct.

The Camp Management coaching methodology had previously been used by NRC in Sri Lanka, where a pilot project was implemented for some years. The lessons learned from that experience were the basis of the programme in Dadaab.

3. Activities implemented

In Dadaab, NRC used Camp Management coaching as a follow-up methodology to build upon and sustain the technical knowledge, skills and attitudes that camp community members have acquired through training. The knowledge base established via training creates a foundation on which the coaching sessions could then build. NRC's goals for using coaching in Dadaab were to:

- further develop skills of camp residents and their skills, knowledge and attitudes in effective Camp Management after Camp Management training;
- provide on-going support to develop community self-management capacity to manage their own camp with limited support from a Camp Management Agency; and
- maximise the sustainability of community involvement and participation in the daily life of the camp.

Coaching facilitated learning by doing and sought to change behaviours and action planning through a consistent series of sessions/meetings between the coaches (or coaching team) and the group being coached. Coaching was targeted toward camp committees or community groups which were organised demographically (such

as youth and women's committees) or sectorally (such as WATSAN and shelter committees). Several coaching groups were formed, addressing different aspects of Camp Management such as roles and responsibilities, distribution, identifying and responding to instances of GBV and site planning. The coaching groups had weekly or bi-weekly coaching sessions facilitated by the Camp Management trainers. The coaching session focused on identifying gaps in a specific sector. The coach would then support the group in analysing the problems and finding feasible solutions based on the engagement of the group and the community. The Camp Management trainers continued to assist during the implementation of the community based initiatives. Coaches were NRC national staff or staff members able to communicate fluently with the coaching group in their native language, trained in both Camp Management and coaching.

4. Achievements and challenges

Several coaching groups were formed in Dadaab, addressing different aspects of Camp Management. The coaching groups contributed to developing the capacity of communities to manage the camp sustainably and independently of an external Camp Management Agency, at least to the extent possible given their skills, administrative capacity and security issues.

Some of the challenges encountered in the coaching experiences in Dadaab included:

- the degree of security instability at the camp level;
- training team members to develop and transition their skills from the role of trainer to that of coach;
- creating awareness among different actors working in the camp about the objectives and methodology of Camp Management coaching;
- prioritising long-term capacity building over short-term results;
- tackling the dependency syndrome arising from protracted reliance on humanitarian aid and resultant disincentives to promote community coping mechanisms; and
- community representatives attended many training courses and it was thus often difficult to engage them enthusiastically in new ones.

Camp Management coaching was also used in return monitoring exercises. In 2008, coaching was integrated into the NRC Uganda Camp Management programme where coaching sessions were conducted with returning communities, both in the camp phase-out activities and in building capacity for sustainable return. In 2011, the coaching methodology was used in DRC to reinforce community management in sites where NRC handed over the role of Camp Management Agency.

To support these programmes NRC developed a specific training curriculum to become a Camp Management coach along with guidance and a handbook about the process of coaching within communities.² NRC's Camp Management capacity building work with camp communities demonstrates that through on-going support at the camp level and continued follow-up the process of knowledge sharing and the transferring of skills is effective and has lasting impact.

A1.2 Community Resource Centres (CRCs), Haiti



Country: Haiti

Project locations: Port-au-Prince, Pétionville, Jacmel, Saint Marc, Cité Soleil, Carrefour, Tabarre, Leogane and Miragoane

Project date: September 2011 - current

Agency: IOM

Areas of work: Advocacy for durable solutions, information management, capacity building and training, governance and community participation.

Displacement context: IDPs

1. Displacement situation

Four years after the earthquake that struck Haiti on 12 January 2010, an estimated of 137,500 individuals of internally displaced persons (IDPs), or around 37,000 household, remained in 243 sites scattered throughout metropolitan Port-au-Prince and the regions. Since July 2010, the IDP caseload had decreased by 91 per cent and the number of IDP sites by 84 per cent. Between January and March 2014, 30 IDP sites were closed because of relocation or spontaneous departures – and not as a result of evictions.³ The calamity weakened the capacity of national and local authorities – many of whom were killed – and coordination of the large number of international organisations was challenging.

2. Intervention background

² For more information see Hadley, E. and Flynn, K., 2009, *Coaching in Camp Management, Capacity Building for Camp Communities*, Norwegian Refugee Council

³ For more information, see the IOM/OCHA/CCCM Cluster Displacement Tracking Matrix (DTM) report March 2014, <http://www.iomhaitidataportal.info/dtm/index2.aspx>

ANNEX 1: MESSAGES FROM THE FIELD

The Community Resource Centres (CRCs) are part of a larger programme of support (Programme d'appui à la reconstruction du logement et des quartiers) for Shelter reconstruction developed by the Interim Reconstruction Commission, (Commission Intérimaire pour la Reconstruction d'Haïti - CIRH) and relevant ministries in order to support local government in reconstruction in collaboration with relevant UN agencies.

IOM is responsible for implementing this initiative which seeks to:

- equip municipalities and the community leaders with the technical means to ensure efficiency and accountability of the reconstruction process;
- ensure that the population has access to all the necessary information in relation to return and reconstruction;
- facilitate dialogue between community leaders, reconstruction actors and local authorities; and
- provide support to communities to put into the strategy of return and relocation into effect.

IOM has established the CRCs, provided equipment, recruited and trained personnel working in the centres, coordinated between different actors engaged in reconstruction – local authorities, communities, international partners and civil society and facilitated the hand-over of responsibility for CRCs to municipalities.

3. Activities implemented

CRCs are dedicated to coordination, information dissemination/ collection, consultation and capacity building related to the process of reconstruction in the districts most affected by the earthquake. Their key objectives are to:

- improve communication with affected populations;
- enhance the capacity and resources of municipalities to ensure the coordination of activities related to return and relocation at the municipal and district levels;
- increase the capacity of community leaders to actively participate in reconstruction activities;
- notify populations about methods and appropriate materials for reconstruction; and
- inform the affected population about required reconstruction authorisation processes.

CRCs are 'one stop shops' to ensure that people can access information related to the reconstruction process. In addition they provide:

- a physical place to facilitate community meetings and activities for youth, women and other groups;

- a venue for coordination meetings between the local authorities, communities and NGO partners;
- information boards for news and means of communication including contacts, activities and plans of local authorities, NGOs and other support organisations;
- technical information and advice on costs of demolition and reconstruction, sources of financial support, cost and quality of construction materials and waste disposal;
- policy and guidance on new construction and rehabilitation, water and sanitation, drainage systems and other services and structures for households and communities;
- information about local technical experts, enterprises and suppliers;
- information on communal planning, infrastructure, risk reduction and management, income generation and social and community development; and
- legal advisory sessions for inquiries related to housing, land and property rights and conflict resolution.

The centres collect feedback from the community and surveys of levels of satisfaction concerning technical support and capacity building. Information provided is circulated in different fora and with various channels. The CRCs have a basic administrative capacity to facilitate, record and report the activities conducted within the centre.

4. Achievements and challenges

By December 2013 ten of the eleven planned centres had been established and were working to coordinate NGO support to communities, identifying gaps, linking communities with donors and supporting the offices of mayors. Handover to the local authorities is scheduled for September 2014.

Key challenges in rolling out the CRCs have included:

- constant change of leadership (mayors) in some municipalities;
- political instability in some municipalities;
- limited funding available to address identified problems and to support staff after handover; and
- obtaining reliable information on the real needs of communities.

A1.3 IDPs Community Centre, Yemen



Country: Yemen

Project locations: Haradh, Amran, Al-Jawf, Sa'ada, Aden, Abyan, Lahj, Hadhramaut, Shabwa, Tai'iz, Al Baydah and Sana'a.

Project Date: 2010-current

Agency: UNHCR

Areas of work: Information management, monitoring and advocacy of key services and protection. The IDPs' centres are used also for distribution of food and non-food items, and protection-related services such as counseling.

Displacement context: IDPs

1. Displacement situation

Since 2004, Yemen has experienced numerous civil conflicts that have led to massive internal displacement. As of December 2013, Yemen had approximately 307,000 IDPs, mainly in the north of the country. Around 500,000 people have been displaced in recent years as a result of three distinct crises.⁴

Yemen is plagued by a multitude of protection and food security-related issues for IDPs. These include lack of documentation, lack of physical security in areas of displacement and of return; family separation; high rates of sexual, gender and domestic-based violence; widespread destruction of housing; chronic food insecurity; child recruitment and trafficking; presence of landmines; loss of state control of large areas of the country and frequent denial of humanitarian access to affected populations. Given the scale of needs, the humanitarian response is chronically under-funded.

Some 90 per cent of IDPs live outside camps. Privacy concerns are paramount.⁵ For IDPs living with host families or in informal settlements accessing adequate housing is a central issue. Many have sought refuge in makeshift accommodation or informal settlements in schools and other public buildings and schools.

⁴ For more information, see Internal Displacement Monitoring Centre, 2013, *Yemen: Internal Displacement in brief*, <http://www.internal-displacement.org/middle-east-and-north-africa/yemen/summary>

⁵ Mooney, E. (2012), *IDPs Outside of Camps* Global Protection Cluster(GPC) Retreat Geneva, 21-22 February, <http://www.refworld.org/pdfid/4f4f42f92.pdf>

2. Intervention background

The Cluster Approach was activated in 2009 in Yemen to help identify the needs of beneficiaries and coordinate an effective humanitarian response. The CCCM, Shelter, and NFI Clusters were merged following consultations and endorsement by the Inter-Agency Standing Committee / Executive Committee on Humanitarian Affairs (IASC/ECHA) in mid-February 2010. Ten IDP camps were established to cope with the internal displacement crisis. In addition to responding to the needs of the large numbers of IDPs outside camps, UNHCR initiated the IDP Community Centre project in cooperation with national NGOs and national authorities.

3. Activities implemented

UNHCR's work with legal clinics to reach out to IDPs who could not be accessed due to insecurity served as the basis for developing the concept of the IDP Community Centre. In 2008, UNHCR partnered with the Sa'ada Charitable Women Association (SCWA) to establish an Information and Counselling Centre to assist IDPs in accessing important information and advice on issues including legal aid, material assistance and social counselling. SCWA trained 80 youth/adults in basic life skills and provided grants in the form of start-up kits to allow IDPs to establish their own small-scale businesses.

In 2009, an IDP Community Centre was established and run by Islamic Relief Yemen (IRY) in Amran and the following year IRY set-up another Centre in Sa'ada. Two other centres were founded in 2010, one run by the Charitable Social Welfare Society and the other by the Adventist Development and Relief Agency (ADRA). In 2011, INTER-SOS opened a fifth in Aden. In Amran and Sa'ada a mobile outreach programme was used to reach areas distant from IDP Community Centres in order to provide follow-up to cases, distribute information, identify persons with specific needs and better assess IDPs outside camps.

The Centres capture relevant data on IDPs, maintain individual records and have proven useful sources of information for programming response⁶ and the dissemination of vital information among all stakeholders. IDPs have used the Centres as meeting points to engage with other IDPs, participate in recreational activities and receive food and NFIs.

4. Achievements and challenges

At the beginning of the project roll out, the CCCM Cluster de-

⁶ Ally, N. and Ryan, K., 2010, *Camp Coordination and Camp Management Cluster UNHCR Field Support Mission Report, Yemen*. p.8.

ANNEX 1: MESSAGES FROM THE FIELD

veloped strong relationships with local sheikhs and CBOs, especially in areas with limited access. The Cluster used existing community governance structures of religious and tribal leaders in areas where it was not logistically feasible to access IDPs,⁷ Cluster staff met local sheikhs with contacts with tribes in inaccessible areas. In coordination with local CBOs, the Cluster held capacity building exercises to train local humanitarian workers on assistance delivery based on humanitarian principles. In collaboration with CCCM practitioners, the CBOs and local sheikhs, key services (including water, food, NFIs, healthcare and counselling) were provided to IDPs in remote regions while monitoring and evaluation was conducted by national staff. Through the Centres community based projects were supported while IDPs were empowered through skill training, start up kits and rental assistance. The Centres were seen (by the Cluster and local authorities) as the best method to properly assess the needs of dispersed IDPs outside camps and the only viable way to provide beneficiaries with critical resources such as psycho-social support, legal advice and counselling.⁸

Some of the main achievements of the project have been:

- UNHCR built a strong relationship with the government and demonstrated the need to work with IDPs outside of camps;
- the CCCM Cluster has been actively involved in gathering and distributing information through the centres:
- the Centres have played a vital role in information sharing and distribution of relief items and counselling services, especially to IDPs outside camps;
- the government has used the Centres as venues to share information, register IDPs and deliver assistance;
- due to the collaborative nature of the centre model, there has been good inter-Cluster coordination;
- committee systems and key focus group discussions have been established; and
- Community-based Protection Networks (CBPN), a mechanism for accessing IDPs outside camps, have helped provide key services. The CCCM Cluster has advocated for more burden sharing through Quick Impact Projects (QIPs) and income generating activities (IGA) in an effort to minimise tensions between IDPs/returnees and host communities.

Challenges encountered have included:

- lack of access to IDPs in many regions by the government, INGOs and UN agencies;

⁷ *Ibid.* p. 9.

⁸ For more information, see Camp Coordination and Camp Management Cluster, 2014, *CCCM Case studies vol. 1*, <http://www.globalccmcluster.org/system/files/publications/CCCM%20Case%20Studies-24thMarch2014-Small.pdf>

- limited resources, poor donor response and lack of a holistic strategic response strategy;
- inability to provide individualised support to all those in need;
- Inability to deliver sufficient assistance to host communities in equally dire need as IDPs;
- Lack of proper data to distinguish the host community from IDP populations: and
- Host community participation was not clearly defined in Cluster meetings.

A1.4 Displacement Tracking Matrix (DTM), Mali



Country: Mali

Project locations: Bamako, Kayes, Ségou, Sikasso, Koulikoro, Mopti, Gao and Tombouctou

Project date: 2012-current

Agency: IOM

Areas of work: Information management, monitoring and advocacy of key services and protection, advocacy for durable solutions.

Displacement context: IDPs

1. Displacement situation

Mali has a history of internal strife due to droughts and political conflicts, most notably successive rebellions as Tuaregs have sought greater autonomy, recognition of their language and economic development.⁹ The January 2012 Tuareg and Islamist takeover of the north displaced around ten per cent of its northern population. In 2013, Islamist forces moved southwards towards the capital, Bamako.¹⁰ Though African Union and French peacekeepers have pushed back the Islamists, there has been a partial return of IDPs to the north and peaceful presidential elections took place in July 2013, most IDPs have not found durable solutions. IDMC estimates that as of April 2014 there were still 137,096 IDPs.

⁹ Internal Displacement Monitoring Centre, 2013, *Mali: Stability slowly returning but durable solutions a remote possibility for many IDPs* p.1, www.internal-displacement.org/sub-saharan-africa/mali/2013/stability-slowly-returning-but-durable-solutions-a-remote-possibility-for-many-idps

¹⁰ *Ibid.* p.3.

Protection threats include abductions, rapes, gender-based violence, public floggings for perceived violations of Islamic codes, arbitrary detentions and executions and extortion at checkpoints. The separation of families is a huge protection concern as approximately half of those displaced in the south were separated from some other family members. This has left a large number of unaccompanied children, making them extremely vulnerable to child labour and recruitment by armed soldiers. Another massive protection concern for the displaced is their lack of proper identification documents.¹¹

2. Intervention background

To better understand population movements and to provide precise up-to-date data on the humanitarian response and to facilitate return and reintegration, IOM launched the DTM programme in Mali in June 2012. The DTM methodology and tools were adapted from similar DTM programmes implemented in other countries affected by conflicts or natural disasters. This methodology has been endorsed by the Commission on Population Movement (CMP), a working group led by IOM within the Protection Cluster.

In Mali the aims of the DTM are to obtain a profile of the displaced population by determining the number displaced, their places of origin and displacement trends and needs. This is achieved through registration of IDPs, Flow Monitoring Point (FMP) and needs assessments.

DTM activities are being implemented according to the methodology endorsed by the CMP and carried out by teams composed of members of the National Directorate of Social Development (Direction Nationale du développement Social-DNDS) and the General Directorate of Civil Protection (Direction Générale de la Protection Civile-DGPC).

3. Activities implemented

Between September 2012 and June 2013 IOM registered households displaced in the regions of Bamako, Kayes, Ségou, Sikasso, Koulikoro and Mopti. Data were updated on a weekly basis through permanent agents deployed in these regions. Following the improvements in the north, assessments were also conducted in the regions of Gao and Tombouctou to estimate the number of people displaced.

After the 2013 military intervention FMPs were set up at the main entry and transit locations in Bamako, Mopti, Tombouctou and Gao. The FMPs' main objective is to monitor IDP movement from the north to the south of the country as well as vice-versa.

¹¹ *Ibid.* p. 8.

Registration

The objective of the registration is to establish the identities of IDPs at the household level through complementary methods of data collection. The activity is developed through:

- training for DTM officers and NGO field partners which covers DTM objectives and methodology, tools for data collection and use and protection of sensitive data. Teams include staff from IOM, DNDS, DGPC as well as members of displaced communities;
- information campaigns have informed the displaced population and partners of the timeframe and the objective of assessments and reminded participants that it is a voluntary exercise. Initial contact is generally through the local authorities and partners who are physically present in the areas where the displaced population/returnees are residing. The IOM team works in collaboration with local government officials to ensure that the key messages are delivered to people of concern through call centres, messages in mosques, flyers and banners; and
- data collection on the displaced population has been generated by:
 - commune level assessments conducted by meeting with key informants such as mayors and IDPs' representatives and by conducting field visits. This serves to confirm the presence of displaced/returnees within those municipalities, identify the areas of the municipalities in which they are settled and to collect information regarding the services provided, their needs and the assistance delivered;
 - quartier/village level location assessments conducted where IDPs have been identified. These aim to collect information on population estimates and population movements, basic service provision and assistance, security problems and employment needs; and
 - IDP registration conducted through an interview with the head of the household. These have gathered data on the number of family members, the profile of each member and their specific vulnerability, their history of displacement, the assistance received and their specific needs. The data is regularly updated through phone calls and monitoring visits.

Data entry is conducted by data-entry clerks under supervision of field supervisors and by database assistants in Bamako. Data collection forms are checked frequently, verified and corrected daily. In the case of a mistake or an omission, new field assessments are carried out.

Flow Monitoring Points (FMPs)

These evaluate north-south flight and south-north returns. FMPs are located near areas of transit, such as bus stops and river ports. Though not a comprehensive monitoring of all IDPs movements, FMPs have provided an early warning system. The FMP intervention includes training in data collection and entry.

Needs assessment

This exercise has sought to collect information at the village level of the displaced population living in the north (displaced people, returnees and host communities) and their specific needs. The information collected includes data on food security, WASH, shelter, livelihood and protection. It includes training, data collection and data entry.

4. Achievements and challenges

All the data derived from these three exercises are compiled, analysed and shared through a DTM report every two months which includes demographic data, history of displacement and an analysis of the needs of the displaced and/or returnees. Various maps are used to present the data. This report is then shared through the CMP and the Protection Cluster and is available for public viewing on Mali' humanitarian website.¹²

According to the DTM report of February 2014, 36,771 households (199,575 individuals) were registered and assessed by IOM in all regions in Mali. In the south, Bamako hosted the largest number of IDPs with 46,143 individuals. In the north the highest number of IDPs was in Tombouctou, with 43,959 households.¹³

Some of the key challenges in implementing the activities related to the DTM methodology have been:

- 'invisibility' of IDPs: Following the occupation of the northern regions, most IDPs sought refuge with host families. Many have moved to rented accommodation, making it hard to differentiate IDPs from members of host communities;
- specifying displacement flows: Mali has a long history of population movement as transhumants travel extensively within the country and across its borders. It is thus hard to monitor movements specifically related to the 2012 conflict, especially in the north; and
- on-going insecurity in the northern regions of Kidal, Gao and Tombouctou has meant that some areas are still inaccessible, thus posing challenges to data collection.

¹² <https://mali.humanitarianresponse.info/fr/>

¹³ Development Tracking Matrix – Mali, February 2014, <https://mali.humanitarianresponse.info/fr/system/files/documents/files/IOM%20Mali-DTM%20Report%20February%202014.pdf>

A1.5 Vulnerability Mapping, Lebanon



Country: Lebanon

Project date: 2013-2014

Agency: UNICEF, UNHCR, Republic of Lebanon-
Presidency of the Council of Ministers

Areas of work: Information management, monitoring and advocacy of key services and protection

Displacement context: Refugees

1. Displacement situation

Lebanon has received 36 per cent of the Syrian refugees in the region. By November 2013, Lebanon hosted over 880,000 Syrian refugees,¹⁴ including some 50,000 Palestine refugees from Syria.¹⁵ In addition, the Lebanese Government estimated that a further 230,000 Syrians were residing in the country.¹⁶

The Syrian crisis and refugee influx has had multiple destabilising consequences for Lebanon. In September 2013, the World Bank estimated that the total cost of the crisis for Lebanon would reach \$7.5 billion by the end of 2014.¹⁷ Spending on education and health has increased significantly while the quality of public services has deteriorated, including for vulnerable Lebanese citizens. Competition in the informal job market has driven wages down while prices for basic necessities, such as fuel or rent, have increased. Through hosting so many refugees an additional 170,000 Lebanese are likely to be pushed into poverty, joining the existing one million citizens living below the poverty line.¹⁸

¹⁴ As of 30 November 2013, 833,685 Syrian refugees had approached UNHCR: 762,242 had been registered and a further 71,443 were awaiting registration.

¹⁵ UNHCR, *Syria Regional Response Plan*, p.3, <http://www.unhcr.org/syriarrp6/docs/syria-rrp6-lebanon-response-plan.pdf>

¹⁶ *Ibid*, p.3.

¹⁷ World Bank, 2013, *Lebanon Bears the Brunt of the Economic and Social Spillovers of the Syrian Conflict*, <http://www.worldbank.org/en/news/feature/2013/09/24/lebanon-bears-the-brunt-of-the-economic-and-social-spillovers-of-the-syrian-conflict>

¹⁸ *Ibid*.

2. Intervention background

The scale of Lebanon's refugee influx has overwhelmed the capacities of host communities, humanitarian actors, donors and the Lebanese state. Vulnerabilities are expected to increase as conditions for refugees and other affected populations worsen. The humanitarian response is trying to support host communities across all programmes and through community support projects implemented in close coordination with the Lebanese government. The 2014 Syria Regional Response Plan Lebanon emphasises the need to sustain significant support to public institutions and host communities as a way to ensure that Syrians will continue to be able to enter Lebanon and enjoy access to basic services.¹⁹

3. Activities implemented

During 2013 UNICEF, UNHCR and the National Poverty Targeting Program within the Prime Minister's Office created a methodology for identifying the most vulnerable localities, those where there are both great numbers of Syrians and Lebanese living below the poverty line. The methodology compared three sets of data:

1. cadastral files which include administrative boundaries of the lowest administrative boundary mapping available;
2. a study implemented by the International Poverty Centre/ UNDP Study "Poverty, Growth and Income Distribution in Lebanon"²⁰, which estimated that 28.55 per cent of Lebanese live under \$4/capita/day based on data collected in 2004; and
3. UNHCR refugee distribution data (updated regularly by UNHCR based on new registration of refugees and those awaiting registration).

This data is used to prepare maps which can guide analysis and planning of interventions that benefits both host communities and refugees by identifying priority communities to efficiently target. In October 2013, host community vulnerability mapping showed that out of a total of 1,577 localities (cadastres), there were 225 where the combination of Lebanese poor and refugees is most relevant. Within these localities 86 per cent of the registered refugee population and 66 per cent of vulnerable Lebanese live side-by-side.²¹ This indicates that a relatively small geographic focus for programming allows for significant coverage of the most vulnerable populations in the country.

¹⁹ 2014 Rapid Response Plan Lebanon, p. 5, <http://www.unhcr.org/syriarrp6/docs/syria-rrp6-lebanon-response-plan.pdf>

²⁰ Laithy, H., Abu-Ismaïl, K. and Hamdan, K., 2008, (2008) *Poverty, growth and income distribution in Lebanon*, International Poverty Centre/UNDP, <http://www.ipc-undp.org/pub/IPCCountryStudy13.pdf>

²¹ UNICEF and UNHCR, Republic of Lebanon Presidency of the Council of Ministers 2013, *Equity in humanitarian action: Reaching the most vulnerable localities in Lebanon*, <http://data.unhcr.org/syrianrefugees/download.php?id=3775>

Mapping can also be used to conduct a ranking of the most vulnerable locations within the 225 localities to narrow down for further focus. For example 67 per cent of refugees and half the Lebanese poor reside within the 90 most vulnerable localities.

4. Achievements and challenges

The Rapid Response Plan 2014 for Lebanon uses data from vulnerable host community mapping to analyse needs and as a basis for prioritising geographic areas of intervention to reach the large majority of the vulnerable populations, both Lebanese and Syrian.²² Mapping will be used to regularly reassess the areas where the highest proportions of poor Lebanese and Syrian refugees co-exist. Better geographically targeted interventions can contribute to maintaining social cohesion and addressing potential social tensions.

A1.6 IDPs' Information Hub, Mogadishu (Somalia)



Country: Somalia

Project location: Mogadishu

Project Date: 2013-2014

Agency: ACTED, REACH Initiatives

Areas of work: Information management, monitoring and advocacy for key services and protection

Displacement context: IDPs

1. Displacement situation

More than 20 years of protracted conflict, natural disasters and consecutive climate shocks have caused widespread internal displacement in Somalia. The overall security situation remains highly volatile, significantly limiting access and delivery of relief assistance to affected populations. According to IDMC, in January 2014 an estimated 1.1 million Somalis were internally displaced²³ some 360,000 of them in Mogadishu. Collecting accurate disaggregated household level figures for IDPs located in a wide range of different, usually informal settlements remains a critical challenge for the humanitarian community.

²² 2014 Rapid Response Plan Lebanon, p.9.

²³ See: <http://www.internal-displacement.org/sub-saharan-africa/somalia>

The protection environment in Somalia is generally characterised by the absence or limited presence of the state, near continuous armed conflict throughout many parts of the country and rampant impunity. Some of the key protection issues faced by Somali civilians include forced displacement, GBV, child rights violations, arbitrary detention, forced recruitment (particularly of children), evictions and forced relocations and family separation. IDPs with specific needs such as children, women, older persons and minority groups are particularly vulnerable, and do not always have equal access to relief assistance. This is partly explained by the lack of reliable information and coordination challenges faced by humanitarian aid actors operating in this complex emergency.

2. Intervention background

In Somalia the Cluster approach currently does not include a dedicated CCCM Cluster among the eight which are operational - Food Security, Education, Health, Protection, Logistics, Nutrition, Shelter and WASH. Coordination of humanitarian action in south-central Somalia is largely managed remotely by Nairobi-based Clusters. Recently Cluster capacity in Mogadishu and some other field locations has been strengthened. However, coordination remains, as it has for many years, a major concern. The volatile security environment and lack of access to beneficiaries, together with donor strategies and competition for funds, have undermined efforts to enhance information sharing and coordination between aid actors. Humanitarian interventions targeting IDPs in settlements are often designed and implemented unilaterally without an information sharing process. This may create unnecessary pull factors and understandably raises issues around avoiding risks of duplication. Monitoring and evaluation of aid interventions is particularly weak, resulting in limited accountability of relief actors toward affected populations.

3. Activities implemented

In December 2013, the first IDP hub was launched in Mogadishu and activities began in early 2014. The IDP hub is an innovative concept which principally aims to provide a bottom-up platform for sharing and receiving information within settlements regarding the IDP population, existing services and service providers. The IDP hub will serve as an information point for gathering critical information on the return process, IDP's intentions and options available for settlement residents. It will simultaneously feed information back to aid actors on the assistance needs of IDPs.

The first IDP hub is based in the Daynile 77 IDP settlement. The site was identified as a strategic entry and interaction point with the IDP population as part of the key findings from a tri-Cluster assessment (Shelter, WASH, and Education) carried out by REACH

in 2012.²⁴ The IDP hub in Daynile 77 settlement is staffed with a coordinator and an assistant supervised by, and reporting to, the ACTED Area Coordinator. IDP hub staff have been recruited from the pool of REACH assessment team leaders and are residents of Mogadishu with experience of working with aid organisations in IDP settlements.

The IDP hub located within the settlement is the meeting point set up by a national NGO, Women Pioneers for Peace and Life. IDP hub staff are responsible for facilitating a two-way information sharing platform, upwards to service providers and downwards to beneficiaries. Information collected at the hub level is transferred to relevant humanitarian stakeholders and coordination mechanisms. The main tasks of IDP hub staff relate to information management support to IDP profiling/needs assessment and advocacy on the delivery of relief assistance and access to basic services. The main activities carried out by the IDP hub are: stakeholder and risk analysis; facilitation of focus group discussions; community outreach and mobilisation; creation of key informant networks; engagement/coordination with aid actors; service briefs, daily/weekly/monthly situation analyses and reporting.

Initially, settlement residents are invited to provide input on the mapping results from the tri-Cluster REACH assessment and to offer feedback on the functionality of existing settlement services. Information collected is reported to Clusters through the hub coordinator and monthly reports. Cluster partners are encouraged to ask specific questions regarding the settlement. The hub coordinator is expected to gather accurate and reliable information through different tools such as targeted outreach and focus group discussions. Information collected at the hub level is used to consolidate and validate current data on the settlement population and services. It also informs the designing of new interventions within the settlement, with particular attention paid to existing gaps in assistance delivery and issues related to equal access. Most importantly, the hub will offer IDPs a channel to communicate feedback and raise complaints about assistance and services provided within the settlement.

4. Achievements and challenges

ACTED/REACH are implementing a phased approach to piloting this new IDP hub strategy in Somalia. If the first pilot in Mogadishu is effective it is envisioned that another IDP hub could be set up in a settlement in Baidoa. A number of challenges have been identified during the design phase of the IDP hub strategy. These include:

- misuse of information;

²⁴ See: <http://www.reach-initiative.org/tag/somalia>

ANNEX 1: MESSAGES FROM THE FIELD

- limited or no access to information by vulnerable groups among the settlement population;
- issues in ensuring the sustainability of the hub and obtaining buy-in from key stakeholders;
- security and acceptance of hub staff ; and
- negative impacts on existing information sharing networks.

To mitigate and address these challenges there has been community mobilisation; confidential user registration; daily security monitoring; weekly and monthly reporting; hub representation at the community and Cluster level and local recruitment.

A1.7 CCCM Capacity Building, Namibia



Country: Namibia

Project Date: 2011-2013

Agency: IOM

Areas of work: Capacity building, governance and community participation

Displacement context: IDPs

1. Displacement situation

Namibia is exposed to extreme weather conditions and recurring natural disasters. In March 2011, Namibia experienced one of its worst floods in modern history, which affected northern and north-eastern areas – Oshana, Ohangwena, Omusati, Oshikoto, Caprivi, Kavango and Kunene – home to some 60 per cent of the country's population. Following the large scale flooding a state of emergency was declared and the government led a joint rapid assessment with support from the UN, IOM and other humanitarian agencies. Although good response systems have emerged within the government, resources and capacities were limited.

2. Intervention background

In a second phase IOM conducted a targeted CCCM assessment to further outline the needs, how to strengthen national capacity in the short term, where most immediate needs in the relocation sites can be addressed and how to better do long-term planning for natural disasters. The need for capacity building at national, regional and local level was further confirmed and key gaps in CCCM identified. The

director for Disaster Risk Management invited IOM to provide technical support through facilitating CCCCM capacity building activities . In developing the CCCM training it was important to ensure government ownership and leadership and the commitment of relevant state and non-state agencies to training activities.²⁵

3. Activities implemented

The post-flood CCCM capacity building programme had three components; CCCM capacity building, information management and site planning based on international standards. A national CCCM training package and participatory learning tools were tailored for Namibia's needs and 48 participants were trained, 37 of them then selected for a Training of Trainers (ToT) course in the second phase of the project.

Throughout 2012 training was rolled out amid national with commitment to enhance resilience to natural disasters. Over 64 training events an additional 1,633 people were trained including government official, emergency officers, local NGO staff, police and community members.

The project expanded in 2013 to include broader disaster risk management (DRM) topics. A contextualised DRM training package taking into account Namibia's hazard profile was developed utilising existing national resources and institutional frameworks. Three Training of Trainers (ToT) courses targeted 85 DRM practitioners from all 13 regions of the country.

Both the CCCM and DRM training packages were produced using participatory learning approaches to support the adult learning process, encouraging reflection and brainstorming. They were designed to support training for disaster prone communities, as well as national, regional and local authorities.

4. Achievements and challenges

Trained trainers continue to incorporate CCCM methodologies into planning and implementation. The government has deployed local trainers to other southern African countries (initially Botswana and Mozambique) to initiate a regional CCCM capacity building programme.

The use of tools based on simplified and visual language has been well received, as has the use of video. Participants have quickly and easily identified messages included in the tools but it was observed that some of the tools still need to be made simpler and clearer.

²⁵ See: <http://www.cccmcapacitybuildingnamibia.com/>

ANNEX 1: MESSAGES FROM THE FIELD

The idea that 'disaster risk management is everybody's business' has been successfully disseminated, with representatives from communities, regions and the national level having assumed responsibility DRM implementation responsibilities. Constant follow-up, coaching, and advocacy are important as capacity building takes time. Senior managers need to understand and support CCCM training in order to ensure trainers are available for future training deployments.²⁶

²⁶ Camp Coordination and Camp Management Cluster, 2014, *op. cit.*

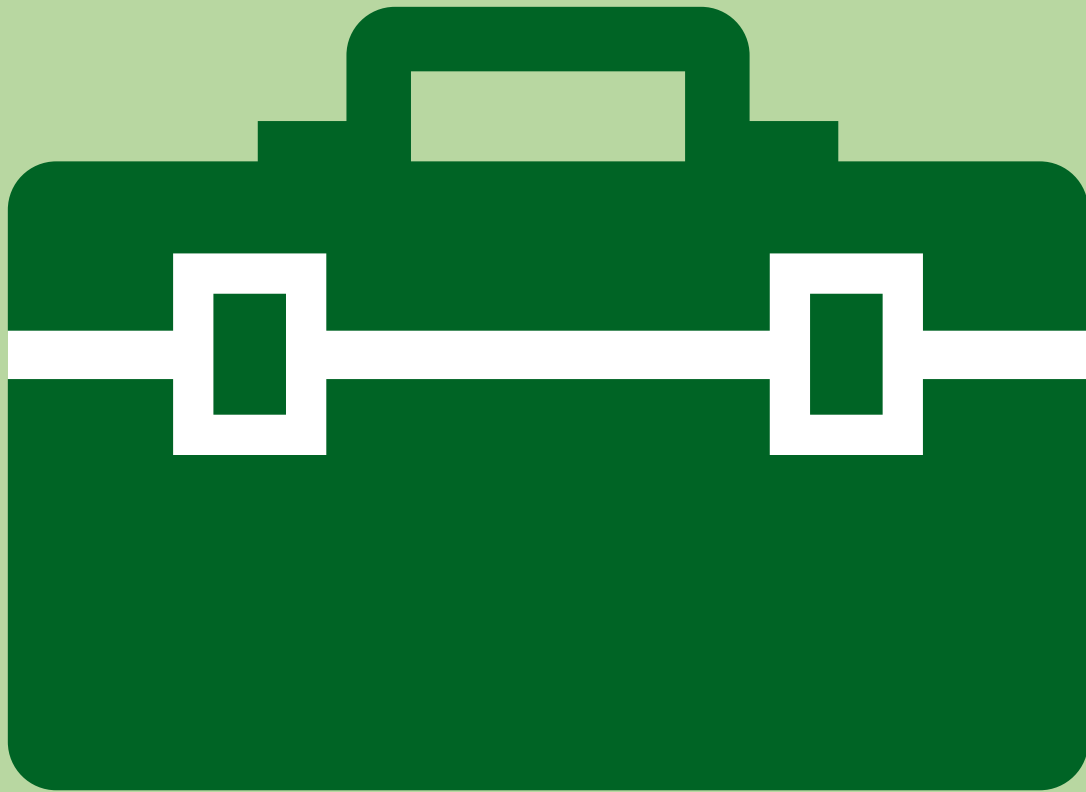


TABLE OF CONTENTS ANNEX 2

A2.1 OVERVIEW OF TOOLS, GUIDANCE & APPROACHES	PAGE 114
A2.2 HANDBOOK FOR THE PROTECTION OF INTERNALLY DISPLACED PERSONS	PAGE 120
A2.3 ONLINE RESOURCE PORTALS	PAGE 121
A2.4 ONGOING RESEARCH & INITIATIVES	PAGE 122
A2.5 OTHER TOOLS	PAGE 126

Annex 2

Tools, Guidance & Approaches for Urban & Outside of Camps Responses

This section aims to provide to CCCM practitioners an overview of useful tools, guidance and approaches developed by agencies, sectors/Clusters, academia, etc., in order to improve the humanitarian response in outside of camp settings, with a particular focus on urban environments. This document will not be able to capture all the current initiatives related to the topic but it hopes to be a contribution to a broader mapping of resources available to improve the humanitarian capacity in these settings.

The section outlines sectoral tools developed mainly for urban displacement, based on the Meeting Humanitarian Challenges in Urban Areas (MHCUA) Task Force Assessment 2010. The *Handbook for the Protection of Internally Displaced Persons*¹ is then described as the base for interventions for IDPs outside of camps. In the second part online portals, ongoing research and other tools are identified.

A2.1 Overview of tools, guidance & approaches

In October 2010, the MHCUA Task Force conducted an assessment of tools, approaches and studies undertaken by agencies, organisations and Clusters to improve humanitarian response in urban areas. It found the great majority were not specific for urban settings but can be, and in some cases have been, adapted. The assessment provides a brief description of tools and approaches available to agencies working in urban areas.²

The tools and methodologies for each sector require coordination with national authorities and strong intra-Cluster coordination. Thus health interventions in urban areas are closely linked to sectors such as WASH, Shelter, Food and Livelihoods. Urban environments are places where information technology and access to media may offer potential solutions that allow a large number of people to obtain information, provide feedback and register complaints while ensuring agency accountability.

The following are some example of tools derived from the IASC Summary Matrix Assessment of tools and approaches in urban areas including some updates from CCCM practitioners' recent experiences. A comprehensive list of tools can be found in the online portals dedicated to urban response.

¹ Global Protection Cluster Working Group, 2010, *Handbook for the Protection of Internally Displaced Persons*, <http://www.refworld.org/docid/4790cbc02.html>

² Inter-Agency Standing Committee (IASC), 2010, *IASC Task Force on Meeting Humanitarian Challenges in Urban Areas: Matrix Summary – Assessment of Tools and Approaches in Urban Areas*, <http://www.urban-response.org/resource/8374>

1. Assessments, vulnerability identification and targeting of beneficiaries

Community-based surveys which have been developed require the collaboration of a diverse range of stakeholders: community groups, local community based organisations (CBOs), local authorities, religious groups and other civil society actors. These try to answer two central questions:

- what are the benchmarks for distinguishing between the chronically urban poor and the acutely vulnerable?
- how can vulnerable people, who may wish to remain anonymous, be identified?



Vulnerability and Capacity Assessment (IFRC):

- <http://www.ifrc.org/Docs/pubs/disasters/resources/preparing-disasters/vca/whats-vca-en.pdf>

Internal Displacement to Urban Areas: the Tufts-ID-MC Profiling Study (IDMC, Feinstein Center):

- <http://fic.tufts.edu/publication-item/internal-displacement-to-urban-areas-the-tufts-idmc-profiling-study-2/>
- <http://www.refworld.org/docid/48c0e3a22.html>
- http://issuu.com/realsantamarta/docs/internal_displacement_to_urban_areas_the_tufts-id

The Multi-Cluster/Sector Initial Rapid Assessment (MIRA- IASC):

- https://docs.unocha.org/sites/dms/CAP/mira_final_version2012.pdf

Information Management Working Group (IMWG):

- <https://www.humanitarianresponse.info/topics/imwg>

IASC Task Force on Needs Assessment (NATF):

- <http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subsidi-common-default&sb=75>

2. Protection and violence

In urban contexts safe houses, legal aid centres and information centres are used together with information dissemination by mobile phone, community self-help groups and community outreach methodologies.



Casas de los Derechos (House of Rights- UNHCR):

- <http://www.unhcr.org/cgi-bin/texis/vtx/news/opendoc.htm?tbl=NEWS&id=433d40964>

Legal Aid Centres (NRC):

- <http://www.nrc.no/?did=9216687>

Understanding Community-Based Protection:

- <http://www.refworld.org/docid/5209f0b64.html>

3. Food security - Emergency food assessments, food security surveys and technical guidance

Tools and approaches related to food have been adapted from rural contexts. In 2010 the World Food Programme (WFP) undertook a study to provide a comprehensive appraisal of available food security assessment and market survey tools, along with the strengths and weaknesses of each tool.³



Protecting and promoting good nutrition in crisis situations: Resource Guide, (FAO):

- <http://www.fao.org/docrep/008/y5815e/y5815e00.HTM>

Joint Assessment Mission Guidelines(JAM - UNHCR/WFP):

- <http://www.wfp.org/content/unhcrwfp-joint-assessment-missions-jam-nes>

Emergency Market Mapping and Analysis (EMMA) (Practical Action):

- <http://practicalactionpublishing.org/publishing/emma>

4. Shelter & housing, land and property (HLP)

Providing shelter in urban areas for displaced populations entails addressing such serious challenges as space constraints, lack of strategies to support hosting arrangements and difficulties in repairing or rehabilitating urban shelters to SPHERE standards. The predominant coping strategy of affected residents all over the world is to stay with host families, yet humanitarian strategies to support hosting arrangements are lacking. The concept of transitional shelter in urban areas can be controversial in terms of sustainable post disaster recovery.

³ Creti, P. 2010, Review of existing approaches, methods and tools used by humanitarian agencies to measure livelihood, food insecurity and vulnerability in urban contexts, <http://foodsecurityCluster.net/sites/default/files/Review%20of%20Approaches,%20Methods%20and%20Tools%20in%20Urban%20Contexts.pdf>



Local estimate of needs for shelter and settlement (LENSS) - IASC Emergency Shelter Cluster:

- <http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=2738>

Haver, K, 2008, Host families – self-targeting: Out of Site: Building better response to displacement in the Democratic Republic of Congo – Oxfam:

- <http://www.oxfam.org/sites/www.oxfam.org/files/out-of-site-drc-0908.pdf>

Shelter Projects 2008, IASC Emergency Shelter Cluster- UN Habitat:

- <http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=2683>

Host Families Shelter Response Guidelines - IASC, Haiti:

- https://www.cimicweb.org/cmo/haiti/Crisis%20Documents/Shelter%20Cluster/100402_Host_Families_Shelter_Response_V1.pdf

5. Water, sanitation and hygiene (WASH)

Few tools applicable on a large scale are available for urban areas. Innovative solutions for urban WASH practices are being tested, but these are small-scale, scattered and often only exist at the pilot stage.



Sanitation, Hygiene, and Wastewater Resource Guide (World Bank):

- <http://water.worldbank.org/shw-resource-guide>

Excreta disposal for people with physical disabilities in emergencies (Oxfam):

- <http://policy-practice.oxfam.org.uk/publications/excreta-disposal-for-physically-vulnerable-people-in-emergencies-126706>

6. Health

Existing tools try to establish a baseline, which requires health mapping in the pre-disaster/stable phase and subsequent surveillance mechanisms in at-risk areas. Interventions are closely linked to WASH, Shelter, Food and Livelihoods sectors. Inter-Cluster coordination is therefore important.



Surveillance in PostExtreme Emergencies and Disasters (SPEED - WHO):

- http://www.wpro.who.int/philippines/areas/emergencies_disasters/speed/en/

Psychosocial Needs Assessment in Emergency Displacement, Early Recovery, and Return (IOM):

- <https://www.iom.int/jahia/webdav/shared/shared/mainsite/activities/health/mental-health/Psychosocial-Needs-Assessment-Emergency-Displacement-Early-Recovery-Return-IOM-Tools.pdf>

Rapid Health Assessment Protocols for Emergencies (WHO):

- http://www.wpro.who.int/vietnam/publications/rapid_health_assessment_protocols.pdf

Health Resources Availability Mapping System (HeRAMS) (WHO):

- http://www.who.int/hac/network/global_health_Cluster/herams_services_checklist_eng.pdf

Mental Health and Psychosocial Support in Emergencies (WHO):

- http://www.who.int/mental_health/emergencies/en/

Urban Health Equity Assessment and Response Tool (Urban HEART - WHO):

- http://www.who.int/kobe_centre/measuring/urbanheart/en/

7. Livelihoods

The tools available are most applicable in non-security threatening situations that are given due to the need for access, capacity-building and follow-up. Post-emergency livelihood projects – such as cash or food for work – are often underfunded.



Urban cash for work projects (various)

Quick impact projects (QIPs) (UNHCR):

- <http://www.unhcr.org/41174ce94.html>

Cash transfers through mobile money (various)

Guidance on urban livelihoods/shelter (NRC)

8. Partnerships: Collaborating with urban institutions, authorities and civil society

The present tools emphasise the importance of community-based partnerships in urban areas and working through these channels to reach affected populations. Tools related to community participation and mobilisation used in rural areas and camps could also be utilised.



UNHCR Pocket Guide (draft), Working with communities and local authorities for the enhanced protection of refugees in urban areas (UNHCR)

IASC Handbook, Humanitarian Action through Community Based Capacity Development for displaced populations and host communities in urban areas (IASC):

- <http://www.urban-response.org/resource/8375>

9. Support to host families

Recently, support to host families has gained increased attention. In addition to tools developed by specific sectors, there are some used for general guidance.



Assistance Framework (UNHCR), Davies, A., 2012, IDPs in Host Families and Host Communities: Assistance for hosting arrangements:

- <http://www.refworld.org/pdfid/4fe8732c2.pdf>

Assisting Host Families and Communities after Conflict and Natural Disaster - A Step-by -Step guide- International Federation of Red Cross and Red Crescent Societies (IFRC):

- <https://www.ifrc.org/PageFiles/95186/ASSISTING%20host%20families%20and%20communities%20-%20ifrc%202012%20.pdf>

10. Beneficiary communication

In urban environments beneficiary communication becomes particular crucial. Media and new technologies are extremely helpful in such settings.



Infoasaid, Improving communication with crisis-affected communities:

- <http://www.infoasaid.org/#sthash.V3wdjtMH.dpuf>

Communicating with Disaster Affected Communities (CDAC) Network:

- <http://www.cdacnetwork.org/>

Internews, Local voices. Global change:

- <https://www.internews.org/>

A2.2 Handbook for the Protection of Internally Displaced Persons

The Global Protection Cluster's *Handbook for the Protection of Internally Displaced Persons*⁴ is one of the main references for humanitarian interventions in urban IDP contexts. The Handbook provides operational guidance and tools to support protection responses in internal displacement situations either from conflict, natural disaster or both. Given that protection is a cross-cutting issue, the handbook is not solely intended for protection and human rights actors but also for a broader range of humanitarian actors, national authorities, civil society and community-based organisations. There are several tools related to community based protection in response/prevention and capacity building projects developed within the Protection Cluster.⁵

Objectives of the Handbook for the Protection of IDPs:

- ensure staff members are familiar with the core concepts, principles and international legal standards that form the framework for protection work;
- assist staff in operationalising these concepts, principles and legal standards and in carrying out their protection responsibilities;
- improve understanding of the particular protection risks faced by internally displaced women, men, boys and girls;
- provide guidance on how to prevent and respond to the protection risks faced by IDPs through a range of different activities;
- enhance staff skills for carrying out protection work; and

4 Global Protection Cluster Working Group, 2010, *Handbook for the Protection of Internally Displaced Persons*, <http://www.refworld.org/docid/4790cbc02.html>

5 See: UN High Commissioner for Refugees (UNHCR), 2013, *Understanding Community-Based Protection*, <http://www.refworld.org/docid/5209f0b64.html>

- promote consistent and well-coordinated protection.

A2.3 Online resource portals

An important recent initiative is the *Urban Humanitarian Response Portal* developed by ALNAP and UN-Habitat, which aims to share resources and tools that support learning and accountability efforts in urban disasters and conflict situations.

<http://www.urban-response.org/>

Another important source of information on good practices, tools and guidelines for urban displacement is *Urban Good Practices*, a platform developed by UNHCR and a number of major international non-governmental agencies.

<http://www.urbangoodpractices.org/>

Urban-Refugees.org is a global platform bringing together NGOs, community-based organizations, faith-based groups, practitioners, academics and research centres committed to advancing the rights of urban refugees and IDPs.

<http://urban-refugees.org/>

A resource portal aiming to enhance collective learning for the Syria response was launched in November 2013 – *the ALNAP Syria Regional Refugee Response Inter-agency Information Sharing Portal*. It aims to collect current lessons learned and evaluations related to the Syria crisis, including research, evaluation reports, websites, videos, events or any other resources.

<http://www.syrialearning.org>

The Profiling and Assessment Resource Kit (PARK) is an online database to access and share documents, presentations, tools and guidelines on profiling and assessment activities. It aims to offer a helping hand to both operational decision-makers and implementation teams by providing access to a range of information about what, when and how to successfully embark on a profiling or assessment activity.

<http://www.parkdatabase.org/>

A2.4 Ongoing research & initiatives

Currently there are several research projects on urban displacement and outside of camps. The few described here can be of particular relevance for CCCM practitioners to understand factors which can positively influence coping mechanisms, promote social resilience and enhance a more holistic approach to displacement, whether in or outside of camps.

1. Vulnerability, resilience and response in protracted displacement

IDMC Research on Multiple Displacement in eastern Democratic Republic of Congo (DRC)

Durable solutions – understood as a dynamic concept, rather than a ‘final state’ – require not only humanitarian response in ‘peaks’ of crisis, but sustained engagement throughout the fluid cycle of displacement and a political response to the root causes of displacement. Engaging with resilience dynamics using a human rights-based approach is one way of doing so, effectively bridging the humanitarian/development divide.

IDMC/NRC will implement a programme over the next three to five years, aiming to promote needs-based provision of protection and assistance to populations affected by repeated conflict-induced displacement in North and South Kivu, DRC.

Based on the assumption that vulnerability increases and resilience falls each time people are forced to flee, IDMC/NRC intend to research the effects of multiple forced displacement. Seeking to identify concrete steps for promoting resilience amongst affected populations, the project aims to:

- confirm the hypothesis that vulnerability increases with each displacement;
- identify and ‘measure’ the key variables of resilience amongst affected populations;
- devise pilot interventions that promote resilience and reduce vulnerability; and
- share learning and best practices in an effort to change policy and practice amongst relevant actors at country and global levels.

For the purposes of this research, ‘resilience’ is understood as the capacity of individuals and communities to cope with the shock of forced displacement. Such capacity draws not only on material assets but also human and social capital. The assumption is primarily that resilience will fall – quickly among individuals and communities – as an immediate consequence of displacement and gradually as resources are exhausted. This is materially/physically visible in terms of the loss of assets and funds, but also in terms of social cohesion

as tensions increase between IDPs and host families and displacement-induced impoverishment surfaces.

The research will be framed using Michael Cernea's World Bank Impoverishment Risk Reduction (IRR) model whereby nine areas of dynamics relating to resilience and impoverishment through displacement are linked to human rights as a basis for reversing the impoverishment process caused by displacement. They are:

- landlessness;
- joblessness;
- homelessness;
- marginalisation;
- food insecurity;
- increased morbidity;
- loss of access to common property and services;
- social disarticulation; and
- loss of education opportunities.

By identifying and understanding these areas of potential impoverishment, a comprehensive human rights-based approach can aim to address multiple aspects of displacement (before, during and after), referencing obligations as duty bearers and IDPs as rights holders. To date, the model has primarily been used to assess impoverishment risks stemming from development-induced displacement and through an IDMC/Climate Interactive initiative in Kenya, which monitors the risks for of displacement for pastoralists caused by natural disasters. Such a process may be successfully adapted to conflict environments to undertake in-depth resilience analysis and design rights-based programme interventions.

Comparative analysis will be crucial to assessing the impact of repeated forced displacement, as opposed to a single forced displacement. For the purposes of understanding broader coping mechanisms and social resilience, as well as enabling comparison between host communities and unaffected communities, the research will engage with three key target groups: host communities, displaced persons and unaffected populations.

2. NRC Project: Alternative approaches to (regional) assistance in protracted situations of displacement

Abstract from NRC Protracted Displacement Project Concept note

In many cases of protracted displacement, finding avenues to durable solutions has proven difficult as most interventions have been stop-gap measures with budgets only covering one year. Provision of assistance in camps over a long period may create dependency and exacerbate conflict with host communities. The project aims to

explore alternative models and approaches to traditional camp-based assistance. The development and testing of these new approaches, combined with research, may support the argument that a more holistic, refugee and community-based model of assistance, along with multi-year planning, implementation and funding is needed.

The project will assess the social and economic impacts in areas hosting the displaced. Pakistan provides an example of displaced populations becoming a factor in domestic political and ethnic conflicts. It will explore possibilities for self-reliance programming and links to assistance provided to host communities.

To find new ways to improve livelihood opportunities and access to durable solutions for populations in protracted displacement, NRC will conduct research and pilot new approaches within five main areas:

- how host government regulations impact freedom of movement of the displaced;
- how the level of permissiveness in host government regulations on the freedom of movement of displaced populations effect self-reliance and access to durable solutions;
- how long term programming (beyond short-term cycles) can effect cost efficiency of humanitarian programming and open new livelihood opportunities;
- how self-reliance programming can be linked to host community assistance to reduce the effect of protracted displacement on host communities; and
- how regional (cross-border) programming can adequately respond to the dynamics of regional migration patterns in protracted displacement.

The target group are primarily those in protracted refugee situations, those defined by UNHCR as having been displaced longer than five years or those who are returning home after a protracted period of displacement. NRC will particularly look at Ethiopia and Kenya as well as the situation of Ivorian refugees living in south-eastern Liberia. With regard to the regional approach to return, NRC will focus on Afghan refugees in Pakistan and Iran or returnees coming back from these neighbouring countries who become IDPs in Afghanistan.

The findings and lessons learned will be applied in pilot projects in NRC operations from 2014 onwards, and then successful approaches will be rolled out in 2015. It will also feed into NORCAP⁶ –, the Camp Management roster organised by NRC which has experts standing by for immediate deployment – and help build capacity of local authorities.

In 2003, in Liberia NRC and UNHCR's Policy Development and Evaluation Service (PDES) piloted an evaluation methodology to compare dispersed settlements in which humanitarian assistance has been

⁶ See: <http://norcapweb.no/>

provided, villages that hosted refugees but received no humanitarian assistance and refugee/host communities that received assistance in traditional camp areas. The study compared where and how the resilience of local communities has been strengthened by the form of assistance.

3. UNHCR Ideas: Access to services and protection in urban areas

In 2013, UNHCR's Innovation unit⁷ challenged field colleagues to come up with ideas on how to improve communication with displaced populations residing outside of formal camp and camp-like settings. More than 250 stakeholders explored how access to information and services provided by humanitarian actors can be improved for people of concern residing in urban areas. Suggestions ranged from technological innovations to new ways of interacting with people and affected communities. The winning idea, to be piloted, is to create a centrally maintained, but country focused, information portal: help.unhcr.org. This web portal will work to provide the displaced with on-line access to services and information that are available to them at their local UNHCR office. Initially, the information to be presented would be:

- contact information;
- information on who provides what services;
- links to the existing self-service site (if applicable); and
- links to other sites of interest such as state-provided information on asylum procedures).

Once help.unhcr.org has gone live it will serve as a platform providing and information which with video and audio content. Information can be readily added by UNHCR country offices.

Other submitted suggestions included distributing comic books for displaced children; creating a 'customer services' style that allows effective feedback; using flexible LCD screens to broadcast important information in restaurants or community centres; in-field information centres; hotlines and mobile legal clinics.

4. Camps turning urban

The Aarhus School of Architecture master's project In the Interim - a Framework for Productive Neighbourhoods in a Temporary Refugee City illustrates a participatory planning approach where the displaced community and humanitarian actors collaboratively develop neighborhood centers in the context of camp settings.

⁷ See: www.unhcr.innovation.org

Whilst reviewing current trends on displaced populations residing in urban areas and outside of camps, one should include that in some cases the meeting between displaced persons and urbanization processes also occurs within camps. These processes are often the result of a combination of a relatively high-density camp population and the everyday needs of camp residents. Neighbourhoods, main streets, both formal and informal trade structures such as markets and shops, and transfers of specialized goods and services emerge consequently and form new networks of survival in a camp.⁸ More than 800 shops or economic enterprises have mushroomed all over Za'atari refugee camp since its establishment. Entrepreneurs have started various enterprises including restaurants, barbers, travel agencies, pizza delivery, a wedding planning agency and privately owned supermarkets. Larger camps, such as Za'atari and Dadaab are also increasingly referred to as city-like environments. Za'atari with its population of 170,000 refugees is unofficially referred to as Jordan's fourth largest city and Dadaab's 365,000 residents makes it the third largest population center in Kenya.

Although some camps host processes similar to urbanization, one can not necessarily conclude that camps are cities only due to their high population numbers or the emergence of city-like functions and activities. It is equally important to remember that camps and camp populations are complex and heterogeneous. There are three key conditions for urban-like processes occurring in camps, one can include the following three conditions: 1) Camps existing for decades, becoming more physically, socially and economically integrated with their surroundings; 2) Emerging bottom-up or grassroots developments within the camp driven by camp residents; and 3) The humanitarian community gaining awareness of these bottom-up developments and aiming at becoming more effective partners supporting these developments.

In the Interim project aims at facilitating the development of a stronger link between the latter two, but also holds the potential to further integrate camps with their surroundings.

For further information on *In the Interim - a Framework for Productive Neighbourhoods in a Temporary Refugee City*, please contact Jørn C. Øwre, CCCMCAP Project Manager/Adviser NORCAP: jorn.owre@nrc.no

⁸ Sassen, S., 2005, *The Global City: Introducing a Concept*. Sassen is one of today's leading global urban theorist. Key to Sassen's concept of what constitutes a (global) city is an emphasis on the degree of transactions of information and capital. <http://www.saskiasassen.com/PDFs/publications/The-Global-City-Brown.pdf>

A2.5 Other Tools

Even if these multi-agency benchmarks, designed to plan responses to emergencies, do not specifically target IDPs in urban areas they can serve as a reference for tailor-made interventions in urban displacement contexts:

- *SPHERE Humanitarian Charter and Minimum Standards in Humanitarian Response*⁹*Minimum Standards for Education, Inter-Agency Network for Education in Emergencies (INEE)*¹⁰
- *Minimum Standard for Child Protection in Humanitarian Action*¹¹
- Humanitarian Indicator Registry¹²

In addition, there are a variety of initiatives associated with urban disasters and protracted displacement that are being undertaken by agencies such as IFRC, Oxfam GB, World Vision, the International Rescue Committee (IRC), NRC and the Danish Refugee Council (DRC).

9 See: <http://www.sphereproject.org/>

10 See: <http://toolkit.ineesite.org/toolkit/Toolkit.php?PostID=1002>

11 See: <http://cpwg.net/minimum-standards/>

12 See: <https://www.humanitarianresponse.info/applications/ir>

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