

COLLECTIVE CENTRE GUIDELINES



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COLLECTIVE CENTRE GUIDELINES

List of acronyms

AIDS	acquired immunodeficiency syndrome
CC	Camp Coordination
CCCM	Camp Coordination/Camp Management
CM	Camp Management
DRC	Danish Refugee Council
GBV	gender-based violence
GIS	Geographical Information System
GPS	Global Positioning System
HHCW	hazardous health care waste
HIV	human immunodeficiency virus
HRR	Humanitarian Reform Review
IASC	Inter-Agency Standing Committee
IDP	internally displaced person
INGO	international non-governmental organization
IOM	International Organization for Migration
IRC	International Rescue Committee
LWF	Lutheran World Federation
MISP	Minimum Initial Services Package
MOU	memorandum of understanding
NFI	non-food item
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
SRH	sexual and reproductive health
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees

About the CCCM Cluster

In 2005, Camp Coordination/Camp Management (CCCM) was defined as a new sector under the framework of the Humanitarian Reform and the Cluster Approach. The Humanitarian Reform Review (HRR) identified CCCM as one of the nine gap areas of activities which in the past had lacked predictable leadership and accountability in humanitarian emergency situations leading to disparities between settlements. The main goal of the sector is to improve the living conditions of internally displaced persons (IDPs) located in camps/settlements. The sector facilitates the delivery of assistance and protection to the displaced persons in camps and camp-like settings and seeks to find durable solutions to end camp/settlement life. CCCM applies to all types of communal settlements where IDPs are temporarily located including Planned Camps, Collective Centres, Self-settled Camps and Reception/Transit Centres.

The CCCM cluster is a forum for humanitarian actors working within this field. IOM and UNHCR co-chair the Global CCCM cluster. IOM leads the cluster for natural disasters and UNHCR for conflict situations. The Global CCCM cluster ensures the development of policies, standards, partnerships and expertise in the CCCM field. The cluster members at the global level are: CARE International, Danish Refugee Council (DRC), International Rescue Committee (IRC), Lutheran World Federation (LWF), Norwegian Refugee Council (NRC), Office for the Coordination of Humanitarian Affairs (OCHA) and Shelter Centre.

At the national level, the CCCM cluster is 'activated', in new or ongoing emergencies, based on the recommendations made by the Humanitarian Country Team. The CCCM cluster ensures that the actors involved in camp/settlement responses are guided by a common policy framework, follow agreed standards and work together in partnership for a coordinated and effective response.

Executive summary

In many countries around the world, internally displaced persons have been forced to flee from their homes due to natural disasters or conflicts. Many seek temporary accommodation and protection in pre-existing buildings and structures commonly known as Collective Centres. To ensure the protection and assistance of IDPs are properly addressed, the CCCM Cluster has developed these guidelines for the management and coordination of Collective Centres.

The Guidelines draw on the Camp Management Toolkit (2008), while focusing on particularities of Collective Centres. They highlight sectoral considerations throughout all aspects of Collective Centres following the below principles:

- The State is the primary duty bearer toward Collective Centre residents. Appropriate support should be provided to enable the authorities to effectively assume their responsibilities, provide the necessary protection and look after the welfare of the displaced.
- The planning process from Collective Centre set up to Collective Centre closure strives to ensure that durable solutions are found at the earliest possible opportunity.
- Participation of Collective Centre residents in community decision making is vital. Men, women, boys and girls of all ages and backgrounds should always be included in the governance structures of the Centres, and capacitate to participate effectively in order to build their confidence and promote their involvement in identifying and addressing their needs and empowering their lives.
- Assistance needs and protection concerns differ in long-term and short-term collective centres.
- The Collective Centre residents should be aware of the services available and how to access them. Distribution points should be accessible and distribution mechanisms should take into consideration groups with specific needs to minimize chances of violence, abuse and exploitation.
- To the extent possible, contingency plans for various possible displacement scenarios should be elaborated, Such as for disasters that occur on a regular basis (e.g., flooding).
- Management of the Collective Centres is crucial to the quality of life and dignity of residents. The Centre should also prepare residents for their life after displacement has ended.

These guidelines focus on lessons learned from years of Collective Centre experience and seek to assist in the planning, implementation, monitoring, maintaining and overall management of Collective Centres to ensure protection and assistance to those in need.

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1. INTRODUCTION



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Key messages



- ▶ Collective Centres are used to host displaced populations in many areas of the world.
- ▶ These Guidelines have been prepared for humanitarian field workers. They provide practical information and share lessons learned.
- ▶ Management of the Collective Centres is crucial to the quality of life, dignity and future residents and life in the Centre should prepare them for their life after displacement has ended.
- ▶ The Guidelines draw on the Camp Management Toolkit but focus on the particularities of Collective Centres.

Introduction

There are areas where existing buildings are used as temporary living accommodations, or so-called Collective Centres, for hosting displaced populations. The types of buildings used as Collective Centres vary widely. They include schools, hotels, community centres, hospitals, factories, religious buildings, police posts and even military barracks. In countries prone to natural disasters, many governments have existing contingency plans in place, often including pre-designated Collective Centres, such as, cyclone, hurricane, storm or flood shelters. However, where plans are not in place, it is important to recognize how the Collective Centres are managed is crucial to the quality of life, dignity and future sustainable solutions for residents and for ensuring that their life in the Centre constructively prepares them for life after displacement.

Temporary solution

At first glance, hosting displaced people in existing buildings may appear to be an adequate solution. However, actual living conditions in Collective Centres often do not bear this initial perception. Worn-out buildings result in squalid living conditions when paired with the social problems of forced displacement and overcrowding. As such, Collective Centres often fail to provide what they should be able to offer – a life in dignity. However, if Collective Centres are properly selected, well maintained and well serviced, they can offer an adequate temporary solution.

About the Collective Centre Guidelines

Need for guidelines

Given the importance of Collective Centres as a temporary displacement solution and the complexity of issues surrounding them, the need for practical guidelines has been stressed by field practitioners.

Advisory manual

The Guidelines highlight essential issues of protection and service provision in Collective Centres. They provide practical advice on how best to coordinate and manage Centres and uphold the rights of displaced persons. It is an advisory manual and does not attempt to develop policies or directives.

Development of guidelines

The Guidelines focus on lessons learned from years of Collective Centre work in various countries and contexts by agencies and individuals. The Guidelines were developed by members of the Global Camp Coordination and Camp Management Cluster (CCCCM), in close cooperation with inter-cluster partners. Special thanks go to all those who participated and contributed to the development of this tool.

Intended audience of the Collective Centre Guidelines

Audience

The primary users of the Guidelines will be field practitioners engaged in the management and coordination of Collective Centres. These Guidelines should be a source of information for all partners in a Collective Centre response, including state authorities, displaced populations and civil society.

How to use these Guidelines

How to use

The present Guidelines serve as a complement to the Camp Management Toolkit. The sector has developed over the past couple of years so additional guidance is incorporated. References to other existing sector guidelines are provided at the end of each chapter.

Boxes and symbols

Boxes and symbols have been used throughout the document to highlight key messages, important information and field examples. The following different symbols are used to distinguish the purpose of the boxes:

Key messages

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

Field experience

Case examples, practical tips, lessons learned and good practice from field practitioners and collective centre situations worldwide.

Tips

Technical facts and information, and points to be particularly aware of when managing a collective centre.

Tables

Tables are used throughout the document to compare information.

Other symbols used are:

- ▶▶ *Links to other chapters, tools or essential readings and references.*

Feedback

This first edition of the Guidelines is provisional. Field practitioners are welcome to share their reflections on this tool and provide lessons learned and further practical guidance based on their work in Collective Centres. Contributions should be sent to cccmsupport@gmail.com with “Feedback on Collective Centre Guidelines” in the subject line.

2. GENERAL COMMENTS ON COLLECTIVE CENTRE MANAGEMENT



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Key messages



- ▶ Collective Centres are pre-existing communal buildings that host populations displaced by conflict or natural disaster.
- ▶ Buildings used as Collective Centres have almost always been constructed prior to displacement and are not designed to be used for accommodation.
- ▶ Collective Centres should be considered as a last resort when securing housing for displaced populations.
- ▶ In many countries with Collective Centres, the State has the capacity to provide protection and assistance for Collective Centre residents. In this case, the role of the international community is focused more on monitoring and advocacy than aid provision.
- ▶ Collective Centres are categorized by:
 - type - planned versus self-settled; and
 - lifespan - short-term versus long-term.

2.1

Definition of Collective Centres

Definition

Collective Centres lack a recognized definition, but the following definition applies in nearly all cases:

Collective Centres are pre-existing buildings and structures used for the collective and communal settlement of the displaced population in the event of conflict or natural disaster.

Pre-existing buildings

This definition includes buildings of all types, sizes, and forms of occupancy. The key term in this definition is “pre-existing buildings and structures”, as the overwhelming majority of Collective Centres would have been constructed prior to displacement. In some cases, Collective Centres have been built specifically for hosting displaced populations.

Tips 

Collective Centres are pre-existing communal buildings hosting displaced populations.

Purpose

In principle, Collective Centres host internally displaced persons and/or refugees displaced by natural disaster or conflict. Persons who are neither IDPs nor refugees but are members of the host community also move into Collective Centres.

The term used in these Guidelines to refer to all people living in Collective Centres is Collective Centre residents.

Recognition

Not all Collective Centres are recognized as such by national authorities for a number of reasons, including political considerations.

Thus, the definition and recognition of Collective Centres in a given national context must be closely monitored by the Collective Centre Coordinator.

Provision of assistance

In some cases, access to Collective Centres and provision of assistance to residents may be denied. International humanitarian agencies must therefore adhere to the broad definition of Collective Centres given above. If a more restrictive definition is applied, principles of humanitarian aid and the rights of the displaced may be violated. Although the displaced population may prefer to live together as a community, Collective Centres are not a durable solution, rather, they are considered a last resort.

Tips 

Recognition of Collective Centres by national authorities is highly desirable, but lack of recognition must not overrule principles of humanitarian work.

2.2

General responsibility

State responsibility

For the purposes of the Guidelines, it is assumed that States which host displaced populations in Collective Centres are usually economically and structurally stronger than those hosting camps. There may be exceptions, but generally speaking, these States have a relatively high capacity to deal with shocks, and they have social assistance schemes into which Collective Centre residents may be integrated. Thus, these states have both de jure responsibility to the displaced, as well as de facto capacity to carry out this responsibility.

Tips



The State is responsible for Collective Centres.

Implications for stakeholders

This conclusion has several implications for all other stakeholders working with Collective Centres:

- The State's responsibility as the primary entity which provides protection and assistance to the displaced should be stressed by stakeholders at all levels.
- The international humanitarian community, in principle, has a monitoring and advocacy role on behalf of the Collective Centre residents within the State. International agencies must ensure that the rights of the displaced are respected. Close monitoring and advocacy is crucial, especially when national legislation or applied policies differ from international practices or standards.
- High capacity on the part of the State requires close cooperation between the international humanitarian community and state structures at the central, regional, and local levels. The international humanitarian community must foster the capacity of state structures to deal with Collective Centre issues.

2.3 Type and life span

Categorization In these Guidelines, Collective Centres are categorized by both type and life span.

Type

Planned and self-settled Collective Centres are generally considered as either planned or self-settled, depending on the circumstances of the Collective Centre's original set-up or occupation:

- **Planned Collective Centres** are those where a responsible authority (e.g. the State) has assigned displaced populations to a certain building that ideally has been prepared for use as a temporary shelter. These include pre-designated or purpose-built shelters like cyclone, hurricane, storm and flood shelters.
- **Self-settled Collective Centres** are those which displaced people have established themselves primarily by self-initiative, without formal approval or coordination with authorities.

Life span

Short term and long term Collective Centres have highly variable life spans. While some Collective Centres are used only for a couple days or weeks, in other contexts, Collective Centres may be used for a decade or more. The use of Collective Centres for shorter or longer periods has important implications for their operation and management; therefore the categories of short-term and long-term Collective Centres are used throughout the Guidelines. No definition for short- and long-term Collective Centres based on the duration of use can be given because the contexts that lead to displacement as well as the situations in displacement are too diverse.

Service provision and standards Service provision and standards are the two areas affected by the duration of use of a Collective Centre.

Service provision

Very short-term Collective Centres generally do not provide extensive humanitarian assistance. National or international assistance programmes are primarily designed for Collective Centres that accommodate displaced communities for at least a number of days or weeks.

With long-term Collective Centres, residents' needs change over time and aid mechanisms may evolve toward self-reliance and early recovery measures.

Field experience



Guatemala differentiates between:

- emergency Collective Centres, which are to be used for up to 72 hours;
- and temporary Collective Centres, which are to be used for up to 30 days.

Standards

In short-term Collective Centres, disaster response standards (i.e. Sphere standards) should be applied.

Inflexibility to change

Over time, Collective Centres increasingly become long-term living spaces, with residents demanding better living conditions with higher standards. The flexibility to provide alternative solutions or to address increasing needs is limited. The relative inflexibility of Collective Centres regarding changing needs is one of the principal dilemmas for Collective Centre residents as well as for all other stakeholders.

2.4

High number of Collective Centres

High numbers of Collective Centres

As a general rule, Collective Centres are far more numerous than camps. However, they accommodate fewer people. The sheer number and great diversity of Collective Centres must be taken into account in many areas of Collective Centre management including:

- coordination among stakeholders;
- provision of timely assistance;
- monitoring of service delivery;
- intake of human rights cases; and
- formulation of effective advocacy messages.

Field experience



In Georgia, in 2007, about 100,000 IDPs lived in around 1,600 Collective Centres.

In comparison, in Darfur, a single camp hosted more than 20,000 displaced persons.

Consequences of high numbers

It is almost never possible to allocate one manager for each Collective Centre. Instead, Collective Centre Managers are responsible for a certain number of Centres. As a result, stakeholders' tasks must be adapted because managers may be less present in Collective Centres than in camp situations.

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Key messages



- ▶ As stated in Section 2 of these Guidelines, the State is the primary duty-bearer toward the affected population.
- ▶ Collective Centre Coordinators must address the challenges created by the high number of Centres. They must provide coordination and smooth information flow, as well as coherent advocacy work for long-term solutions.
- ▶ Collective Centre Managers, as the direct link between the displaced and general coordination mechanisms, must cover all Centres and deliver high-quality results.

3.1 Concept of three levels of management responsibility

Collective Centre coordination and management is based on the concept of three levels of responsibility:

- Collective Centre Administrator, which is generally the State;
- Collective Centre Coordinator (the CCCM Cluster Coordinators); and
- Collective Centre Manager (international or local organizations, or government structures).

**National
authority
capacity**

The concept of three levels of responsibility may not apply to better prepared countries, where all functions may be assumed by the State. Humanitarian actors should never marginalize capable national authorities. Where national authorities have the capacity to address all the needs and rights of Collective Centre residents, the role of the Collective Centre Coordinator and Collective Centre Manager shrinks. In these cases, the international humanitarian community and the designated Collective Centre Coordinator may identify gaps in government-led coordination and build its capacities, assuming a co-leading position.

The responsibilities of each of these actors are outlined briefly below.

Collective Centre Administrator – the State

**Responsibilities
and tasks**

The Government has primary responsibility in all stages of a displacement situation involving Collective Centres.

The key tasks of the Collective Centre Administrator are:

- designating, opening and closing Collective Centres;
- providing security for Collective Centre residents;
- issuing documentation to the displaced;
- protecting all human rights of the displaced; and
- facilitating access to Collective Centres.

►► *For more information about other Collective Centre Administrator's responsibilities, see pages 32 and 92.*

Field experience



In the Philippines, Collective Centres are managed by local authorities. The Collective Centre Coordinator provides support and monitors the situation.

**Durable
solutions**

The State also has a particular role with respect to Collective Centres' residents in providing durable solutions, especially when long-lasting displacement is expected. The Collective Centre Coordinator may advocate for decisions, but the State bears sole responsibility for providing the basis for durable solutions.

Collective Centre Coordinator – the Cluster Coordinator

Responsibilities and tasks The Collective Centre Coordinator assumes a critical role and focuses on:

- overall coordination of collective centres;
- developing CCCM strategies;
- setting standards for humanitarian responses in Collective Centres with the Collective Centre Administrator;
- coordinating humanitarian response in Collective Centres; and
- advocating for durable solutions for Collective Centre residents.

►► *For more information about other Collective Centre Coordinator's responsibilities see pages 33 and 72.*

Need for coordination

The need for coordination of Collective Centre-related issues is very high, especially during the emergency phase. The diversity of Centres, their particularities in terms of needs and assets, and the use of various Collective Centre Manager models further challenge the work of the Collective Centre Coordinator. In many cases, a model of decentralized coordination is applied, in which regional coordination hubs in charge of certain areas are formed. This approach usually improves the quality of on-site coordination. Central and decentralized coordination combined with frequent cross-regional information exchange provides the best results.

Tips



The very large number of Collective Centres makes close coordination among them essential.

Information management

The key to successful response is timely and accurate information, disaggregated by relevant indicators. Competent data management and appropriate information flow from the Collective Centre Manager to the Collective Centre Coordinator and back is therefore imperative.

Advocacy messages

Clear advocacy messages which effectively address Collective Centre issues must be devised. Concerted strategic consideration and advocacy by Cluster Coordinators, Camp Managers and other stakeholders is often required to bring about the closure of long-term Collective Centres and/or other durable solutions.

Collective Centre Manager

Responsibilities and tasks

The role of the Collective Centre Manager is essential to the success of the entire management structure, because it is the person who works directly with Collective Centre residents.

Collective Centre Managers assume the following responsibilities, among others:

- They ensure that agreed standards, policies and operational guidelines for assistance to Collective Centres are followed.
- They coordinate and monitor services provided to Collective Centre residents by different agencies, including identifying gaps in the provision of protection and assistance and avoiding duplication of activities.
- They establish self-governance and community participation processes within Collective Centres, ensuring that all subgroups within the community – girls, boys, women, men and marginalized individuals/groups – are engaged meaningfully in the process.
- They perform and/or coordinate the necessary upkeep and maintenance work.
- They manage information and data regarding Collective Centres and their residents.
- They directly communicate with Collective Centre residents.

►► *For more information about other Collective Centre Manager's responsibilities see pages 73, 76 and 92.*

Insufficient number of managers

In practice, there is often an insufficient number or even sometimes a complete lack of managers allocated to cover Collective Centres. The omission or poor performance of the key figure in the larger Collective Centre management structure has a devastating impact on Collective Centre management, as the direct link between displaced communities and the management structure is broken.

Tips



The Collective Centre Manager's ability to visit Collective Centres may decrease over time.

Recommended frequencies of visits are:

- Emergency: daily
- Post emergency: weekly
- Long term: bi-weekly

Management models

A number of models may be applied to ensure that all Collective Centres are covered by a Collective Centre Manager. All options focus on either covering a certain number of Collective Centres or establishing local or even Collective Centre-based organization schemes. Sound performance of the Collective Centre Manager is critical.

Collective Centre Manager models 

Concept	Actor	Tasks	Pros	Cons
Enhance scope	Mobile Collective Centre Manager team	Collective Centre Manager forms mobile teams that cover a number of Collective Centres in a specified area and perform all relevant tasks through regular visits (one per week, minimum)	Small number of Collective Centre Managers; Can use experienced Collective Centre Manager	Expensive; Lacks sustainability
Decentralization	Local government structures	Depending on the specific national context, decentralized or centralized government structures may assume the role of Collective Centre Manager	Key duty bearer in charge; Local knowledge; Sustainability	Risk of lack of capacity and commitment
	Displaced population associations	Especially in medium- and long-term displacement situations, displaced population associations or Collective Centre residents themselves may form a unit that assumes the role of Collective Centre Manager	Strong ownership; Commitment; Sustainability	Risk of lack of capacity; Outreach may be limited
	Local NGO or community based organization	In areas with a concentration of Collective Centres, a local NGO or community-based organization may assume the role of Collective Centre Manager	Local knowledge; Inexpensive	Risk of lack of capacity; Risk of lack of sustainability; Numerous actors
	Self organization	Collective Centre residents form a unit which is able to perform key tasks of Collective Centre Manager	Strong ownership; Sustainability	Risk of lack of capacity; Numerous actors

**Relationship
between roles**

Collective Centre Coordinators are responsible for ensuring that sufficient guidance, technical know-how and awareness-raising have been provided to Collective Centre Managers. Collective Centre Managers must also be informed about the role of other actors, such as the Collective Centre Coordinator and the Collective Centre Administrator, so that they can seek close coordination and collaboration with them on appropriate issues at the right time. Concerted efforts must be made to enhance the capacity of Collective Centre Managers to reach acceptable performance, especially if alternative models of Collective Centre Managers are used.

**Importance of
managers**

Collective Centre Managers are extremely important, so agencies that show unwillingness to perform this role should be replaced or motivated to improve their performance.

4. PARTICIPATION AND COMMUNITY INVOLVEMENT



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Key messages



- ▶ Participation of Collective Centre residents means that all residents – men, women, boys and girls – are given a voice in decisions affecting their lives.
- ▶ Participation should not only allow residents to identify their needs, but also give them the opportunity to contribute to the search for improvements and solutions.
- ▶ Organized Collective Centre residents assume a critical role in supporting Collective Centre Managers.
- ▶ The host community should be incorporated into coordination efforts.

4.1 Resident participation

Empowerment through participation

The participation of Collective Centre residents in decisions regarding their living conditions and the provision of services is an important application of basic human rights. Having their voices heard empowers Collective Centre residents, prevents human rights abuses, and increases residents' confidence in directing their own lives. Including residents in Collective Centre management is a useful tool to get information about their needs and incorporate their views into the search for solutions and improvements. It is also a practical way to increase the quality of management and accountability to Collective Centre residents.

Empowerment through participation

In addition, encouraging residents to work towards restoring their cultural traditions and needs – for example, by assigning spaces for prayer or ensuring the appropriate placement of cooking facilities, sanitation facilities or recreation activities – will also support their psychosocial well-being throughout their stay.

Reinforcing capacities

Where residents have the capacity to address needs and gaps, the Collective Centre Manager should build on and reinforce these capacities. Collective Centre residents may assist Collective Centre Managers and Collective Centre Coordinators by facilitating the coordination of humanitarian responses through improved data collection and expression of beneficiary opinions. Collective Centre residents may also handle intake of protection issues as well as social and cultural issues, supporting and supplementing the role of the Collective Centre Manager.

Tips 

The participation of Collective Centre residents may increase the quality of management at Collective Centres.

Self-management

The organization of self-management structures should therefore be encouraged and promoted. Residents can play a critical role in supporting the Collective Centre Manager by gathering and disseminating information, adjusting and balancing assistance needs and devising a model for receiving and addressing complaints. Collective Centre residents may also assume a monitoring role toward Collective Centre Managers, which may enhance Managers' responsiveness to suggested improvements.

4.2 Participation models

Mechanisms and objectives

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

Participation models



Type of Collective Centre	Typical objectives	Models of organization
Short-term Collective Centre	<ul style="list-style-type: none"> • Improve data collection • Improve distribution within Collective Centres • Secure equal distribution among Collective Centres • Appropriate shelter and water sanitation solutions • Appropriate composition of food rations and NFIs • Appropriate cooking arrangements • Intake of protection issues • Local information dissemination • Regain self-confidence • Collective Centre maintenance • Conflict resolution 	<ul style="list-style-type: none"> • Steering committees • Community boards • Sector sub-committees (technical groups)
Long-term Collective Centre	<ul style="list-style-type: none"> • Appropriate shelter and water sanitation solutions • National advocacy • Widespread information dissemination • Intake of protection issues 	<ul style="list-style-type: none"> • National associations • National NGOs • Advocacy committee (printed media and televised messages)

Sector sub-committees

A very successful way to ensure the participation of Collective Centre residents is through the formation of sector sub-committees. These groups are composed of committed Collective Centre residents who carry out specific tasks and assignments relevant to issues within the Collective Centre. Sub-committees may perform monitoring or awareness-raising activities as well as maintenance works. Typical issues handled by sub-committees are water sanitation, hygiene, gender, people with specific needs, or distribution. The establishment of sector sub-committees should be done in close coordination with technical clusters to avoid multiple community committees.

Tips



The creation of sub-committees is a practical way of addressing particular issues and fostering social cohesion among Collective Centre residents.

Sub-committee roles

Sector sub-committees take part in Collective Centre internal coordination meetings, and they strengthen the link between Collective Centre residents and the Collective Centre Manager. Their participation in these meetings promotes information flow as well as social cohesion among Collective Centre residents. Sector sub-committees therefore assume an important social role within a Collective Centre.

Training and awareness-raising

The participation of Collective Centre residents can be strengthened through training and awareness-raising activities offered by the Collective Centre Manager. In short-term Collective Centres, topics that might be covered include: protection issues, especially with regard to vulnerable populations; constructive expression and exchange of opinions; and awareness among Collective Centre residents of the influx and departure of the displaced population. Over time, as direct engagement with state officials increases, legal training for Collective Centre residents will enhance chances for meaningful dialogue.

Field experience



In Serbia, IDP Associations are used as channels to disseminate information among IDPs through meetings, newspapers and TV shows.

4.3 Self-regulation by residents

Self-regulation

Collective Centre resident participation models may also be used to introduce self-regulation schemes. It is important for both short-term and long-term Collective Centres to have comprehensive yet simple regulations that are clearly communicated to all residents. These regulations could be in the following areas, among others: opening times; the obligations of residents with respect to maintenance; governance and coordination mechanisms; garbage disposal management; hygiene measures; and fire hazard measures.

Basic regulations and rules

The Collective Centre Manager should encourage residents to develop basic regulations and house rules. This is particularly relevant to behaviour in public areas or activities of public concern. Typical subjects covered by house rules are the use of communal kitchens, maintenance and cleaning of public areas including sanitary facilities, and safety and security in the Collective Centre.

Self-
establishment
of rules

It is very important that these rules are established together with the residents, in order to ensure that they reflect cultural and religious norms. Coordinating with residents to establish these rules also fosters internal discussion in the group on desired individual and collective behaviour as well as unacceptable actions. Self-establishment of house rules gives the Collective Centre Manager and residents an agreed basis for engaging with individual(s) that violate these rules.

4.4 Inclusiveness

Inclusion of
marginalized

The inclusiveness of the procedure used to select residents who participate in meetings, sit on committees, or serve as representatives of the Collective Centre is of critical importance. Social phenomena such as “might makes right” and “first come, first served” are often observed in Collective Centres and constitute a threat to any meaningful participation. Especially in the initial stage of displacement, protection threats to marginalized Collective Centre residents are high and may become chronic issues if not addressed early on. The inclusion of people capable of advocating for the interests and concerns of marginalized groups within self-management structures and with the Collective Centre Manager is one mechanism for protecting vulnerable people and marginalized populations in Collective Centres.

Selection of
representatives

The Collective Centre Manager plays a critical role in ensuring broad and effective resident participation through oversight of the selection of Collective Centre resident representatives. As stated, special attention needs to be given to the inclusion of generally marginalized populations (e.g. women, widows and children) as well as marginalized groups created by recent displacement (e.g. ethnic minorities in Collective Centres). A practical and simple way to achieve this inclusiveness is to reserve a certain number of functions within each participation forum for members of marginalized groups.

Tips



There must be a special procedure for the participation of Collective Centre residents to include marginalized and vulnerable individuals.

Positive effects The inclusion of Collective Centre representatives in all aspects of Collective Centre operations and advocacy issues has widespread positive effects that go beyond the expected and measurable scope of interventions. Active participation reinforces residents' own coping skills and gives voice to those who are otherwise not heard. Participation is thus an important element in helping the displaced regain trust in their own abilities and potential.

4.5 Host community

Relationship with residents Relations between Collective Centre residents and host communities are very much driven by unique local settings and are therefore particular to each Collective Centre. Despite the diversity of relations, the following principles of coordination with host communities apply:

- As soon as possible, direct contact with the host community should be established. Local committees or local leaders are appropriate channels through which community members may be selected to participate in initial coordination meetings. To the extent possible, local authorities should be involved and should preferably host these meetings. At a later stage, formal mechanisms should be established to appoint neighbourhood representatives and hold regular meetings.
- It is often fruitful to argue for the representation of Collective Centre residents in the pre-existing mechanisms of local governance, because many decisions relating to Collective Centres will be made in this forum.

**Key concerns
of host families**

The following are the key concerns of host communities:

Who has come and why?

It is useful to provide a general overview of the number of people who have arrived, as well as information on the background of the new arrivals. Presenting specific examples of families may be useful, because individual stories of suffering elicit more empathy than general descriptions of population movements. The host community should be thanked for accepting Collective Centre residents.

Tips



Early, direct and honest communication with host communities pays off.

How long will they stay?

The State is responsible for providing information about the expected duration of displacement and for giving an honest estimate. However, it is important to note that it is often not possible to know how long the displacement will last. Host communities react best to facts and admitted uncertainties.

What will this mean for us?

Host communities fear a negative impact on their lives because of Collective Centre resident arrivals. Their concerns may range from security issues to decreased services (e.g. schooling) to social tensions. These issues must be taken seriously and addressed. To the extent possible, host communities should be included in solution mechanisms; they should be as well informed as possible to manage expectations and avoid tensions. Unfounded promises of providing assistance to host communities in order to ease pressure should not be made.

Strong links

Because Collective Centres are often located in urban and semi-urban areas, links between host communities and displaced families are normally strong. Collective Centre residents and hosts are part of the same neighbourhood. Links between these communities help normalize daily routines and foster good relations. The Collective Centre Manager should monitor these interactions closely and support positive developments.

Field experience



In Georgia, Collective Centre residents, together with the host community from the area around the Collective Centre, were supported with income-generating projects.

Further reading

NRC, 2008. *The Camp Management Toolkit*; Chapter 3: Participation and Community Involvement.
Available: http://www.nrc.no/arch/_img/9293551.pdf

5. COORDINATION MECHANISMS



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Key messages



- ▶ These Guidelines differentiate between national, local and Collective Centre internal coordination efforts.
- ▶ The Collective Centre residents should be aware of the services available and how to access them. Distribution points should be accessible and distribution mechanisms should take into consideration groups with specific needs to minimize chances of violence, abuse and exploitation.

5.1

Coordination levels

Providing effective assistance

The main objective of all coordination efforts is to ensure that humanitarian services and assistance are delivered in a cohesive and effective way and protection of Collective Centre residents is secured. The Collective Centre residents should be aware of the services available and how to access them. It is also important to make sure distribution points are accessible and distribution mechanisms take into consideration groups with specific needs to minimize chances of violence, abuse and exploitation. Collective Centre set up requires that the Collective Centre Administrator, Coordinator and Manager and Collective Centre residents collaborate to achieve this joint goal.

Three coordination levels

To simplify, these Guidelines differentiate among three levels of coordination: national, local and Collective Centre internal. The table below summarizes the recommended participants, tasks, frequency of meetings, and follow-up modalities for all three coordination levels.

Recommended coordination mechanisms 

Level	Chair	Participants	Key task	Frequency of meetings	Follow-up
National	Collective Centre Administrator Collective Centre Coordinator	<ul style="list-style-type: none"> State representatives Head of Collective Centre Coordinators Head of Collective Centre Managers Collective Centre representatives 	Coordinates general humanitarian response and protection issues with the State and key actors	Monthly to quarterly	<ul style="list-style-type: none"> Formal minutes Action Plans
Local	Collective Centre Manager	<ul style="list-style-type: none"> Local authorities Collective Centre Coordinator Collective Centre Managers Collective Centre representatives Collective Centre residents Service providers 	Coordinates humanitarian response and protection issues among all Collective Centres in an area covered by one or a small number of Collective Centre Managers	Weekly to monthly	<ul style="list-style-type: none"> Informal minutes Action plans
Collective Centre internal	Collective Centre Manager	<ul style="list-style-type: none"> Collective Centre representatives (incl. those from subgroups) Collective Centre residents Service providers 	Coordinates humanitarian response and protection issues within one Collective Centre	Weekly to monthly	<ul style="list-style-type: none"> Action plans

National coordination

Responsible party

If the State is unable to assume its responsibility, the Collective Centre Coordinator, in principle, will be responsible for overall coordination in Collective Centres. To achieve this goal, close cooperation and intensive dialogue with the State is critical. All decisions by the national coordination body should, in principle, be driven and supported by national authorities.

Tips



National coordination of assistance and standards may be time-consuming, but it is vital.

National coordination issues

National coordination is the highest coordination level and addresses, among others, the following issues:

- the general coherence and uniformity of humanitarian response and protection mechanisms throughout the country;
- decisions regarding standards for general humanitarian responses;
- the development, implementation and monitoring of national strategies.

Regional coordination

Depending on the context, sometimes there might be a need for a coordination mechanism at the regional level to link local and national coordination efforts.

Local coordination

Local grouping

Given that Collective Centres typically host a smaller number of people per centre, and given that Collective Centre Managers often have to manage more than one centre at a time, it is important that they are grouped at the local level based on their geographical location. The main purpose of local coordination efforts is the provision of services and monitoring of protection issues. Local coordination meetings are very pragmatic and focus on field realities. The announcement and harmonization of distribution dates, the intake of protection issues, and feedback on previous deliveries are typical issues discussed at these meetings.

Local authorities

Local coordination efforts present a particular opportunity for cooperation with local authorities. Because local authorities generally have administrative jurisdiction (e.g. municipal administrations oversee government services in municipalities), it is recommended that the responsibilities of Collective Centre Managers be divided along political entity boundaries. Attitudes, modus operandi, and delivery of assistance generally differ between entities, making cross-entity coordination more complex than coordination within a single entity.

Internal meetings

Collective Centre internal coordination

Collective Centre internal coordination meetings are important, as they are the only formal forum to “take the pulse” of a Collective Centre. The social atmosphere, increasing tensions, unease, the potential for violence and human rights abuses may be detected during these meetings. In order to gain this level of information, it is essential that these meetings are open to all Collective Centre residents. The inclusion and specific invitation of generally marginalized groups must be standard procedure. Bear in mind that special arrangements (e.g. same-sex forums) may be required for the meaningful participation of such groups. Existing sub-committees should take part and report on their work.

Tips



Internal coordination meetings are open to all Collective Centre residents.

Internal self-organization

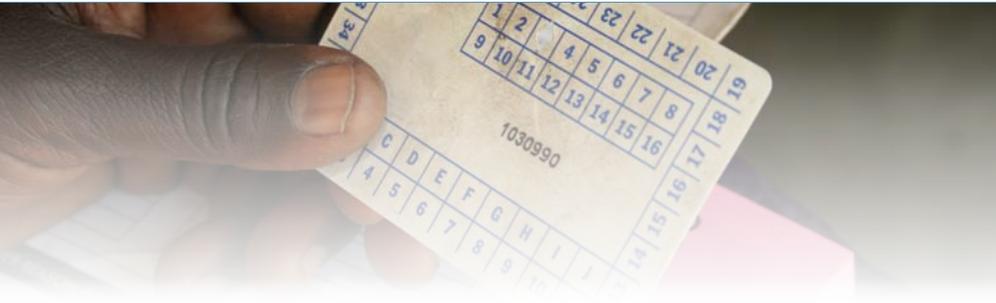
Internal Coordination should have an appropriate emphasis on self-organization among Collective Centre residents. The joint development of house rules covering “dos and don’ts” are a very successful aid in fostering social cohesion within a Collective Centre. Additional topics for discussion at internal coordination meetings may be taken from written suggestions collected from “suggestion boxes” placed in central locations within the Collective Centre. This anonymous way of communicating with the Collective Centre Manager helps marginalized people or groups overcome their reservations about expressing themselves freely.

Further reading

NRC, 2008. *The Camp Management Toolkit*; Chapter 4: Coordination.

Available: http://www.nrc.no/arch/_img/9293553.pdf

6. INFORMATION MANAGEMENT AND REGISTRATION



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Key messages



- ▶ Information management is the responsibility of all stakeholders and consists of collection, analysis, storage and dissemination tasks.
- ▶ Emergency data collection in Collective Centre situations focuses on collecting information on the characteristics of displaced communities and the Collective Centres used, as well as on the accessibility and availability of basic services.
- ▶ In medium- and long-term displacement, information management supports the process of recognition of Collective Centres and provides displacement updates.
- ▶ Both quantitative and qualitative data/information collection methods should be considered.
- ▶ Collective Centres sometimes host a considerable number of non-displaced vulnerable individuals, creating a serious dilemma for all stakeholders.

6.1 Information management responsibilities

Importance of information management

Precise, up-to-date, reliable, and properly disaggregated information is essential to Collective Centre management.

Importance of information management

The vast number of Collective Centres, their diversity, the availability or accessibility of basic services (water, health, etc.) and, above all, the characteristics and needs of Collective Centre residents must be considered when collecting or disseminating information. Timely provision of the right kind and quantity of assistance and the development of appropriate standards and policies depend heavily on the quality of data. Also, the choice of data collection methodology depends on many factors, including whether a situation is still an emergency or whether it has become more stable. Therefore, information management is a crucial part of Collective Centre operations and requires strong commitment from all stakeholders.

Division of responsibilities

Collective Centre information management responsibilities, including data collection and training in data collection, collation, analysis and dissemination, are divided among the Collective Centre Administrator, the Collective Centre Coordinator, the Collective Centre Manager and Collective Centre residents or service providers.

Overview of information management responsibilities



Stakeholder	Collection/ compilation	Analysis and use	Dissemination
Collective centre residents and service providers	<ul style="list-style-type: none"> Gathers data in Collective Centre 	<ul style="list-style-type: none"> Uses information from Collective Centre Manager for decision making 	<ul style="list-style-type: none"> Provides data to Collective Centre Manager Shares information from Collective Centre Manager
Collective Centre Manager	<ul style="list-style-type: none"> Collects data on Collective Centre residents and service providers Performs assessments Complies with data standards Compiles data on his/her respective Collective Centres 	<ul style="list-style-type: none"> Uses information from Collective Centre Coordinator for basic descriptive analysis, including gap analysis Uses data for project design 	<ul style="list-style-type: none"> Conveys data to Collective Centre Coordinator Shares data with Collective Centre residents, local administrations, and host community
Collective Centre Coordinator	<ul style="list-style-type: none"> Sets data collection standards if possible Appoints information management focal point Compiles data from multiple Collective Centres/for the region as a whole Ensures data protection/confidentiality 	<ul style="list-style-type: none"> Performs cross-regional gap analysis Offers/requests support in information analysis Uses data for strategy planning 	<ul style="list-style-type: none"> Conveys data to the Collective Centre Administrator and other national coordination bodies and donors Shares data with the Collective Centre Manager
Collective Centre Administrator	<ul style="list-style-type: none"> Performs registration of Collective Centres and Collective Centre residents Performs monitoring of assistance activities 	<ul style="list-style-type: none"> Performs national gap analysis Uses data for strategy planning 	<ul style="list-style-type: none"> Conveys data to local/regional authorities Provides public/official data management

Collective Centre Administrator

State responsibility

Formal recognition of Collective Centre residents and ensuring displaced population's access to national identity documentation are central functions of the State. The State may use its own information management system for resident registration, but should coordinate its database with the data available to the Collective Centre Coordinator.

Data collection and data management

The State is frequently the main actor managing databases concerning Collective Centres and Collective Centre residents. Depending on their capacity, local and central state agencies may assume data collection as well as data management responsibilities. Where States perform data collection, there may be requests for technical assistance and advice from humanitarian actors who may have more experience in data collection for the purpose of humanitarian assistance. In some cases the Collective Centre Coordinator may, in full recognition of the role of the State as the main responsible agency, support the State with improvements to its databases and assessment methodologies, especially those regarding the general principles of non-discrimination, protection and confidentiality/data protection.

Field experience



In Haiti, the Collective Centre Coordinator advocated for the inclusion of a Collective Centre database into the National Contingency Plan.

Decision making and dissemination

The State, in cooperation with the Collective Centre Coordinator, should use all available data to assess assistance gaps and formulate strategies, as well as to disseminate the most comprehensive information possible to regional and local authorities, always taking into account the relevant data protection standards set by the Collective Centre Coordinator.

Collective Centre Coordinator

Role of coordinator

The Collective Centre Coordinator assumes a key role in information management and often acts as the main hub for data collection and dissemination. A key task of the Collective Centre Coordinator is to set standards for data management in coordination with other national and/or international stakeholders concerned. These standards aim at ensuring the high quality of information collected throughout the range, as they shall, inter alia, specify the roles and responsibilities of different stakeholders, and define training activities and procedures for monitoring data collection and compilation. The acceptance of data collected in the process is key to its use for advocacy, gap analysis, coordination of assistance, and programme design and planning for durable solutions activities.

Information flow

When acting as the central point for the collection and dissemination of information, the Collective Centre Coordinator is responsible for securing the flow of information from the Collective Centre to the Collective Centre Administrator and vice versa. Therefore, the Collective Centre Coordinator also ensures proper storage of data, as well as confidentiality and protection of sensitive data. To support data management from a technical point of view, the Collective Centre Coordinator may appoint an information management focal point.

Tips



A centralized database facilitates the analysis and processing of large volumes of data from Collective Centres.

Collective Centre Manager

Link to residents

The Collective Centre Managers, due to their closeness to Collective Centre residents, are critical to information collection and are the first actors which must comply with agreed data standards in the data collection process. The Collective Centre Manager collects data received from Collective Centre residents and performs assessments, as well as conveying the data obtained to the Collective Centre Coordinator.

Informing decision making

The Collective Centre Manager normally compiles information for each Collective Centre. Data obtained is used for gap analysis at the Collective Centre level, for comparisons between localities and subsequently, for project design and delivery of assistance. The Collective Centre Manager plays an important role in sharing data with Collective Centre residents, local authorities and host communities.

**General
information
dissemination**

Another task of the Collective Centre Manager is the provision of general information. Because of displacement issues or isolation, Collective Centre residents often lack information about the world around them, including regional or national news. The availability of reliable information is interpreted as a sign of normalization. It is known to promote a greater sense of well-being and helps discredit hearsay and gossip, which can create unnecessary tension within the community.

Field experience



In Sri Lanka, the distribution of national newspapers among the displaced population as an information tool has had a very positive response.

**Internal
collection and
dissemination**

Residents and service providers

Collective Centre residents and service providers must be an integral part of information management efforts. Their main task is the first-hand collection of data to be shared with the Collective Centre Manager, as well as direct information dissemination to Collective Centre residents. Although their work is relatively informal, they must still comply with standards; for instance, they must fill out forms and data sheets accurately. Particularly helpful is the use of specialized Collective Centre resident committees who are trained in basic data gathering techniques and can consequently support the function of the Collective Centre Manager.

Data monitoring

Because reliable data is key to humanitarian programming, the lead role of the residents in data collection is subject to good procedures, capacity-building and the skills of the residents. In this case the role of the Collective Centre Manager is to monitor data collection and double-check the accuracy of the data collected by Collective Centre residents. Where such routines are not yet in place, the Collective Centre Manager (or the Collective Centre Administrator, if they have the capacity) should take a stronger role in data collection.

6.2 Emergency data collection

Rapid situation assessment The fact that Collective Centres generally appear in high numbers creates considerable challenges for data collection in emergencies. If contingency arrangements are not available or emergency situations occur unexpectedly, the key objective is to obtain a fast, concise overview of the displacement situation. The use of rapid estimation tools or qualitative information collection methods would be more appropriate in such situations. Also, in such situations, it is recommended that information is collected at the aggregated level (village, community and centre) than at the household or individual levels.

Lead role of coordinator Frequently the Collective Centre Coordinator must take the lead in emergency data collection, as Collective Centre Managers may not be appointed and self-organization schemes in Collective Centres may yet to be established. There is high need for well-orchestrated information management from the very beginning of a displacement situation.

Data on displaced populations

Data on displaced populations In emergencies, data on the characteristics of Collective Centres and the displaced population are frequently collected in separate exercises.

Basic emergency data For the purposes of gaining an immediate overview to guide the initial phase of emergency response coordination, information on the displacement pattern, the number of the displaced, their location, and basic profiling, including their assistance needs, is considered sufficient. The basic information collected is summarized in the following table.

Emergency data on displaced populations



Category	Data
Number of displaced	<ul style="list-style-type: none">• Number of registered/verified displaced• Number of estimated displaced• Number of displaced in need of humanitarian assistance
Location of displaced	<ul style="list-style-type: none">• Region and municipalities with influx of displaced• Name and location of Collective Centres (planned and self-settled)• Global Positioning System (GPS) coordinates
Basic profile	<ul style="list-style-type: none">• Age statistics• Sex statistics• Vulnerability (protection risk, with specific needs such as people with disabilities or people affected by chronic disease or older people, etc.) at the individual level for case management of those with specific needs• Arrival date• Assistance needs• Accessibility of basic services (e.g. water, sanitation and health)

Data gathering and sharing

In principle this initial data set is gathered through visits to all Collective Centres. The list of data above is not exhaustive and additional important data elements should be considered, depending on the context and environment of the displaced people. A team of well-trained staff should use forms and data sheets specifying all necessary information. The data should be conveyed to the Collective Centre Coordinator, who then compiles, analyses and disseminates the information to the relevant stakeholders.

Field experience



In Georgia, in 2008, joint effort among the State, the UN, INGOs, NGOs and volunteer networks facilitated the fast registration of Collective Centres and displaced populations into a central database managed by the State.

Identifying
collective
centres

The primary challenge in this effort is to identify Collective Centres. Detection requires special effort, especially if Collective Centres have been self-settled:

- Close coordination with local structures must be established. Both local government agencies and local non-governmental organizations (NGOs) may have a relatively good knowledge of Collective Centres in their area.
- Special liaison people coordinating with national emergency response teams, the police, fire brigades, or the armed forces may obtain information about Collective Centres that these entities have encountered.
- Local teams may be formed to tour the influx area in order to register Collective Centres and their residents. Collective Centre residents are often able to maintain some communication with members of their community outside the Collective Centre, and they may be able to inform teams about other Collective Centres located in the area.
- Hotlines for Collective Centre residents may be installed, paired with radio services or other means of announcing the availability of this service.
- Services or linkages to services should be set up for families to locate any missing members, particularly for children to locate parents and vice versa.

Data on Collective Centres

In-depth qualitative information

The longer a displacement lasts, the more in-depth information about Collective Centres is needed. Because of the wide range of Collective Centre characteristics, qualitative information must be collected. Besides the location and size of a long-term Collective Centre, the following information is necessary in order to provide proper services:

Key information on Collective Centres



Category	Data
Location	<ul style="list-style-type: none">• Region and municipality• Village or neighbourhood• Name (or description)• GPS coordinates
Use of Collective Centre	<ul style="list-style-type: none">• Use of the building prior to use as a Collective Centre• Active or inactive building• Disrupts/decreases/prevents services to host community• Start date of use as a Collective Centre
Ownership	<ul style="list-style-type: none">• Type of ownership• Existence of agreement over the use of the building as a Collective Centre (i.e. whether the owner has consented to the use of the building as a collective centre or whether there is a risk of eviction)• Duration of agreement
Environment	<ul style="list-style-type: none">• General, local, infrastructure, or internal contamination
Stability	<ul style="list-style-type: none">• Level of the general stability and safety of Collective Centre
Sealing off	<ul style="list-style-type: none">• Description and rating mechanism for sealing off Collective Centre• Needs for winterization or natural ventilation
Infrastructure	<ul style="list-style-type: none">• Level of the connection to and/or availability of infrastructure, including water and sanitation
Comments	<ul style="list-style-type: none">• Special remarks on the Collective Centre, e.g. on protection, privacy, health, psychosocial issues and security.

6.3

Medium- and long-term data collection

Monitoring assistance

In medium-term displacement situations, information requirements change and become more focused on addressing gaps and avoiding overlaps in aid distribution, as well as on formally registering Collective Centres. To this end, Collective Centre Managers should track which humanitarian organizations are actively intervening in which Collective Centres, and this information should be compiled and used by the Collective Centre Coordinator.

Field experience



In East Timor, capacity-building of local structures was performed by mobile teams. This improved the quality of services for Collective Centre residents for years.

Registration of collective centre

Because the registration of Collective Centres constitutes a normative recognition of Collective Centres and usually gives some kind of entitlement to its residents, it should, in principle, be carried out by the State. The Collective Centre Coordinator has a key role in advocating for proper registration modalities, including the definition of Collective Centres.

Mainstreaming data collection

When it comes to data collection and registration for humanitarian assistance, it is important to stress that medium- and long-term data collection in Collective Centres should be mainstreamed into other data collection practices and registration activities. This is to ensure that Collective Centre residents are neither overlooked nor receive special attention in areas where their rights and needs do not differ substantially from those of other displaced persons. It is also to ensure that data collection follows the same quality standards as those for all other displaced, especially when more sensitive issues are being registered or assessed, i.e. protection, human rights violations, sexual abuses and other forms of gross violations.

6.4 Registration of individuals or families

Registration

In some but not all IDP situations, either households or individuals are registered for the purposes of humanitarian assistance or for information gathering.

Household registration

In *household-level registration*, the name of the head of the household and some other details are gathered, as well as the number of family members broken down by age group and sex. This level of registration is faster than individual-level registration and may be used in emergencies.

Individual registration

In *individual-level registration*, the name, sex, age and other information of each family member is gathered. This level of registration may be used in situations where timing, capacity and need make it appropriate.

Continuous registration

In long-term displacement situations with Collective Centres, the need for regular re-registration or updating of data on registered IDPs may arise (this is called “continuous registration”). Collective Centre residents frequently try to resettle in order to join other displaced family members or neighbours. Hence, they move from one Collective Centre to another. In addition to this movement, births will add to the registered IDP population, while deaths will subtract from it. Because of these changes, the demographic profile of residents and the occupancy rates in Collective Centres will also change, necessitating periodic registration verification.

Surveys

The high volume of displaced individuals in large-scale displacement situations and the high mobility of IDPs may mean that individual or household registration is not an appropriate response. In these circumstances, surveys with representative samples may be used as an information-gathering tool.

6.5 Non-displaced Collective Centre residents

Non-displaced residents

Many Collective Centres host not only displaced populations but also vulnerable members of the host community, posing a particular issue for service delivery and registration. Inclusion may create tensions within the Collective Centre and, in particular, with the host community. Exclusion, on the other hand, may present ethical issues for assistance providers, as it goes against the principle of providing impartial humanitarian aid to affected populations. In all such cases, the Collective Centre Coordinator (and the government as Centre Administrator) has to be consulted, so that uniform standards are applied in all Collective Centres.

“Case-by-case” analysis

The most frequent solution applied is a “case-by-case” analysis. This can be facilitated through local Collective Centre management structures that usually have local awareness of households and how they have been affected. The inclusion of this group may engender understanding and further acceptance of non-displaced individuals in the Collective Centre. This allows all stakeholders to consider the specific circumstances of non-displaced Collective Centre residents. In many instances, the non-displaced are tolerated to some extent within the Collective Centre and included in some aspects of the assistance scheme.

National social institutions Close coordination with national social institutions should be sought. This cooperation provides an option for the non-displaced to be considered for inclusion in national welfare systems. National or lower-level regulations on the issue of the non-displaced population residing in Collective Centres may also be appropriate instruments to address this problem. If such regulations exist, decisions about the non-displaced can be based on national policy, with the Collective Centre Administrator as guarantor.

Further challenges The dilemma over providing assistance to non-displaced Collective Centre residents becomes most acute when durable solutions for Collective Centre residents must be found. Non-displaced Collective Centre residents are regularly excluded from solutions and not entitled to receive potential benefits. This applies above all to those solutions where assistance is provided based on status rather than need (e.g. IDP allowances). An alternative would be to change eligibility standards so that assistance is based on vulnerability rather than status. This, however, is a major decision and shifts the entire response from displacement assistance to general social welfare.

Further reading

UNHCR, 2003 (provisional release). *Handbook for Registration. Procedures and Standards for Registration, Population Data Management and Registration*. Available: <http://www.unhcr.org/3f8e93e9a.html>

UNHCR, 2007. *Handbook for Emergencies*. Available: www.reliefweb.int/rw/lib.nsf/db900SID/AMMF-75TFLQ?OpenDocument

NRC, 2008. *The Camp Management Toolkit*; Chapter 5: Information Management; Chapter 9: Registration and Profiling. Available respectively: http://www.nrc.no/arch/_img/9293555.pdf and http://www.nrc.no/arch/_img/9293563.pdf

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Key messages



- ▶ Environmental considerations need to be taken into account in almost all aspects of Collective Centre work.
- ▶ Environmental guidelines dealing with specific sectors must be used in conjunction with those developed for other sectors.
- ▶ Environmental contamination may cause serious and often long-lasting health problems for Collective Centre residents and those living in close proximity to such Centres.
- ▶ Collective Centres may cause environmental problems, especially those related to water and sanitation and solid waste management, including hazardous waste such as hazardous health care waste (HHCW).
- ▶ Collective Centres may be affected by both general pollution as well as local forms of contamination.

7.1 Environment is a cross-cutting issue

Environmental consideration

Environmental issues associated with collective centres are normally the consequence of high concentrations of people which often build up at a distinct location over a short period of time. In the absence of appropriate mitigating measures, the surrounding environment can become degraded, and this will have a lasting impact. Basic considerations such as the provision of safe and clean drinking water, the physical location of the Collective Centres, and the provision of food and sanitation facilities all have a direct bearing on the environment.

Environmental consideration The state of the environment, in turn, has a direct bearing on the welfare of people living in the Collective Centres as well as on the local population. Environmental considerations thus need to be taken into account in almost all aspects of Collective Centre planning, preparation and work.

Sector guidelines Due to their inherent links with other sectors, environmental issues cannot be dealt with on their own. Therefore, environmental guidelines dealing with specific sectors must be used in conjunction with those developed for other sectors.

7.2 Lack of awareness of environmental issues

Contamination threats In many countries, general awareness of environmental threats remains low, and environmental issues related to Collective Centres and their surroundings are often not taken into consideration to the extent warranted. With respect to Collective Centres, a distinction can be made between two basic forms of contamination threats:

- environmental problems affecting Collective Centres; and
- environmental problems caused by Collective Centres.

Training and awareness-raising The provision of training and awareness-raising on environmental issues among Collective Centre residents and local authorities will help them to identify and mitigate potential problems.

7.3 Environmental impacts associated with Collective Centres

Environmental impacts The environmental impacts which either are, or might be, associated with a Collective Centre are often overlooked, both at the planning phase and during the use and decommissioning of such centres. This can have serious and sometimes long-term impacts for both the environment and people living in the vicinity of Collective Centres and beyond.

Environmental assessment

Most Collective Centres are already existing structures, so there is little that can be done with regard to influencing their physical location or the manner in which they are constructed. There are, however, a number of issues which might need to be considered. It is strongly recommended that an environmental assessment is conducted both for the immediate building(s) as well as the surrounding landscape. At the minimum, this might entail a rapid environmental assessment – which can be done within a few hours by a non-specialist¹ – though ideally, a more thorough assessment should be conducted if time allows.

Tips



Environmental issues not addressed in the contingency planning, set-up and maintenance phases normally remain a problem for the duration of a Collective Centre's existence and beyond.

▶▶ *For information on environmental and health threats in Collective Centres, see chapter 14.*

Environmental risk mapping

Given the generic nature of environmental guidance, consider undertaking an “environmental risk mapping” (using GIS/remote sensing) to better understand land use around the Collective Centre. This could be a rapid exercise to assist in site selection and scoping of potential environmental threats, as well as to assess potential future impacts of the Collective Centre. Key issues to consider are the location of Collective Centres within water catchments, potential pollution sources, natural hazards, and proximity to forested and protected areas, among others. Environmental risk mapping can also be a useful tool for awareness-raising.

Remedial actions

Remedial action(s) will need to be taken if particular hazards or risks are identified through the assessment.

¹ See *Environmental and health threats*, page 102.

Levels of impact

These Guidelines describe two very broad levels of possible environmental impact, as summarized below.

Environmental impacts associated with Collective Centres 

Impact	Scope
General impact	Broad, widespread and diverse impact(s) affecting the physical landscape beyond the vicinity of the Collective Centre: for example, contaminants leaching into groundwater reservoirs from inappropriate or inadequate sanitation or waste management.
Localized impact	Specific, confined and perhaps time-bound impacts in the immediate neighbourhood (i.e. within a few hundred metres) of the Collective Centre: these include internal risks within the Centre, such as exposed asbestos.

General impacts

Health risks

Collective Centres are often located in lowly populated, marginalized or derelict areas where potential hazards may include toxic waste, such as contamination from heavy metals, waste oil or even nuclear waste. In such situations, the ground and surface water, the soil and even the air may be polluted to varying degrees. This poses a serious threat to the health of the people staying in Collective Centres, both in the short and long term: some impacts may only become apparent some time after people leave the Centres. These issues must be identified and ranked as perhaps the most serious risk faced by residents of such Centres. Specialist technical assistance is likely required for such situations.

Field experience 

In Azerbaijan, Collective Centres were built in areas that were heavily contaminated with oil, posing a health issue to their residents for over a decade.

Waste management

Waste management

As most materials will need to be brought into a Collective Centre, the issue of waste management is likely to need attention. Excess packaging of goods and materials should be avoided through a green logistics programme which will help minimize waste to a certain degree. Ideally, Collective Centres should secure the services of public waste disposal providers, if these exist. If this is not possible, Collective Centre residents may provide their own disposal solution. Solid waste from the Centre should be sorted with a view to recycling as much material as possible. Composting of biodegradable waste should be actively encouraged, and the establishment of safe burn pits for any remaining materials can be considered.

Contextual factors

Environmental issues such as fuel wood collection need to take into consideration contextual factors. For example the location of the Centre, the number of people, the duration of the displacement, services provided and the amount and range of materials available.

Water and sanitation management

Water and sanitation management

Proper sanitation solutions are critical to a clean environment around Collective Centres. Possible sanitation solutions include connecting Collective Centres to existing public sewage systems or repairing existing connections, as well as digging proper septic tanks, although septic tanks require maintenance on an ongoing basis. Also, sewage water may contaminate the groundwater surrounding insufficiently deep water wells, contaminating the water and making it unfit for human consumption if water treatment procedures are not used.

Key issues

Likewise, poorly sited, poorly managed or inadequate washing facilities and latrines can have a broader impact than first imagined. Key issues relate to: seepage into surface water or groundwater bodies, which could possibly contaminate the drinking water reserve of the Centre itself; overflowing latrines if flooding occurs; and open defecation if facilities are inadequate or culturally inappropriate.

Localized impacts

Existing contamination threats	Some buildings used as Collective Centres are located in areas that have been previously contaminated in one way or another. Of particular concern is the air, water source(s) and surrounding soil, which may have been polluted to varying degrees with toxic elements. This contamination poses a risk for agricultural activities and for small children who may play in and with contaminated soil. In theory, many of these risks could be reduced by replacing contaminated soil, but this type of intervention is very costly and therefore seldom performed.
Vector control	Standing water should be avoided around all washing and cooking areas and in the general vicinity of the Centre. Together with inappropriately disposed household waste, standing water can attract vermin and serve as a breeding place for disease vectors such as rats, flies and mosquitoes.
Physical infrastructure	Consideration also needs to be given to the physical infrastructure of the Centre. Of particular concern is asbestos use in the roofing, panelling or plumbing of the Centre. The threat to people is significantly reduced if the asbestos has not been disturbed, for example, by gunfire shelling. If asbestos is identified and has been exposed/damaged, specialist assistance should be obtained to deal with this matter.
Plumbing	The Collective Centre's internal or external plumbing, where it exists – particularly the pipes through which water supply passes – may not meet environmental standards, with toxic elements leaching into the water. Initial signs of contamination might include bad odours from the water, discoloured water or algal blooms. Maintenance work on existing water systems may therefore be needed, or whole systems may need to be replaced.

Environmentally conscious management

Ensuring health and safety

The Manager of the Collective Centre is responsible for the health and safety of the residents, which in many cases also infers keeping the local environment clean and safe. The use of mobile teams trained in environmental issues may enable the Manager to remain fully informed about environmental conditions at all Collective Centres under the Manager's supervision. Formation of an Environmental Management Team or Club should be considered. This can also be an opportunity to raise environmental awareness in the community by involving girls, boys and youths, as well as men and women, in such teams or clubs.

Tips



Consult local administrations and host communities ahead of selecting a Collective Centre, as they often have first-hand knowledge about the past and current use and status of the land around a Collective Centre.

Plan for closure

A plan which takes environmental conditions into account should be elaborated at the earliest possible opportunity in terms of closing a Collective Centre and returning it to its rightful owners. This might entail some degree of environmental rehabilitation and clean-up around the building(s). The guidelines on camp closure developed by the CCCM Cluster should provide the necessary guidance for this to happen in a smooth and environmentally conscious manner².

² UNHCR and IOM (2010, forthcoming) *Camp Closure Guidelines*.

Further reading

UNHCR, 1998. *Refugee Operations and Environmental Management: Key Principles for Decision-making*. Available: <http://www.unhcr.org/refworld/category,POLICY,UNHCR,THEMGUIDE,,42a01f1b4,0.html>

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8. COLLECTIVE CENTRE SET-UP



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Key messages



- ▶ A Cluster strategy or plan, linked to an inter-cluster strategy or plan, sets out the approach to supporting settlement options for both the displaced and the non-displaced, including Collective Centres.
- ▶ Proper contingency planning which identifies potential Collective Centres in advance should be done in places where predictable or regular displacement occurs.
- ▶ “A fit structure on a suitable site” is the formula for correct Collective Centre selection.
- ▶ Site selection and structure analysis should be performed by a group of experts.
- ▶ When choosing a Collective Centre, short-term as well as long-term criteria should be considered.
- ▶ Camp closure needs to be considered during Collective Centre set-up.

8.1 Supporting Collective Centres as part of an overall Cluster strategy or plan

Cluster strategy or plan A Cluster strategy/plan, linked to an inter-cluster strategy/plan, sets out the approach to supporting settlement options for both the displaced and the non-displaced, including Collective Centres.

Cluster strategy or plan

The State, the Cluster Coordinator and Collective Centre Managers work together to develop and agree on a strategy and to review and revise it continually throughout the response. In the strategy/plan, scenarios, standards, indicators, monitoring processes and activities are defined to support Collective Centres in contributing to the cluster's objective and the overall humanitarian response.

Tips 

Durable solutions for residents of Collective Centres must be considered from the time the Collective Centre is set up.

Identifying priorities and responsibilities

The strategy should specify which collective centres are to be supported and for how long, as well as the roles and responsibilities of the Administrator (government), the Cluster Coordinator and Collective Centre Managers. Factors such as livelihoods, harvests and protection concerns, and the priorities and decisions of the displaced population, must also be included.

Flexibility of strategy or plan

Finally, the strategy/plan should be flexible to adapt to population changes within the Collective Centre over time. People move in and out of different types of accommodation and when a population is displaced, people decide for a variety of reasons to choose different options for settlement, such as living with a host family, or self-settling on a roadside on higher ground after a flood. Displaced populations also move between different options, as their priorities change and as the response to the conflict or disaster develops. Families and groups will leave for or arrive from other temporary settlement options, depending on their needs. For example, those able to work may leave, while others who are unable to work may arrive. As a consequence, the role of the Centre may change, for example, from being a transit centre to serving as a centre for older people.

Tips 

It extremely important to consider and plan for the closure process at the earliest stage possible; this can include key tasks at the set-up phase that could ease the closure process (e.g. establishing an agreement with the structure owner, MOUs)³.

³ UNHCR and IOM (2010, forthcoming) *Camp Closure Guidelines*.

8.2 Contingency plans

Contingency plans

To the extent possible, contingency plans for various possible displacement scenarios should be elaborated. Particularly for natural disasters that occur on a regular basis (e.g. flooding), such plans should be developed. With conflict-related displacement, there are often early warning signs which should be taken seriously, triggering the preparation of contingency plans.

Aspects of contingency planning

In the Collective Centre context, the following aspects of contingency planning should be considered: population flow estimates and identification of local coordination mechanisms.

Estimation of population flow

Contingency planning for displacement should include estimates on the number of people displaced. As a first step, the number of inhabitants of the affected area must be determined. This figure may usually be obtained from State entities on a per-municipality basis.

Determining areas where the displaced population would likely move

A number of factors should be taken into account, such as the ethnic, religious, or political characteristics of the displaced and the host community, as well as topographic features. Displaced populations show a general tendency to stay close to their original homes, so districts immediately neighbouring potential displacement areas should be prioritized. Given the estimated influx of the displaced population into an area, the total number of people in need of assistance can be calculated, including those who would need temporary accommodation.

Identification of potential Collective Centres

This exercise usually requires a high level of resources, as field assessments are normally required. Careful and sound approaches for the selection of potential Collective Centres are therefore needed.

Establishment of initial coordination mechanisms at the local level

Equally important is the establishment of local coordination mechanisms that will be activated in the initial stage of displacement. These structures focus on local arrangements for the displaced, and they direct the expected influx of the displaced population into pre-selected Collective Centres. Often this coordination is carried out by local authorities.

Field experience



In Guatemala, the Government Disaster Relief Agency has developed a plan to rehabilitate 58 Collective Centres for 7,400 people displaced due to climate change.

8.3

Self-settled
collective
centres

Unexpected displacement

Unexpected, sudden displacement makes Collective Centre selection a very complex task. In such situations, displaced populations take the initiative and occupy any building they deem appropriate at first sight for temporary refuge. These self-settled Collective Centres often do not meet minimum standards, nor has the owner's permission been obtained to convert these buildings into Collective Centres. Mistakes made or issues created at the moment of site selection have a dramatic impact on the future of Collective Centre residents. They may result in either secondary displacement or appalling, unhealthy living conditions. The challenges related to unexpected displacement may be mitigated by establishing contingency plans.

Field experience



In Nicaragua, in 2008, a national contingency plan for the rainy season described the organization and administration of Collective Centres at the local, regional and national levels according to different security phases. Collective Centres were listed by departments.

8.4 Site and structure

Identify appropriate buildings

Although Collective Centres are not a preferred displacement solution, there is a best-case scenario for Collective Centre selection: if a proper structure at an appropriate site is found, many future issues in Collective Centre management can be addressed more easily. Identifying a Collective Centre that will function well means identifying both a satisfactory site and a satisfactory structure. Both parameters are equally important. All Collective Centres reflect a number of particularities, strengths and weaknesses, so the actual decision to designate Collective Centres involves compromises.

Duration of use There is no major difference in site selection for short-term or long-term Collective Centres. Minimum standards should be fulfilled in either case. However, the expected duration of use is a factor that must be taken into consideration because living standards and services provided in Collective Centres change over time. In selecting Collective Centres, it should be assumed that they will be in use for a period of time that is longer, and often much longer, than initially imagined.

Tips



Generally, plan for a Collective Centre to be used for much longer than initially estimated.

Site selection

Site selection

The site of a Collective Centre refers to both its immediate and wider surroundings. It encompasses not only the physical features of the place where the Collective Centre is located, but also its political and social characteristics.

Considerations regarding site selection



Topic	Comment about site
Security	<ul style="list-style-type: none"> • Safe from any immediate threat to security • Minimizes potential risks (e.g. landslides) to Collective Centre residents
Accessibility	<ul style="list-style-type: none"> • Easily accessible for the provision of assistance during humanitarian crises • Takes into account seasonal and climate issues (e.g. muddy roads during the rainy season or access problems in winter)
Environmental situation	<ul style="list-style-type: none"> • General and local contamination threats need to be considered
Infrastructure	<ul style="list-style-type: none"> • Realistic possibility of connecting the Collective Centre to existing infrastructure, if available, including water supply, sewer system and solid waste disposal • Access to electricity is very important, while water and sewage solutions are relatively independent of existing infrastructure
Pull and push factors	<ul style="list-style-type: none"> • Urban settings may create an unwanted pull factor toward the Collective Centre
Livelihoods	<ul style="list-style-type: none"> • Access to local markets • Access to work • Availability of means of transportation
Access to basic social services	<ul style="list-style-type: none"> • Education and health services must be available • General assessment of basic social service capacities and assistance schemes
Cultural identity	<ul style="list-style-type: none"> • The right of Collective Centre residents to adhere to their cultural, social, and religious traditions must be granted on the Collective Centre site. • The attitudes of the State, local authorities, and the host community toward the characteristics of Collective Centre residents should be examined.
Active citizenship	<ul style="list-style-type: none"> • Access to social life and media, as well as the opportunity to exercise civil rights
Integration	<ul style="list-style-type: none"> • Potential for durable solutions for Collective Centre residents should be considered

Site selection staff

Site selection includes subjective perceptions and interpretations. In order to arrive at a balanced evaluation of the situation, a panel of qualified staff members, rather than a single individual, should make decisions. Whenever possible, communities and future residents should participate in site selection and later, in structure selection.

Selection of structures

Selection of structures

The selection of a structure refers to assessing the actual building to be used as a Collective Centre. The selection of buildings to be used as Collective Centres is often the most important decision affecting the quality of life of residents. Many Collective Centres are not designed for human habitation, while others are designed for exactly this purpose and are ideal locations for the temporary accommodation of displaced populations. However, creating adequate living conditions in Collective Centres can be difficult, as there is often little that can be changed or improved about either the Collective Centre structure or its site.

Tips



Proper Collective Centre selection may be the most decisive factor influencing the quality of life of residents.

Structural analysis

Structure analysis is more technical and objective than site selection. Almost all elements that need to be taken into consideration can be accurately assessed by a qualified technical expert.

Considerations regarding selection of structures



Topic	Comment about Site
Condition of the building	<ul style="list-style-type: none"> • Structure must be safe and must meet national and international construction standards • Structure must be able to withstand the impact of earthquakes or other threats • Sealing off must be possible (proper roofing, windows and doors) • Climatic conditions need to be addressed (natural ventilation in warmer climates; winterization in colder climates) • Proper infrastructure installation (if available) • Water and sanitation solutions within or outside the building • Electrical wiring and fuses • Cooking and heating facilities (chimneys)
Characteristics of the building	<ul style="list-style-type: none"> • Concept and design must allow proper separation/privacy of living units and communal areas, taking into consideration cultural, religious or traditional concerns regarding the appropriateness of spaces • Enclosed spaces must have proper dimensions for their intended use • Elements for decent living conditions must be in place (e.g. no units without windows)
Use of the building	<ul style="list-style-type: none"> • Active buildings (functioning schools, health facilities, etc.) <ul style="list-style-type: none"> - Impact on current use should be considered - Disruption, reduction or cancellation of use or services should be avoided - Dual use of educational facilities can cause serious protection risks for children and youths; these risks must be mitigated • Passive buildings (inactive hotels, warehouses, factories, etc.) <ul style="list-style-type: none"> - Low impact of use as a Collective Centre, but the structure is normally in poor condition
Ownership of the building	<ul style="list-style-type: none"> • Privately owned structure <ul style="list-style-type: none"> - High risk of eviction and forced secondary displacement - Settlement with owner can provide fast and effective solutions • State or social ownership <ul style="list-style-type: none"> - Very common and, in principle, an appropriate solution - Agreements with the State may take time • Collectively owned Collective Centres <ul style="list-style-type: none"> - Usually problematic - Management structure may become an obstacle - Lack of accountability

Continued on next page



Topic	Comment about Site
Size	<ul style="list-style-type: none"> • Small Collective Centres (up to 100 residents) <ul style="list-style-type: none"> - Access for humanitarian assistance may be logistically problematic in the case of multiple small collective centres - Easier set-up of internal coordination mechanisms - High social coherence and solidarity among Collective Centre residents - Lower security risks in the areas of security within the Collective Centre, Gender Based Violence (GBV), and protection • Large Collective Centres (over 100 residents) <ul style="list-style-type: none"> - Fast solution in case of emergency - Facilitates delivery of humanitarian assistance to high numbers of residents; more difficult to establish internal coordination mechanisms - Lacks or has reduced social coherence and solidarity - Higher security risks in the areas of security within the Collective Centre, GBV, and protection
Duration of use of Collective Centres	<ul style="list-style-type: none"> • Potential for increased living space and living standards should be considered in case of long-term displacement

Continued from previous page

8.5 Type of building

Type of building In addition to the criteria for selecting the site and structure of Collective Centres, the type of building also merits careful consideration. Despite great variation in the characteristics of individual Collective Centres and relevant issues, general observations and remarks taken from field experience are presented in the table below. It is worth noting that all of these types of buildings can also be both self-settled or planned Collective Centres and, depending on this additional element, the short- and long-term advantages and disadvantages can be properly assessed.

Type of building: Hospitals



	Advantage	Disadvantage
Short-term	<ul style="list-style-type: none"> • Provide immediate solutions for the injured and good services for the extremely vulnerable • Clear management structure in place • Good access, well known • Good for delivery of services • Relatively safe location 	<ul style="list-style-type: none"> • Often blocks or diminishes the quantity and quality of much needed services for populations in times of increased need • May cause discontent within the host community • Residents may easily be evicted
Long-term	<ul style="list-style-type: none"> • Relatively good physical facilities with good infrastructure • May provide privacy for residents 	<ul style="list-style-type: none"> • Often blocks or diminishes the quantity and quality of much needed services for populations • May cause discontent within the host community • Residents may easily be evicted

Type of building: Stadium

Short-term	<ul style="list-style-type: none"> • Facility prepared for a very large number of people (including sanitation) • Easy access; well known • Good for delivery of services 	<ul style="list-style-type: none"> • Often lacks roofing and cannot be sealed off • Basic shelter support – often only tents
Long-term	<ul style="list-style-type: none"> • Facility prepared for a very large number of people (including sanitation) 	<ul style="list-style-type: none"> • Improved shelter solutions are almost impossible • May cause discontent within the host community



Type of building: Hotels



	Advantage	Disadvantage
Short-term	<ul style="list-style-type: none"> • Relatively good physical facilities with good infrastructure • Prepared for short- and medium-term occupation • Provides privacy for residents • Clear management structure in place 	<ul style="list-style-type: none"> • Can be located in very central areas and therefore, residents may be evicted • Can be located in very remote areas with limited access for service delivery
Long-term	<ul style="list-style-type: none"> • Relatively good physical facilities with good infrastructure • Prepared for long-term occupation • Provides privacy for residents • Clear management structure in place 	<ul style="list-style-type: none"> • Can be located in very central areas and therefore, residents may be evicted • Collective Centre use can become an obstacle to economic recovery or development • Sometimes located in very remote areas with limited options for livelihoods

General remarks regarding building types



Type of building: Schools, child care centres



	Advantage	Disadvantage
Short-term	<ul style="list-style-type: none"> • Numerous • Close to the neighbourhood of origin of Collective Centre residents • Provides basic infrastructure • Clear management structure 	<ul style="list-style-type: none"> • Likely to interrupt children's education • Potential protection risks for children and youths in cases of coexistence of schools and Collective Centres • May cause damage to school property • May cause discontent and tension between the host community and the displaced community • Disruptive of children's routines • Residents may easily be evicted
Long-term	<ul style="list-style-type: none"> • Provides basic infrastructure • Clear management structure in place 	<ul style="list-style-type: none"> • Likely to interrupt children's education • Potential protection risks for children and youths in cases of coexistence of schools and Collective Centres • Damage to school property • May cause discontent and tension between the host community and the displaced community • Residents may easily be evicted

Type of building: Community centres, sports halls



	Advantage	Disadvantage
Short-term	<ul style="list-style-type: none"> Fairly numerous Close to the neighbourhood of origin of Collective Centre residents Prepared for the influx of many people Provides basic infrastructure Clear management structure 	<ul style="list-style-type: none"> Not prepared for long-term human occupation Shelter solution options are very limited Lack of privacy
Long-term	<ul style="list-style-type: none"> Close to the neighbourhood of origin of Collective Centre residents Prepared for the influx of many people 	<ul style="list-style-type: none"> Blocks or diminishes services for populations May cause discontent within the host community

Type of building: Town halls

Short-term	<ul style="list-style-type: none"> Relatively good physical facilities with good infrastructure Clear management structure in place State is directly involved as principal duty-bearer Easy access; well known Good for delivery of services 	<ul style="list-style-type: none"> Often blocks or diminishes the quantity and quality of much needed services May cause discontent within the host community Not a safe location in conflicts Residents may easily be evicted
Long-term	<ul style="list-style-type: none"> Relatively good physical facilities with good infrastructure 	<ul style="list-style-type: none"> Blocks or diminishes the role of local administrations Residents may easily be evicted Lack of privacy

General remarks regarding building types



Type of building: Religious buildings (temples, churches and mosques)



	Advantage	Disadvantage
Short-term	<ul style="list-style-type: none"> Fairly numerous Close to the neighbourhood of origin of Collective Centre residents Prepared for the influx of many people Clear management structure in place Often has ties to future Collective Centre residents Sometimes centrally located; well known Easy access for delivery of services 	<ul style="list-style-type: none"> Almost never has good infrastructure (i.e. water/ sanitation) Almost no options for shelter solutions May become a target during conflict Sometimes in remote locations with difficult access for services
Long-term	<ul style="list-style-type: none"> Clear management structure in place Often has ties to future Collective Centre residents 	<ul style="list-style-type: none"> Almost never has good infrastructure (i.e. water/ sanitation) Almost no options for shelter solutions Sometimes located in remote locations with limited options for livelihoods

General remarks regarding building types



Type of building: Purpose-built cyclone, hurricane, storm or flood shelters



	Advantage	Disadvantage
Short-term	<ul style="list-style-type: none">• Clearly designated buildings• Prepared for the influx of people in terms of access and overall management• Specially built to resist extreme winds, landslides, floods and storm tides• Have a public function such as a community centre or a school	<ul style="list-style-type: none">• Limited capacity• Lack of privacy
Long-term	<ul style="list-style-type: none">• Specially built to resist extreme winds, landslides, floods and storm tides	<ul style="list-style-type: none">• Not prepared for long-term occupation• Lack of privacy• May cause discontent within the host community

General remarks regarding building types



Type of building: Factories (abandoned and active), warehouses

	Advantage	Disadvantage
Short-term	<ul style="list-style-type: none"> • Availability of larger spaces 	<ul style="list-style-type: none"> • Not prepared for human occupation • Lacks shelter and water sanitation solutions • May not meet basic environmental standards • May become a target • Locations are often not well known • Difficult access for delivery of services
Long-term	<ul style="list-style-type: none"> • Availability of larger spaces 	<ul style="list-style-type: none"> • Not prepared for human occupation • Lacks shelter and water sanitation solutions • May not meet basic environmental standards

Type of building: Military barracks

Short-term	<ul style="list-style-type: none"> • Relatively good physical facilities • Clear management structure in place • Easy access; well known • Good for delivery of services 	<ul style="list-style-type: none"> • Blurs the distinction between military and civilian buildings • Military personnel may not be used to dealing with displaced populations • Restrictions on the movement of the displaced may apply • May become a target during conflict • Some humanitarian actors may refuse to provide services • High risk of forced eviction (unless the government approves usage)
Long-term	<ul style="list-style-type: none"> • Relatively good physical facilities • Clear management structure in place 	<ul style="list-style-type: none"> • Blurs the distinction between military and civilian buildings • Durable solution within barracks is unlikely

8.6

Self-settled Collective Centres

Including self-settled centres

Self-settled Collective Centres, including self-settled tents in front of Collective Centres, are sometimes inadvertently omitted from aid provision efforts, either because they are unrecognized by authorities or because service providers are unaware of their existence. Therefore, two initial interventions are needed:

- **Registration:** information about self-settled Collective Centres must be obtained, including their location, the number of residents and their assistance needs, and the general situation.
- **Formalization:** the next step is to obtain formal recognition of the Collective Centre. This may require the execution of an agreement with the building owner or with local authorities. Advocacy by the Collective Centre Coordinator with state authorities may be required for the inclusion of previously unrecognized Collective Centres in aid provision programmes. If recognition cannot be obtained and the situation in the Collective Centre cannot be improved, the transfer of Collective Centre residents to a planned, recognized Collective Centre may be the only option.

Protecting self-settled populations

Special emphasis must be paid to protection threats. Occupation arrangements within self-settled Collective Centres are often characterized by disproportionate use of living space or confiscation of available space by the strong or socially dominant. These occupation patterns exist at the expense of vulnerable individuals, including women, single-headed households, older people and handicapped people, who require particular support and attention from the Collective Centre Manager.

Tips



Self-settled Collective Centres may be problematic and need special attention regarding service provision and protection.

8.7

Ownership issues

Government-owned

The local government may offer a number of government-owned structures or facilities for conversion into Collective Centres. The main strategic issues to consider, in conjunction with the local authorities or the owner of the structure, are the following:

- Is the structure or facility appropriate for the task?
- How long will it be available?
- Who exactly owns it?
- What is the nature of access, services and utilities?
- In what condition should the structure or facility be left eventually?

Protocols and agreements

Protocols and agreements

It is important to develop protocols of understanding or three-way agreements with the local authorities and owners, to be signed in the emergency phase. The agreements should address the following issues:

- ways in which the structure would need to be modified;
- administrative authorization for modifications;
- any local or national building, safety, environmental or planning codes that must be met;
- proposed maximum occupancy;
- deadlines, if any, for the beginning and end of occupancy;
- termination procedures;
- how and in what state the structure should be returned after use;
- a clause identifying who is liable (and who is not) if the building is not returned to the agreed-upon state;
- dispute resolution;
- rights and duties of each of the parties;
- standards according to the legal status of CM/CC agencies (e.g. privileges and immunities).

**Verifying
ownership**

Ownership claims should always be verified as there is always the risk of fraud, specifically in contexts where cadasters are destroyed, incomplete or non-existent.

Adaptation of the building

**Upgrading and
adapting**

If any upgrading or adaptation of the building is required before use, take this into account when negotiating with the owner about the use of the building and site. Consider how the building will be used when it is returned to its original function, and how planned works will affect this.

Maintenance of the building

Maintenance

Good maintenance of the Collective Centre will improve the morale of the residents and support them, by providing work and income for some; it may also increase the local population's acceptance of the Collective Centre. Maintenance is the most cost-effective way to ensure that the Centre will eventually be handed back to its owners in an appropriate state.

Terms of return of the building

**Agreeing terms
of return**

The terms under which the Centre is returned to its owners should have been agreed upon before beginning initial works and operation. Before agreeing on compensation under these conditions, the impact of the Centre on all local groups should be assessed, for it is likely that circumstances will change and that there will be some unforeseen impact. The compensation package or activities should be negotiated and agreed upon by all parties.

Further reading

NRC, 2008. *The Camp Management Toolkit*; Chapter 7: Camp Set-up and Closure.
Available: http://www.nrc.no/arch/_img/9293559.pdf

9. PROTECTION



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Key messages



- ▶ National laws are a powerful tool for holding the State accountable for protection issues.
- ▶ The social environment in Collective Centres may pose particular protection threats to residents.
- ▶ Monitoring of protection issues in a Collective Centre context is particularly demanding because of the high number of Collective Centres.
- ▶ Collective Centres are associated with a number of risk factors for Gender Based Violence. Raising awareness and fostering close social networks among Collective Centre residents are especially effective preventative measures.
- ▶ Living spaces for individuals with specific needs should be located in easily accessible locations.
- ▶ Assistance for individuals with specific needs should be provided on a case-by-case basis by specialized national authorities, NGOs, or INGOs.

9.1

General protection considerations

Responsibility of the state

The State has de jure and de facto role as the main duty-bearer towards IDPs, including vulnerable Collective Centre residents.

**Responsibility
of the state**

As a result, the State's awareness of certain protection issues related to Collective Centres and its capacity to address such issues should be fostered. The Collective Centre Coordinator assumes a crucial role in promoting the State's protection responsibilities through advocacy and training.

Tips



Proper national laws are very effective means to secure protection for Collective Centre residents.

**Advocacy for
protection**

Advocacy

Advocating for specific legislative provisions, acts and specifications is a core competency of mandated protection agencies or the Protection Cluster. Collective Centre Coordinators need to be involved in the effort and they also should raise advocacy needs with mandated protection agencies or the Protection Cluster. National legal instruments and systems are powerful tools through which the rights of IDPs and Collective Centre residents may be defined and protected. Generally, national authorities have an obligation to respect national laws and international instruments. Key elements such as definitions of Collective Centres, the State's responsibilities, and state actors, as well as the specification of the rights of the displaced, are essential to securing protection for Collective Centre residents.

**Training and
dissemination**

Training

Another element of strengthening protection mechanisms for Collective Centre residents is training and dissemination. A clear understanding of the rights of the displaced and the responsibilities for protecting these rights, as well as intervention models in case of violation of these rights, are important assets. Training and information dissemination for Collective Centre residents, local and central authorities, and Collective Centre Managers should be arranged by the Collective Centre Coordinator.

9.2 Particular protection issues

Protection risks Protection risks in Collective Centres are aggravated by the fact that the displaced population is accommodated within structures that are often unsuitable or too densely populated. As a result, domestic violence, drug abuse and sexual violence may occur regularly, and some groups may dominate over others. The Collective Centre Manager is responsible for addressing these issues, reducing protection risks and creating a safe environment.

Factors increasing protection threats

There are a number of factors which increase protection threats:

- **Crowded Collective Centres:** the basic rule that the more densely populated a Collective Centre, the greater the social tensions and protection threats to vulnerable or marginalized individuals or groups within the Collective Centre is echoed by many field experiences.
- **Large Collective Centres:** in principle, the bigger the Collective Centre and the greater the number of Collective Centre residents, the weaker the role of self-regulation. Social networks break down and solidarity between Collective Centre residents decreases. In such situations, forms of exclusion or violence against vulnerable individuals become increasingly likely.
- **Lack of privacy:** especially in the initial stage in poorly prepared or self-settled Collective Centres, lack of privacy increases tensions. The perception and effect depends heavily on local cultural traditions. More intimate situations (i.e. washing and use of toilets) require respect for social norms.
- **Structural issues:** some structural features of Collective Centres, such as isolated basements, dark areas, and hallways and streets lacking illumination at night may pose an additional security threat to Collective Centre residents, particularly to women, children, the disabled and older people.

Tips



The smaller, less crowded, more suitable, and homogenous the Collective Centre, with well-assisted and informed residents, the lower the protection risks.

- Composition of the Collective Centre population: displacement can create uneasy social realities. Within a Collective Centre, minorities or groups which are discriminated against may exist. Also, the ethnic, religious and social composition of the Collective Centre population versus the host community should be considered. In addition, children face specific protection risks, such as abuse, violence and exploitation.

Field experience



In Albania, Collective Centres hosted not only Albanians from Kosovo, but also Roma communities. This created tensions within the Collective Centre.

- Absent or unequal assistance: if assistance is not provided, or not provided equally among Collective Centres or among Collective Centre residents, the potential for tensions and abuse increases dramatically. Social phenomena such as “might makes right” pose a serious threat to the internal stability of Collective Centres and are almost always practised at the expense of vulnerable individuals.
- Stress: apart from people with pre-existing psychiatric disorders, many individuals, especially in the early stages of displacement, show some signs of emotional distress, which may be worsened by crowded and inappropriate living conditions.
- Absence of state authorities or leadership: especially in the early stages of displacement and in large Collective Centres with numerous residents, authorities must be present to maintain law and order and ensure security from external risks.
- Uncertainty and lack of information: Collective Centre residents who are poorly or not at all informed about their situation, the assistance scheme, and their rights are more likely to feel that they are under pressure and may act unreasonably, posing a threat to themselves or to others.

9.3

Protection precautions

Protection precautions

In order to decrease protection risks within Collective Centres for residents, the following precautions should be taken:

- The use of smaller Collective Centres (up to 100 individuals) is preferable, as self-regulation is more likely within smaller groups and solidarity may be fostered, with residents providing assistance to each other.
- Allocating sufficient space for the Collective Centre population prevents overcrowding at the centres. Applying minimum living standards (i.e. Sphere standards) is often insufficient, especially when displacement occurs over an extended period.
- Public areas must be illuminated. Areas that cannot be illuminated or are not in use should be sealed off.
- Suitable forms of self-governance and clear structures of participation should be established as soon as possible after the arrival of Collective Centre residents, as participation seems to decrease internal protection risks. Self-governance and participation structures should take all Collective Centre residents into account, including vulnerable and marginalized people. A timely and formal link to existing authorities and state officials increases the positive impact.
- Training and awareness-raising on protection issues for Collective Centre representatives, Collective Centre residents, and authorities are valuable instruments for prevention and also for the intake of protection issues by the Collective Centre Manager or Collective Centre Coordinator.
- Setting up Collective Centres among host populations who have a generally positive attitude toward the displaced is an asset for protection work, although it may not guarantee the absence of tensions. Early, open and direct dialogue with the host community frequently reduces potential protection risks for Collective Centre residents.

Tips



Sound self-governance mechanisms among Collective Centre residents improve the protection situation in Collective Centres.

Protection precautions

- The Collective Centre Manager must make sure that all forms of assistance are provided equally among Collective Centres, as well as among Collective Centre residents.
- Timely health care access should be granted, including mental health care for people with severe mental disorders and psychological first aid for people in acute distress. Non-medical forms of counselling should be provided for individuals in distress. Psychological counselling and psychosocial support activities must be available throughout the duration of the Collective Centre.

Joint responsibility

Protection of Collective Centre residents must be a joint effort between the Collective Centre Manager and the Collective Centre Coordinator, and should include state institutions to the extent possible. Awareness among all actors of their respective responsibilities is vital to successful protection work.

9.4 Gender-based violence

Gender-based violence

Gender-based violence is an important protection risk concern that should be monitored in order to ensure that adequate response and prevention strategies and mechanisms are present. Thus, short-term Collective Centres are usually of greater concern with regard to GBV than long-term Collective Centres, since in the latter some social structures are re-established which prevent GBV to a certain extent.

Risks and prevention

Many GBV risks and corresponding preventative measures in Collective Centres are the same as general protection risks and preventative measures; however, additional approaches which may prevent GBV are discussed below.

9.5 Prevention of gender-based violence

Close social network

A strategy that may be effective in preventing some forms of GBV is the maintenance of a close social network which encompasses vulnerable or exposed individuals. The objective is for the community to provide safety and protection to these individuals rather than pose a threat to them.

Prevention strategies

Additional strategies that the Collective Centre Manager may employ with the goal of preventing GBV are as follows:

- Anonymity among Collective Centre residents and lack of social networks should be avoided. Above all, lack of family connections among residents may pose risks for some vulnerable people, especially unaccompanied individuals. Social ties should be fostered through team-building efforts and joint activities (e.g. joint cooking) for potentially targeted Collective Centre residents.
- Safe areas exclusively accessible to women and children may not only provide safety, but also offer an opportunity for intake or follow-up of incident reports by staff trained in GBV case management.
- Alcohol and drug use among Collective Centre residents should be addressed by awareness-raising and the availability of treatment programmes. Close collaboration with specialized national service providers should be established.
- GBV awareness training should be offered by the Collective Centre Manager or the Collective Centre Coordinator. The training should target Collective Centre representatives and Collective Centre residents. It should include a mapping exercise in which the residents identify the highest risks, and it should raise awareness of the potential dangers of GBV in certain areas, e.g. known hot spots. Risk reduction measures should be explained and the entity or person responsible for implementing them should be identified.

Tips



Close social networks are a critical element that may prevent gender-based violence.

Field experience



In some Collective Centres in Serbia, safe areas for women and children were created and managed by women's groups.

Prevention strategies

- Cooperation with state officials, such as the police and local authorities, is important, especially when the risk of GBV comes from outside the Collective Centre, for instance, from criminal gangs in the host community. This cooperation is also important when the risk is from within the Centre, for example, when the risk is posed by intimate partners and family members.
- The Collective Centre Coordinator should advocate for the promulgation and/or enforcement of national legislation which defines and prohibits GBV in line with international human rights standards. This legislation must be applicable to displaced population and Collective Centre residents, and strong mechanisms must be in place to enforce the law.
- Attention should be paid to the risks of sexual exploitation and abuse from staff, service providers, contractors and others connected to Collective Centres.

9.6 Protection of people with specific needs

People with specific needs

The structural design of Collective Centres is a key factor to consider when hosting people with specific needs. The fixed physical structure of the building usually offers limited possibilities and flexibility for creation of suitable living spaces, in general. The capacity to provide customized physical arrangements for people with specific needs is even more restricted. To the extent possible, these individuals should be allocated the most accessible and most suitable location within the Collective Centre. Upper floors or areas with difficult access should be avoided. More complex requests must be addressed on a case-by-case basis, as people's needs may change over time.

Responsibility of manager

The Collective Centre Manager has a particular responsibility to address the needs of these vulnerable individuals. Close coordination between the Collective Centre Manager and local health or social service agencies is necessary. When informed in a timely and proper manner, national social protection mechanisms should have some capacity to address the needs of Collective Centre residents with specific needs. Additional assistance may be offered by specialized local NGOs and international NGOs. If information sharing and advocacy does not provide results, the Collective Centre Coordinator may be asked to advocate at the appropriate level.

Further reading

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IASC, 2004 (Under revision). *Sphere. Humanitarian Charter and Minimum Standards in Disaster Response.*

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Available: http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subsidi-tf_gender-gbv

IASC, 2005. *IASC Guidelines for Gender-based Violence Interventions in Humanitarian Settings.*

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IASC, December 2006. *Women, Girls, Boys and Men: Different Needs - Equal Opportunities. IASC Gender Handbook in Humanitarian Action.*

NRC, 2008. *The Camp Management Toolkit*; Chapter 8: Protection in Camp Setting; Chapter 10: Prevention of and Response to Gender-Based Violence; Chapter 11: Protection of Persons with Specific Needs.

Available respectively: http://www.nrc.no/arch/_img/9293561.pdf; http://www.nrc.no/arch/_img/9293565.pdf and http://www.nrc.no/arch/_img/9293567.pdf

IASC, March 2010. *Handbook for the Protection of Internally Displaced Persons. Global Protection Cluster Working Group.*

Available at: <http://www.unhcr.org/refworld/docid/4790cbc02.html>

Oneresponse website:

<http://oneresponse.info/GlobalClusters/Pages/default.aspx>

10. FOOD DISTRIBUTION



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Key messages



- ▶ Food aid in Collective Centres requires more than counting and registering beneficiaries. It requires a thorough needs assessment, inter alia, to determine the relevance and type of food assistance or transfer required.
- ▶ Particular challenges in Collective Centre situations result from the risk of excluding some self-settled Collective Centres, as well as from needs in displacement changing over time.
- ▶ Food assistance is easily at risk of manipulation and/or politicization when distributed in Collective Centres.
- ▶ The issues of protection, access and freedom of movement of the populations hosted should be closely looked at when working in Collective Centres.

10.1 Food distribution

Coordinating food distribution

The primary challenge is to reach all Collective Centres and to provide proper and timely assistance. To accomplish this goal, registration and documentation efforts should be geared toward providing accurate information in a short period of time, and mechanisms should be designed to cover areas where all Collective Centres are located. Self-settled Collective Centres are a particular challenge, as they may not be registered and may therefore be excluded from assistance.

**Coordinating
food
distribution**

Non-delivery of assistance to Collective Centres, however, may trigger secondary displacement; this problem regularly affects the weakest and most vulnerable. Registration alone is insufficient. It is important to link the assistance provided with a proper needs assessment of the population hosted in a Collective Centre.

**Needs
assessment**

Needs assessment is needed to define the following:

- Vulnerability profiles/coping mechanisms of the population (partly depending on rural vs. urban setting and freedom of movement);
- Size of rations;
- Frequency of distribution (whether people can store monthly rations when hosted in a crowded gymnasium, school or farm);
- Type of food and type of transfer (food vs. cash/vouchers, or urban Collective Centre vs. rural Collective Centre);
- Needs of specific groups within the Collective Centre (pregnant/nursing, infants and young children, etc.);
- Freedom of movement and coping mechanisms of the population hosted in collective centres; it is likely that populations with limited freedom of movement and/or no right to work will be more dependent on humanitarian assistance;
- Specific guidance on food assessments⁴ is available and should be consulted by agencies setting up the distribution of food and non-food items.

**Considerations
for food
distribution**

The following issues should also be considered in distributing food at Collective Centres:

- The transparent involvement of Collective Centre residents in the food distribution mechanism is key to minimizing the risk of food diversion and manipulation;
- An open “monitoring and complaints” system can be set up within each Collective Centre, as a means to report potential misappropriation of food by distribution committees;
- It is important to monitor malnutrition and detect possible cases of acute malnutrition, so that these cases can be identified, referred to, and dealt with by an appropriate structure.

10.2 Cooking

Cooking arrangements

Cooking arrangements in Collective Centres are found either inside the building or, occasionally, outside in nearby facilities (e.g. huts). There is often a tendency to move from public cooking in the initial stages of Collective Centre use to individual cooking in longer-term Collective Centres.

Tips



Cooking in Collective Centres is a multifaceted issue and needs special attention.

Potential cooking problems

Individual cooking arrangements, however, impose a heavy burden on scarce energy resources, which can contribute to the local and distant environmental impact of the Centre. Cultural acceptability and experience in using different stoves and fuel sources should also be considered from the outset, including the hazard impact associated with some: for example, people unused to cooking with kerosene can accidentally start fires. Particular attention should be given to the following:

- Electric ovens require proper wiring and fuses;
- Certain wood-burning stoves require functioning chimneys and adequate ventilation. The storage of dry wood may itself create a fire hazard;
- Gas stoves require technically flawless connections. Gas storage containers may create risks of fire and explosion, especially if stored inside the building.

Attention to different circumstances

Due to the diversity of Collective Centres, local traditions and energy supplies, no general statement about recommended forms of cooking can be made, except that the issue demands close attention. The resident population must be included in any decision-making and solutions must comply with the Centre's safety and security assessments.

⁴ <http://www.wfp.org/content/emergency-food-security-assessment-handbook>
<http://www.wfp.org/content/unhcrwfp-joint-assessment-missions-jam-guidelines>

Further reading

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Oneresponse website:

<http://oneresponse.info/GlobalClusters/Pages/default.aspx>

11. NON-FOOD ITEM DISTRIBUTION



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Key messages



- ▶ Standards for non-food items (NFIs) are key, as residents' needs in displacement change over time.
- ▶ In Collective Centres with mixed population groups, distribution of NFIs could be a challenge. To the extent possible, all residents of Collective Centres should benefit from such assistance based on pre-determined, clear and transparent criteria to avoid possible misunderstanding/conflicts.
- ▶ An agreement needs to be made regarding NFI packages, with consideration to push and pull factors.

11.1 Distribution of non-food items

Selecting NFIs

The Collective Centre Administrator and the Collective Centre Coordinator with the Shelter Cluster generally assume the lead and prepare a list of recommended non-food items to be delivered to Collective Centre residents. The selection of NFIs should be done in consultation with the various groups within the Collective Centre, including men and women, boys and girls, the disabled and the older population. This will take specific needs into consideration while respecting the context and culture in which the residents find themselves.

Tips



NFI distributions in long-term Collective Centres may include furniture.

Developing NFI packages While developing the NFI package, certain considerations must be taken into account, as certain situations, such as protracted displacement, location, food distribution and return, all impact the type of NFIs required.

Considerations regarding NFI packages

Situation	Consideration
Protracted displacement	For long-term displacement scenarios the situation changes, as the need for semi-permanent living conditions arises. Thus, the distribution of beds, chairs, tables, cupboards, etc. is needed, though only once.
Season	Additional blankets may be required in winter.
Food distribution	The type of food distributed should also be considered in developing the NFI package. For example, if flour for bread-making is distributed, ovens should be made available; ready-to-eat meals do not require such equipment.
Location	Rural and urban settings may require specific NFIs. The distribution of NFIs may also be done somewhat differently: for example, tokens may be given to pick up the NFI package at department stores.
Return	As people begin to return home, where the displaced will settle and how items for that settlement will be distributed and stored should be taken into consideration.

Standards for NFIs It is important to ensure that implementors adhere to agreed NFI standards. Standardized kits and quality assure an equal level of response to all displaced. This will help avoid inequality between the camps and centres, as well as push and pull factors which could lead to secondary displacement.

Tracking NFI distributions Finally, it is important to have a system for tracking NFI distribution where the internal social climate is tense and characterized by internal struggles or grievances, as staff doing the distribution may be in danger of being accused of favouring one group of residents over another.

11.2 Transition to welfare schemes

Transition to welfare schemes In long-term displacement scenarios, many countries with Collective Centres move away from direct provision of food or NFI over time. Instead, efforts are made to include Collective Centre residents in state run welfare schemes. If lack of such a system exists, agencies should be encouraged to develop more comprehensive assistance programs addressing longer term welfare needs. The Collective Centre Manager must pay close attention to any potential assistance gaps and may need to provide training to Collective Centre residents on preparatory requirements such as registration or application procedures.

Further reading

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Key messages



- ▶ Shelter standards should define living space, including facilities such as kitchen and bathroom space per family, if available, as well as technical specifications.
- ▶ Providing appropriate shelter is a challenge due to the limited flexibility for improvements to pre-existing Collective Centre structures.
- ▶ The maintenance of Collective Centres, particularly communal spaces, would always be a challenge and requires the participation of the residents.
- ▶ Clear criteria on the allocation of Collective Centre rooms should be defined with the involvement and agreement of the residents where applicable.
- ▶ National and international minimum shelter standards may differ.

12.1

Shelter: five-step assessment and intervention process

Adequate shelter solutions

Creating adequate shelter solutions within existing Collective Centre structures is generally the most challenging aspect of achieving minimum standards for life in dignity within Collective Centres.

Assessment and intervention process Despite the varied characteristics of Collective Centres around the world, shelter interventions, in principle, follow a five-step assessment and intervention logic:

Stability

Collective Centres must meet structural safety standards. Collective Centre buildings must not only meet requirements for stability in ordinary situations, but also in emergencies such as earthquakes, hurricanes, or other extreme conditions.

The repair and improvement of structural deficits are usually very costly and time-consuming. In such cases, the question is whether repair is a reasonable option, or if the relocation of Collective Centre residents to other Collective Centres or some other alternative solution would provide living space that is more structurally sound than the one the residents left behind.

“Sealing off” and insulation system

If the Collective Centre structure is found to be stable, the second priority is normally “sealing off”, which includes protecting individuals from the natural elements. Above all, a waterproof roof and good windows are critical as they allow the Collective Centre to withstand all climate conditions. In colder areas arrangements for the proper winterization of Collective Centres are critical, while in warmer areas natural ventilation is essential. In both cases, there should be adequate insulation with respect to available local materials and regional practice. Façade treatment is also important to prevent the erosion or deterioration of the building.

Adaptation, repair and rehabilitation

At the same time that efforts to seal off a Collective Centre are undertaken, basic or more elaborate adaptation or repair works may also be started. As residents adapt to different types or ways of heating their space, special attention should be paid to the safety of the collective centre from possible fire hazards. Many of the Collective Centres could be multi-storey buildings and could not be adapted to the needs of the residents. Special attention should be given to the construction of ramps.

Ongoing care and maintenance

Assessment and intervention process

Regular maintenance and repair works are imperative to prevent a reduction in the safety, health or quality of life of the residents, as well as the degradation of the building fabric, including structural damage. Collective Centre maintenance and repair is a primary responsibility of the Collective Centre Manager. Collective Centre residents may, however, assume a critical role in performing these tasks. Collective Centre internal coordination mechanisms and small incentives may encourage Collective Centre residents to take better care of the building they live in.

Security and safety during repair

The security and safety of the structural repair should be considered first priority and the centre should not be used while it is being repaired, as this will put the lives of the inhabitants at risk (lives have been lost where this requirement has not been properly observed).

12.2

Shelter standards

Shelter standards

A crucial aspect of shelter interventions are standards for the amount of living space per person and other physical characteristics. Currently, no comprehensive internationally agreed standards exist specifically for Collective Centres. Collective Centre standards vary significantly according to cultural norms, the duration of use of the Collective Centres, and national standards.

Minimum standards

International minimum standards, such as those set out by Sphere and in the *UNHCR Handbook for Emergencies*, are generally only adhered to during immediate crisis situations. Over time, standards go up as Collective Centre residents attempt to create more or less normal living conditions. The complexity of the issue of changing standards often leads to unclear or inconclusive standards or intentional disregard for standards by some actors.

Field experience



In Georgia, agencies repairing Collective Centres faced the issue of different standards for square metres of living space per person.

Sphere: 3.5–4.5 m²

UNHCR: 4.5 –5.5 m²

State: 8–10 m²

Setting and meeting standards

The Collective Centre Administrators and Collective Centre Coordinators have primary responsibility for setting appropriate standards, and it is the responsibility of the Collective Centre Manager to ensure that those standards are implemented throughout the use of the Collective Centre. Close attention must be paid to the dynamics of shelter needs over extended periods of displacement, as well as to the impact of incoherent or inconsistently applied standards on Collective Centre Managers and, ultimately, on Collective Centre residents.

Effects of growth

Natural population growth over time may need to be taken into consideration, especially if the Collective Centre building may ultimately be used by residents as a durable solution to displacement. The use of tight minimum standards is not recommended; rather, some room should be left for family expansion.

Care and maintenance

The standards agreed upon should also take into consideration care and maintenance. Standards should not only address the question of living space per person or family, but also give guidance on a number of other issues, such as privacy, dignity, safety, social practices and the provision and maintenance of shared resources, including water and sanitation facilities, cooking, food distribution, etc. The residents of Collective Centres should be involved in deciding on these issues.

Applying standards

Decisions about how to apply standards in particular cases are complex, but must be agreed on and adhered to by stakeholders when carrying out Collective Centre repairs.

Structural specifications to be defined for repairs of long-term Collective Centres



Structural element	Type of specification
Roof	<ul style="list-style-type: none"> • Gabled roof or flat roof with proper drainage • Coating material • Minimum guaranteed duration of solution
Walls	<ul style="list-style-type: none"> • Material used for supporting and non-supporting walls • Thickness of non-supporting walls • Plastering – yes or no • Painting – yes or no
Floor	<ul style="list-style-type: none"> • Material to be used for different rooms
Windows	<ul style="list-style-type: none"> • Minimum dimension (single- or double-glazed) • Material used • Type of window
Doors	<ul style="list-style-type: none"> • Material to be used • Lockable – yes or no • Minimum dimensions (e.g. for people with specific needs)
Water and sewage	<ul style="list-style-type: none"> • Water consumption per day • Location of and type of water source (identification of water well, where applicable) • Water storage capacity • Water supply inside and outside the Collective Centre • Material to be used • Sinks per unit • Dimensions of septic tank or other solution (where applicable) • Distance between septic tank and Collective Centre and/or water source
Electrical system	<ul style="list-style-type: none"> • Kilowatt hours used per individual • Electrical meters and fuses per unit • Bulbs and sockets per room
Heating	<ul style="list-style-type: none"> • Type of heater (wood, gas, electricity, solar panels) • Storage location of heating material and quantity per unit • Chimney solution
Bathroom	<ul style="list-style-type: none"> • Bathrooms and toilets per family/unit/person • Distance to bathrooms • Form of water heating (and dimensions of boiler) • Quantity and quality of facilities (wash basin, shower, toilet) per family/unit/person • Tiling of walls – yes or no

Continued on next page

Structural specifications to be defined for repairs of long-term Collective Centres



Structural element	Type of specification
Safety	<ul style="list-style-type: none"> • Fire extinguishers per unit • Emergency exits and escape routes • Fire detection mechanisms and alarms installed • Fire doors
Sleeping rooms (where applicable)	<ul style="list-style-type: none"> • Dimensions • Type of partition

Continued from previous page

Importance of maintenance and repair The lack of regular maintenance or repairs regularly leads to further erosion of living conditions and continually increasing damage to the facility, and even structural damage. Regular maintenance and repair works are therefore imperative.

Responsibility for maintenance and repair Collective Centre maintenance and repair is a primary responsibility of the Collective Centre Manager. Collective Centre residents may, however, assume a critical role in performing these tasks. Collective Centre internal coordination mechanisms and small incentives may encourage Collective Centre residents to take better care of the building in which they live. Particularly in long-term Collective Centres, self-help groups of Collective Centre residents should be formed in order to maintain the Collective Centre.

Field experience



In Armenia, Collective Centre residents were equipped with tools and received training to perform small repairs in Collective Centres.

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IASC Emergency Shelter Cluster, 2009. *Selecting NFIs for Shelter*.

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13. WATER, SANITATION AND HYGIENE



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Key messages



- ▶ Water, sanitation and hygiene infrastructure and facilities in Collective Centres are normally extremely inadequate. Solutions are often complex and expensive but necessary.
- ▶ Standards for both the quantity and quality of water, sanitation and hygiene facilities, as well as cultural traditions and maintenance schemes, must be addressed.
- ▶ The involvement of representatives of different user groups is critical to ensure safe, adequate and appropriate access to water, sanitation and hygiene.

Water supply

Water, sanitation and hygiene conditions in and around Collective Centres differ greatly. In urban areas, water for a Collective Centre may come from the public water supply, to which the Collective Centre may be connected. If the Collective Centre is already connected but still lacks running water due, for instance, to broken connections, these connections may be repaired. If the water shortage is due to problems with the city water supply, solutions must be found. Whenever possible, they should include support to the water authorities to address the city's water problems (this will potentially help minimize discontent among the authorities and within host communities towards Collective Centre residents and service providers).

Water supply

In many cases, however, a Collective Centre's water supply is secured through an independent water system such as bore/hand dug wells operated either by hand or motorized pumps. Whatever the water source, a Collective Centre must have a water storage facility to cope with water shortages. Furthermore appropriate household water collection and storage containers must be distributed to Centre residents as part of the NFI package.

Tips 

The creation of a Water-Sanitation-Hygiene committee within a Collective Centre is recommended.

Indoor plumbing

In many countries with Collective Centres, running water within the Collective Centre and within individual living spaces (i.e. indoor plumbing) is the norm. Especially in long-term Collective Centres, this national norm may need to be followed, even if it is far above basic humanitarian standards.

Testing potable water

Potable water should be tested regularly to ensure that it meets national health standards. National health structures and the Collective Centre Manager must make sure that these tests are performed, and that any indicated remediation measures are implemented.

Water usage

As for water supply, generally speaking, the Sphere indicator of 15 litres per person per day is too low. Water usage among Collective Centre residents substantially exceeds this amount, partly because many Collective Centres have piped water supply and toilets that use water for flushing. Due to the diversity of cultural habits, national standards, and actual availability of water, no standardized and widely applicable norm can be stated.

- Adequate and safe sanitation** Sanitation solutions must respect cultural norms and relevant hygiene standards, despite the structural limitations of the Collective Centre. Furthermore, from a protection perspective, the importance of sex-specific facilities proportional to the ratio of females to males cannot be underestimated. Many Collective Centres are not built for human occupancy and often do not include any suitable form of sanitary installations. Retrofitting Collective Centres with sanitary solutions, besides being expensive, is very difficult and requires a high level of technical expertise on the part of the designer and implementer. Outdoor facilities may be a more feasible option that would still be acceptable to Collective Centre residents. In such cases, safe access to outdoor facilities must be provided for all users, especially children, women, and individuals with specific needs.
- “One family, one bathroom”** In long-term Collective Centres, families or households are usually the appropriate unit for one sanitary cell (toilet and shower). While in many cases, the rule of “one family, one bathroom” will be unachievable due to structural limitations, experience shows that, where feasible, this is the option to strive for. This approach ensures that the facilities are well maintained – a more challenging task in units used by multiple families or households. High-use facilities require a maintenance and cleaning scheme to be followed by Collective Centre residents, though such a scheme often does not work in practice.
- Sewage system** With respect to sewage, if connecting the Collective Centre to an existing sewage system is not possible, outdoor septic tanks at a safe distance from any water wells may be built. However, these septic tanks require a maintenance scheme since they must be emptied on a regular basis. This maintenance requires coordination with national health and sanitation units, as Collective Centre residents cannot normally perform this work.

Further reading

NRC, 2008. *The Camp Management Toolkit*; Chapter 14: Water, Sanitation and Hygiene.

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<http://oneresponse.info/GlobalClusters/Pages/default.aspx>

14. ACCESS TO HEALTH



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Key messages



- ▶ Health services are provided in accordance with the response strategy developed by the Health Cluster, in consultation with national and local health authorities, whenever possible.
- ▶ Minimum standards in health services are defined, taking into account national health guidelines and policies and key international humanitarian and technical references.
- ▶ Particular issues relevant to the Collective Centre situation are found in environmental health, sexual and reproductive health, communicable diseases control and psychosocial support.

14.1 Provision of health services

Strategy for health services

Developing a strategy and planning for access to health services is a priority action of the health sector. The strategy is the result of the analysis of health problems and risks, resources and services, and context. The strategy aims at reducing avoidable mortality, morbidity and disability and restoring the delivery of and equitable access to preventive and basic curative health care as quickly as possible and in as sustainable a manner as possible.

Strategy for health services

The delivery of basic health services to IDPs in general, and to the ones hosted in Collective Centres in particular, should not have a negative impact on the delivery of services to the host community. The increased demand for health services generated by higher population numbers necessitates close cooperation and advocacy with national and local stakeholders. It also entails comprehensive planning, which may include setting up temporary health facilities in areas under served before and/ or after the crisis.

Tips



Be aware of the last updated health strategy and specific plans for access to health care; inform the residents of the Collective Centre accordingly.

Standards for health

Ensuring standards is also a priority. Sphere's *Humanitarian Charter and Minimum Standards in Disaster Response* is a key reference, but it is not the only one. Specialized references also exist; a list is provided in the Health Cluster, IASC guide⁵. Last, but not least, reference is also made to national standards, especially in situations where they are over the minimum recommended by international policies.

14.2 Particular issues

Environmental and health threats

Risks in overcrowded environments

The Collective Centre Manager should take steps to prevent and mitigate the main risks related to an overcrowded environment, in particular communicable diseases, by ensuring access to adequate water and sanitation facilities and hygiene promotion, vector control programmes and adequate safe waste disposal.

Appropriate communication equipment and procedures must be in place to allow for the proper functioning of an early warning system for epidemic-prone diseases.

Vaccinations

A measles vaccination campaign should be implemented, if low coverage is detected among Collective Centre residents aged 1 to 15 years old. Other vaccinations may be needed according to local threats (e.g. acute meningitis and yellow fever) and the specific immunization coverage among Collective Centre populations.

⁵ http://www.who.int/hac/global_health_cluster/guide/en/index.html

**Assessment by
specialists**

Public health environmental specialists should be commissioned to systematically assess all potential threats to human health which may be present in Collective Centres, such as certain kinds of mold, hazardous construction materials such as asbestos, and medical/biological waste. Collective Centre managers should be in a position to immediately address these threats once detected.

Sexual and reproductive health

**Sexual and
reproductive
health**

Addressing the sexual and reproductive needs of people living in collective settings is a humanitarian imperative and a public health priority. It is essential to prevent unwanted pregnancies, unsafe abortions, maternal and child deaths, and the transmission of sexually transmitted infections, including HIV/AIDS.

Sexual and reproductive health (SRH) needs tend to be largely overlooked as part of the health response in general, and in emergency settings in particular. It is essential that residents of Collective Centres have access to at least the priority SRH services (HIV prevention, maternal and newborn health, and prevention of and response to sexual violence) outlined in the Minimum Initial Services Package (MISP), as well as access to family planning. Family planning saves lives and is the most effective way to prevent unsafe abortions, which are a major cause of maternal death and disability. It is therefore critical to ensure that contraceptives are available at all times to people living in the Centres, regardless of their marital status. Male and female condoms should be placed in appropriate areas, such as washing spaces and toilet facilities. Similarly, the Collective Centre Manager is responsible for ensuring information on and access to short- and long-term family planning methods to help couples and individuals space child births and prevent unwanted pregnancies.

Pregnancy

An estimated 4 per cent of any displaced population will be pregnant at any given time. Fifteen per cent of these pregnancies will have life-threatening obstetric complications requiring emergency obstetric care. The Collective Centre Manager is responsible for working with health services to ensure that all pregnant women and girls have access to information to help guide their pregnancies, and appropriate referral mechanisms are in place to ensure safe deliveries and the management of obstetric complications.

Safety of women and girls

Other sexual and reproductive health needs, such as sanitary napkins and safe places for women and girls to change and wash themselves, are essential to ensure the dignity and the reproductive well-being and safety of women and girls, and are critical to allowing them to participate in community and development processes.

Management of communicable diseases

Management of communicable diseases

Communicable diseases, especially those transmitted by insects and mite pests (scabies, louse etc.), are frequently seen in Collective Centres. The Collective Centre Manager should be aware of these threats and take preventative steps by:

- Ensuring access to adequate washing facilities, including those for clothes and linens;
- Promoting hygiene; and
- Implementing adequate vector control programmes.

Public health services

Other communicable diseases can also spread very quickly. It is therefore important to coordinate with public health services and ensure that Collective Centre residents have received vaccines according to the national immunization policy.

Mental health and psychosocial support

Security, safety and services

The well-being of all people should be protected through the (re)establishment of security and safety and access to services that address their basic needs.

Psychiatric support

People with pre-existing psychiatric disorders should receive adequate follow-up medical care and support. This includes follow-up psychotropic support, provided in combination with non-medical forms of support, like creative or vocational workshops and counselling. Education in mental health should be provided for the entire population, in order to avoid stigma towards the affected individuals.

Psychosocial vulnerabilities

Many displaced people have endured stressful experiences during the crisis and/or their flight, and may face new, sometimes extremely poor, living conditions in Collective Centres. Either of these factors or their combined effect may create psychosocial vulnerabilities. They may affect the family as a whole, as well as each of its individual members. It is therefore important to create a sense of normalcy and ensure that individuals have access to key community and family support mechanisms.

- Activities** Upon arrival, psychological first aid should be provided to Collective Centre residents. In the second stage, special community mobilization, recreational, socializing and vocational activities should be organized for the entire population; children should be allowed to play as well. These activities that target Collective Centre residents should, at a later stage, jointly target the Collective Centre and host populations.
- Support groups and counselling** Moreover, support groups and individual and group counselling should be made available throughout the duration of the Collective Centre.
- Male-sensitive services** While support is generally given to and accepted by children and women, the distress brought about by the loss or devaluation of traditional roles in adult males cannot be underestimated, and may contribute to family violence if not addressed. Men are often reluctant to admit vulnerabilities and emotional problems. They should therefore be targeted with male-sensitive services, including support groups, discussion groups, and mixed vocational-counselling activities.
- Long-term provision of services** The length of time during which the displaced individuals and families stay in a Collective Centre is likely to affect their psychological well-being. As with any form of institutional accommodation, unless sufficient privacy and independence can be assured, a prolonged period of stay is likely to result in stress, possibly leading to depression, social unrest, or other individual or communal psychosocial problems. Despite the well-documented need for psychosocial support, the actual services provided to residents are usually low. The Collective Centre Manager is responsible for ensuring that services are provided. Psychosocial assistance is necessary in short-term as well as long-term Collective Centres; the problems may be different at these centres, but they require appropriate responses.

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15. EDUCATION



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Key messages



- ▶ Education is a basic human right and can be life-saving and life-sustaining in crisis contexts.
- ▶ Using education facilities as Collective Centres should be avoided. However, if unavoidable, steps must be taken to mitigate negative impacts.

Upholding educational rights

Access to safe and quality education for all people affected by displacement is a basic human right and an essential protection measure. The Collective Centre manager should work with the local education authority and relevant education sector groups/clusters to ensure that the educational rights of Collective Centre residents and host communities are met. Where schools or other learning facilities are being used as Collective Centres, precautions should be taken to mitigate the disruption caused for learners and the education system in the short and long term.

Field experience



In the Philippines, the accommodation of the displaced population in schools has led to a dispute about the right to education versus the right to shelter.

15.1

Collective Centres in education facilities

School buildings

Ideally, school buildings should not be used as Collective Centres. Prior identification of alternative locations to be used as shelters should be undertaken in order to ensure that schools are only used as a last resort. Where using schools as shelters is unavoidable, the Collective Centre Manager can work with the local education authorities to minimize the negative impact of using schools or other learning facilities as shelters, by utilizing the following good practice strategies:

- Avoid the dual use of a building for education and shelter. Where a school is being used as a Collective Centre, an alternative site for the school must be quickly identified. The reduction or cancellation of education as a result of displacement is not acceptable and must be avoided.
- If coexistence cannot be avoided, there must be a clear separation between the rooms being used for education and those being used for shelter as well as for water/sanitation facilities.
- The coexistence of education and shelter can result in new and serious protection risks for children and youths. Identifying and managing these risks is important, for example, by ensuring that unknown adults are not in contact with school children.
- At no time should a forcible eviction take place⁶.
- School property must be protected so that it is not damaged during the use of the building as a Collective Centre. Moving libraries, files, laboratory materials, desks and chairs into a place designated for storage will avoid potential destruction.

▶▶ *For more information on Collective Centre closure, please see chapter 17.*

Field experience



In Sri Lanka, IDPs sheltering in schools used desks for firewood. Precious equipment was destroyed and it took years to replace them. This had a long-term negative impact on the provision of education.

⁶ See *Evictions*, page 118.

Avoiding local tensions

The use of education facilities as Collective Centres can cause tensions and discontent between the host and displaced communities. The following actions can be taken to avoid this:

- If an educational building is used as a Collective Centre, there should be guarantees that an alternative space for the school will be found, and that the school building will be in a reasonable state when it is returned to its intended use. Wherever possible, an opportunity to improve the building or surrounding area should be taken, for example, by extending and improving sanitary provision, reinforcing structures or improving playgrounds.
- Finding a way to compensate the educational community with tangible benefits will help to mitigate bad feelings and potential conflict.
- Deadlines for returning the educational establishment to its original function must be established at the outset and fulfilled as far as possible. Efforts should be made to prevent entire families from living indefinitely in the school long after the crisis occurred.
- Where possible, the education community should be involved in the administration of a school occupied as a Collective Centre. Education actors can work with the Collective Centre Manager to provide activities to improve the quality of life of Centre residents. These kinds of activities can be psychosocially beneficial for both host and displaced communities.

Field experience



In Cuba, groups of children and youths from an affected school served as cultural and recreational volunteers, leading activities with Centre residents and getting involved in recovery efforts.

15.2 Relevant good practice for the provision of education

Provision of education

In an emergency, the continued provision of education is critical: it is an essential human right and plays a key role in the provision of physical, cognitive and psychosocial protection. Care should be taken to ensure that the arrival of the displaced population in general, and Collective Centre residents in particular, does not disrupt the provision of education to the host community. Ideally, Collective Centre residents and affected learners in the host community should be integrated into surrounding schools. Where this is not possible, temporary learning spaces should be established while longer-term solutions are found. In addition to the guidance presented above on mitigating the use and negative impacts of using education facilities as Collective Centres, Collective Centre Managers should work with local education authorities and relevant education sector groups/clusters to address the following issues:

General remarks regarding education



Education domain	Key considerations
Analysis	<ul style="list-style-type: none">• An assessment of the number of out-of-school children and youths in host and displaced communities should be undertaken with the involvement of key stakeholders from both communities. Data must be sex- and age-disaggregated.• Analyse the education provisions available – are there opportunities for Centre residents to attend local schools? Is it necessary to establish a learning space near or in the Collective Centre? Will children and youths from the host community also be attending the temporary learning space?
Community participation	<ul style="list-style-type: none">• Displaced and host communities should be involved in the identification of out-of-school learners and potential alternative sites for educational activities.• Analyse the community-based learning and education efforts that are already underway – how can these efforts be built upon?• Consider the resources to support participation and learning within the community, such as teachers, social workers or other trusted adults – how can they be engaged to facilitate learning and recreational activities for children and youths?

Continued on next page

General remarks regarding education



Education domain	Key considerations
Access and learning environment	<ul style="list-style-type: none"> • Where Centre residents and learners from the host community are able to attend local schools, work to ensure that access routes are safe and accessible, especially for vulnerable groups such as girls and disabled learners, and that documentation requirements (identity papers, school reports) and school fees are not barriers to enrolment. • Where learning spaces are established, the location should be safe and protective. Adequate quantities of safe water and sanitation facilities are essential for personal hygiene and protection, and the provision of other services such as school-based health and nutrition services should be considered. • The physical and emotional needs of learners can be addressed through efforts to ensure that the learning environment is free from sources of harm to learners, and that teachers and other education personnel are provided with the skills they need to create a supportive learning environment, including regular routines and interaction with peers and caring adults.
Teaching and learning	<ul style="list-style-type: none"> • Education can serve as an opportunity to convey key life-saving information relevant to protection, well-being and safety needs, such as hygiene or landmine awareness messages. • Where learning spaces are established, using the curriculum and materials of the displaced population, in the language of the learners and teachers, is usually preferable, especially in the early years of learning. • Consider working with local schools to provide accelerated learning programmes or catch-up classes if substantial time has been lost.
Teachers and other education personnel	<ul style="list-style-type: none"> • Try to identify trained teachers amongst the displaced population. Other responsible adults might also be able to take on some teaching responsibilities. Collectively develop a Code of Conduct. • Supporting the psychosocial needs of teachers is important; for example, make time and space for teachers to talk to each other and provide peer support. • Ensure that compensation for teachers in temporary learning spaces is equitable and sustainable and in line with local market rates.
Education policy and coordination	<ul style="list-style-type: none"> • Where necessary, work with local education authorities to transition learners from temporary spaces to local schools; this includes efforts to ensure that policies promote access to flexible learning opportunities. • Work with education authorities to ensure that learners will receive certification/recognition for the work completed while displaced.

Continued from previous page

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16. LIVELIHOOD SUPPORT



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Key messages



- ▶ Livelihood support is especially important for long-term displacement.
- ▶ Interventions should take the location, educational level and gender of the beneficiaries, as well as the displacement context, into consideration.
- ▶ Conceptual clarity on the approach used is necessary.

16.1

General considerations for livelihoods

Supporting livelihoods

Livelihood support for Collective Centre residents applies for the most part to long-term displacement scenarios. Consideration of possible ways for residents to become self-reliant and less dependent on external assistance usually increases as humanitarian aid following a disaster declines. However, a number of important preconditions for successful livelihood programmes are often met long before humanitarian assistance is discontinued.

Considerations for livelihood programming

Some factors critical to livelihood programmes for Collective Centre residents are the following:

- The location of the Collective Centre: As a rule, the location of the Collective Centre within its immediate and wider area has a major impact on livelihood options. Collective Centres in urban or rural settings may provide different opportunities.

**Considerations
for livelihood
programming**

- The pre-displacement context: Collective Centre residents generally prefer to resume their previous way of making a living after displacement. The urban or rural background of residents prior to displacement strongly influences the economic activity they engage in while displaced. Targeted vocational training may enable self-sustainability and livelihood development.
- Collective Centres in rural areas are likely to be near the residents' place of origin, and displaced families may still be able to access their land, physical assets and markets (provided that there are no security issues). Although living in a Collective Centre, they may be able to continue making a living as they did prior to displacement.
- Education: Raising the educational level of Collective Centre residents may open up new economic opportunities for them. Access to education or vocational training is therefore a very important support to livelihood activities.
- Gender: It is frequently observed that the role of girls and women changes when living in displacement. Women often contribute more to the survival of the family than prior to displacement. Bound by their strong commitment to maintain the family, women regularly are more resourceful than men in searching for economic opportunities. Providing vocational training, strengthening existing sources of income, or supporting new livelihood concepts focused on women and girls consistently show very positive results. Given these outcomes, livelihood assistance not only increases the income of Collective Centre residents, but also actively contributes to a positive change in the role of girls and women. However, it is important to ensure that in this process, men are not disempowered. Appropriate gender analyses should be undertaken to ensure that greater empowerment of women and girls does not generate higher levels of domestic violence or GBV.

Tips



Successful livelihood initiatives depend on numerous external factors. Many of them can only be considered, not changed.

16.2 Approaches for livelihoods

Objectives and mechanisms of programmes

Livelihood programmes should have clear objectives and a well-defined mechanism for targeting individuals. Conceptual clarity and a sound assessment of the assets and capacities of Collective Centre residents are key elements of successful Collective Centre livelihood support.

Forms of livelihood support for Collective Centre residents

Type of Intervention	Objective	Requirements	Comments
Food security or self-reliance	<ul style="list-style-type: none"> Ease the burden on residents in securing proper food supply (not cash income) 	<ul style="list-style-type: none"> Basic agricultural skills 	<ul style="list-style-type: none"> Rural Collective Centres with opportunities for small farming Open to vulnerable individuals with few marketable skills
Vocational training	<ul style="list-style-type: none"> Provide new sustainable livelihoods 	<ul style="list-style-type: none"> Motivation Awareness 	<ul style="list-style-type: none"> Aimed at community requirements based on the needs of the local labour market
Income generation	<ul style="list-style-type: none"> Start, maintain, or expand profitable businesses that provide cash income for families 	<ul style="list-style-type: none"> Technical skills Market knowledge Basic accounting Entrepreneurial spirit 	<ul style="list-style-type: none"> Primarily in urban and semi-urban settings Aimed at qualified and proactive individuals Not useful for extremely vulnerable individuals
Job placement/job creation	<ul style="list-style-type: none"> Secure a job within an existing business 	<ul style="list-style-type: none"> Technical skills Motivation 	<ul style="list-style-type: none"> Primarily in urban and semi-urban settings Aimed at more qualified and proactive individuals May focus on youths Less useful for extremely vulnerable individuals

Joint livelihood programmes Collective Centres are often located in relatively poor areas, with host communities who are themselves in need of expanded economic opportunities. Joint livelihood programmes, which include members of the host community as well as Collective Centre residents, help balance assistance between both populations and ease potential tensions.

Further reading

NRC, 2008. *The Camp Management Toolkit*; Chapter 18 : Livelihoods.

Available: http://www.nrc.no/arch/_img/9293581.pdf

17. COLLECTIVE CENTRE CLOSURE



Key messages



- ▶ Durable solutions for residents of a Collective Centre must be considered from the time the Collective Centre is set up.
- ▶ Durable solutions to displacement upon closure of Collective Centres include the creation of new settlements, compensation schemes for the purchase of housing, privatization of the Collective Centre building and social housing for vulnerable Collective Centre residents.
- ▶ Evictions are a legal possibility, but they do not necessarily worsen the life of Collective Centre residents.

Planning for closure

It is extremely important that the closure of a Collective Centre is considered from the time of the Collective Centre set-up throughout its lifecycle⁷. The way in which a Collective Centre is closed will have a significant impact on the future of its former residents. In some cases, closure may result from the end of an emergency situation, which allows Collective Centre residents to return to their homes and benefit from early recovery efforts. In other situations, Collective Centre closure may come about due to the eviction of residents, or durable solutions such as the local integration of residents into the host community.

▶▶ *For more information on Collective Centre set-up, please see chapter 8.*

⁷ *Collective Centre set-up*, page 51.

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Livelihoods

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Closure

**Coordinated
closure**

The Collective Centre Coordinator and the Collective Centre Manager are responsible for guaranteeing that the rights of residents are respected when a Collective Centre is closed or vacated. In addition, close coordination with other agencies and/or cluster coordination mechanisms are needed to secure harmonized advocacy messages, especially when Collective Centres provide services to the host community (e.g. schools and hospitals), the actions of stakeholders must be synchronized to prevent contradictory messages to the authorities in charge of these institutions.

**Closure
committees**

The creation of camp closure committees, consisting of State officials, the Collective Centre Coordinator, the Collective Centre Manager, Collective Centre services providers, host community representatives and, above all, Collective Centre residents, is recommended. Committees ensure smooth information flow in both directions (to and from Collective Centre residents). The Committee should ensure coordination among all clusters/sectors in order to guarantee harmonized Collective Centre closure activities.

17.1

Evictions

**Reasons for
evictions**

Collective Centres may be closed and residents may be evicted for a number of reasons, including:

- inappropriate site (e.g. due to contamination);
- security risks (e.g. the Collective Centre is threatened by conflict);
- unsafe building conditions (e.g. the Collective Centre structure is not stable);
- lack of recognition by the local authorities (e.g. self-settled Collective Centres); or
- return of the building to its former use (e.g. as schools or police stations), resulting in eviction.

Ensuring adequate future conditions

The right of States to close Collective Centres must be recognized, but the requirement that the situation of Collective Centre residents must not be worsened (in observance of the “do no harm” principle) must be respected. The new living conditions for the Collective Centre’s former residents must either be equivalent to or higher than the standards that had prevailed in the closed-down Collective Centre. In order to secure this basic requirement, close monitoring by Collective Centre Managers and Collective Centre Coordinators is necessary. Collective Centre Managers and Collective Centre Coordinators should also provide advocacy for and technical support to the body responsible for carrying out the closure of the Collective Centre.

Tips



Evictions and closure of Collective Centres are legal, but the minimum rights of the residents must be respected.

Resident participation

Above all, Collective Centre residents must be informed about the situation at the time the decision to vacate the Collective Centre is made. They must not be deprived of their right to actively participate in the decision-making and implementation process. Forced evictions and the fear of “being left alone on the street” often engender resistance to any flexibility.

Tips



Where evictions are forced, a Humanitarian Country Team agreement is required on how to support the displaced population without implication.

Minimum standards for closure

Active advocacy on behalf of affected residents, information provision and guarantees regarding the rights of residents, and awareness-raising among both authorities and residents are all helpful in ensuring minimum standards for Collective Centre closure.

17.2 Moving towards durable solutions

Moving towards durable solutions

The identification of an appropriate durable solution is a process that requires the full participation of all actors and the Collective Centre residents in primis. With regard to durable solutions for Collective Centre residents, as for all displaced, the three primary options for any form of displacement apply: sustainable return, sustainable resettlement/relocation, or sustainable local integration. In the process of achieving durable solutions, the status of the Collective Centre building and its use as a Collective Centre may be terminated. When this status ends, one of three situations generally occurs: the building may be vacated by its residents; it may continue to be used by its residents; or its use may be left undecided. Each of these three options has different implications for former Collective Centre residents, as explained below.

Vacating collective centres

Vacating the Collective Centre

The Collective Centre is vacated by its residents. In such cases the building will either be gradually or rapidly emptied and former residents will move to new, permanent homes or receive compensation. After it has been vacated, the building often needs to be renovated if it is to be used again. Responsibility and the budget for post-collective centre rehabilitation are key issues for the owners and the managing body, and these should be clarified from the outset.

Field experience



In Azerbaijan, entire new villages for IDPs from Collective Centres and Camps were built and long term-residence permits were issued.

Options after vacating

Generally speaking, two options are applied when Collective Centres are vacated:

New accommodation

New homes are constructed or existing homes are adapted for Collective Centre residents as their permanent residences. The State normally provides these new homes to the displaced community free of charge or on favourable terms.

Compensation

Collective Centre residents receive a form of financial compensation for the loss of their homes, either through cash or voucher schemes. They use this compensation to buy a home of their choice at market prices.

Building remains in use

Privatization

This solution means that residents will continue to live in the Collective Centre. However, the legal status of the building is changed so that it becomes a block of privately owned or collectively owned flats. This change is referred to as privatization.

Field experience



In Georgia, ownership of long term Collective Centres was granted to residents, paired with a rehabilitation programme.

Ownership

When a Collective Centre building is privatized, Collective Centre residents become owners of the entire Collective Centre, or their “flat”, or they are offered favourable long-term rent agreements within the building. The Collective Centre loses its status as such and becomes a regular block of flats.

Undecided use / social housing

Undecided use

An alternative that results in either a vacated or used Collective Centre is referred to as “undecided use”, and primarily refers to social housing models. In this case, vulnerable former residents of Collective Centres are accepted into a state-run housing scheme for vulnerable people.

Field experience



In Serbia, vulnerable Collective Centre residents were allocated space in municipality-run social housing facilities.

Social housing Accommodation may be provided in a building other than the former Collective Centre, or the former Collective Centre may be converted into social housing in which vulnerable former Collective Centre residents become renters, supported by national social welfare assistance.

Closure models



Use of building	Outcome for residents	Advantages	Implications
Vacate building	New accommodation	<ul style="list-style-type: none"> • Generally improved physical living conditions 	<ul style="list-style-type: none"> • Disruption of social networks created during displacement • Basic social services for new residents must be secured (access to health and educational services) • Livelihood prospects must be considered • Costly because infrastructure (road, water, sewage and electrical network) must be built
	Compensation	<ul style="list-style-type: none"> • Numerous options in terms of type and location of new residence • Requires no overall concept 	<ul style="list-style-type: none"> • Local market prices increase, diminishing the availability of suitable living space for Collective Centre residents • Perceived inequities among Collective Centre residents (based on compensation per capita or per square meter of living space, or greater or lesser compensation amounts based on differing market values of Collective Centre buildings)
Building remains in use	Privatization	<ul style="list-style-type: none"> • Social network remains active • Social services are addressed • Cost-effective solution 	<ul style="list-style-type: none"> • Ownership of Collective Centre is critical; unclear ownership delays the process • Complex and lengthy legal processes • States are hesitant to transfer ownership
Undecided use	Social housing	<ul style="list-style-type: none"> • Provides suitable solution for vulnerable individuals 	<ul style="list-style-type: none"> • Eligibility based on vulnerability instead of status (only vulnerable people qualify for assistance, non-displaced people or Collective Centre residents) • Requires state welfare system • Relatively costly solution requiring continued state support

**Comprehensive
and
multisectoral
solutions**

The Collective Centre Coordinator assumes an important role in advocating for comprehensive and multisectoral solutions which address all elements of living in dignity, including proper housing and infrastructure, access to basic social services, livelihood prospects, reinstatement of rights and the possibility of participating in civic life. Support for durable solutions, such as aid packages for returnees, should take into account the level of care required and received.

Tips



Durable solutions are always multisectoral solutions.

**Durable
solutions**

There may be a tendency to address housing needs only, as they are often the most tangible issue; however, all the elements mentioned above require a satisfactory resolution in order to provide Collective Centre residents with a durable solution.

Further reading

NRC, 2008. *The Camp Management Toolkit*; Chapter 7: Camp Set-up and Closure.
Available: http://www.nrc.no/arch/_img/9293559.pdf



Camp Coordination and Camp Management Cluster