**Coordination of Service Provision in Camps and Camp-like Settings**

**MODULE 8**

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**Introduction**

This module explores coordination of services in camps. The main focus of this module is the camp managers’ responsibility of coordination of in camp environments of different services with camp stakeholders. This is dependent on capacities and expectations of the CM team and recognising in first instance the relevance of national mandates and response systems (where available).

This module also includes an optional section to introduce Sphere Standards and the link with the coordination and monitoring tasks of camp managers to ensure equal access to human rights.

**Learning objectives**

* Review who the camp stakeholders are and analyse their expectations of the CM team on coordination and relevance of partnerships.
* Define coordination of services at camp level and its relevance linked to access to rights and standards.
* Identify the coordination tasks of CM teams to address existing gaps and emerging needs in camp response.
* Illustrate how evidence-based decision-making can improve coordination.
* Explore different mechanisms and tools to support the coordination role of a CM.
* Explain how good and bad behavioural practices in coordination have an impact on the camp response.

**Background information**

***Coordination in camps and camp-like settings***

Coordination is a process of sharing information and planning together in pursuit of mutual and agreed upon goals.[[1]](#footnote-1) For a Camp Management Agency, the aim of coordination is to ensure efficiency and accountability in the provision of assistance and protection to the camp population. Standards of living in the camp must be maintained, as well as full and equal access to basic human rights for the camp population.

“Effective coordination can be challenging to achieve on the ground. This is especially true in situations of conflict and disaster, where there is, by definition, chaos and confusion and where different agendas between stakeholders may undermine cooperation.”[[2]](#footnote-2)

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

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

**Key message**

Coordination in camps is the **core responsibility for a CM agency**. Through coordination, services are provided adequately through needs and gaps being identified, duplication being avoided, participation enhanced, humanitarian standards applied and human rights are protected.

***Necessary factors for effective coordination***

The necessary factors for successful coordination can be grouped into three dimensions:

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**Mandates**

Mandated agencies must lead service providers in a camp response to work towards clearly defined and agreed upon outcomes. Service providers should demonstrate commitment to these outcomes, by reinforcing the importance of effective coordination by prioritizing coordinated activity that supports service delivery to the population in the camp. All camp actors must buy into the joint outcomes being pursued.

**Systems**

Appropriate and documented governance and accountability frameworks need to be in place, with a written agreement – such as a memorandum of understanding (MoU) – outlining the roles, responsibilities and contributions of each actor. Sufficient and appropriate resources need to be available to deliver the required tasks. Effective indicators to measure the progress and success of the activity from an established baseline must be agreed, with a clear procedure for remedial action being taken when necessary.

**Interpersonal Communication Skills**

Camp managers need the right skills and competencies to work collaboratively. Over time, stakeholders can become disengaged or develop negative manners. Therefore staff should be encouraged to adopt interpersonal skills that contribute to collaboration with a shared working culture, language and values built on mutual respect between organisations.

The outcome of coordination based on policy, perspectives, objectives and principles will be limited unless all stakeholders have a proactive and inclusive attitude towards each other and the coordination process. Listening skills, cultural sensitivity, trust and ability to establish consensus are important, as is commitment to coordinate and to be coordinated.

Relevant skills for coordination include:

* Leadership
* Decision-making
* Communication skills
* Questioning
* Influencing
* Active listening

For more information, please see Module 5. Interpersonal Communication Skills.

**Key message**

Successful coordination is dependent on **mandates, systems and behaviours**, including: inclusive and transparent attitudes, good leadership, clear communication and ability to reach agreements.

***CCCM stakeholders and service providers***

Effective coordination requires working with service providing partners from multiple sectors for both operational and strategic coordination.

Building effective working relationships with service providers entails a clear and shared understanding of mutual roles, responsibilities and expectations. It is important that these are outlined and agreed as early as possible when establishing the working relationships, providing the foundation and the parameters of the partnerships and mutual accountability.

The CM agency needs to identify all stakeholders in relation to the camp and understand their roles and expectations.

**Camp population:** Community representatives, including groups with specific needs, need to participate throughout the assessment, planning, implementation, monitoring and evaluation of camp activities. Building upon their capacities and involving community representatives in data collection, information sharing and dissemination for the camp population will strengthen management in the camp. Creating gender-inclusive camp committees that are representative of the differentiated needs within the community, coupled with feedback and complaint mechanisms, have traditionally improved camp management.

**National authorities:** Local authorities (municipalities) usually fulfil a supervisory role at minimum, and also ensure security to camp populations. Based on the State’s capacity, national and local authorities may also manage camp activities and provide services and assistance in the camp.

**Camp coordinator or cluster lead agency:** Coordination between camps either by national authorities or with assistance from an IASC-lead agency like IOM and/or UNHCR is essential to ensure that assessing, planning, responding, monitoring and evaluating the needs of the displaced population in camps is equitable between different sites and regions. This role helps in setting standards and linking different agencies working in camp and camp-like settings in the field with national policies.

**Service providers:** In camps and camp-like settings, there is usually a variety of agencies providing assistance to the camp population including government departments and ministries, Red Cross and Red Crescent Societies, international and local NGOs, volunteers from civil society, faith-based organizations, etc. The Camp Management Agency needs to ensure that everyone knows “who does what” so there are no overlaps and gaps are addressed. The Camp Management Agency should also have on hand referral pathways and know GBV partners working in the camp or surrounding area. Strategic planning, written agreements, constructive relationships, regular updates through formal and informal meetings, WhatsApp groups, task forces for relevant issues, etc. will improve communication and help to build trustworthy relationships.

**Host community:** The relationship with the host community will naturally vary from site to site. As a result, camp management agencies/leads and focal points need to regularly engage with representatives of host communities through sharing basic information, regular meetings, jointly participating in forums organized by the municipality, involvement in events, etc. in order to appreciate and listen to their concerns. In any given context, camps and camp-like settings have positive and negative impacts on host communities socially, economically, environmentally and culturally. Some examples are:

|  |  |  |
| --- | --- | --- |
|  | Positive | Negative |
| Social/Cultural | * Possibilities for introduction to new food items, positive cultural exchange and community support. * Coexistence with people from different cultures and/or different religious practices. | * Development of tensions between communities due to: traumatic histories, retribution, resentment, religious as well as gender differences, which can create social discomfort (especially for women and girls). * Social and cultural tensions in sharing community services. |
| Economic | * Possibilities for new business. * New market areas. * More customers. * Charging higher prices for specific services (e.g. transportation, food, etc.). * Benefiting from services and funds for community development. * Opportunities for employment at humanitarian agencies. | * Sharing scarce resources in poor areas (e.g. water, firewood) and understanding gender disadvantage and vulnerabilities as a result of scarcity. * Sharing/crowding services (e.g. health, education). |
| Environmental | * Increased service provision in waste management for host community because of reallocation of funds to areas hosting IDPs/refugees. | * Waste management. * Deforestation. * Intensive land use. |
| Legal |  | Housing, land and property tensions and vulnerabilities.  Private owner exploitation.  IDPs squatting on private property etc. |

**Principles of Partnership**

In order to build effective working relationships with partners with clear and shared understanding of mutual roles, responsibilities and expectations, it is important to establish functional partnerships for mutual accountability. To this end, the Global Humanitarian Platform (GHP) was set up in 2006 by the leaders of 40 humanitarian organisations including NGOs, UN agencies, the International Organization for Migration (IOM), the World Bank, and the Red Cross and Red Crescent Movement.

In 2007, the GHP adopted the Principles of Partnership (PoP) to reinforce equal working relationships with humanitarian actors, including national NGOs. The [Principles of Partnership](https://icvanetwork.org/system/files/versions/Principles%20of%20Parnership%20English.pdf) were an attempt to acknowledge some gaps within the humanitarian reform process, which included neglecting the role of local and national humanitarian response capacity.

The PoP are the following[[3]](#footnote-3):

* **“Equality**: Equality requires mutual respect between members of the partnership irrespective of size and power. The participants must respect each other's mandates, obligations and independence and recognize each other's constraints and commitments. Mutual respect must not preclude organizations from engaging in constructive dissent.
* **Transparency**: Transparency is achieved through dialogue (on equal footing), with an emphasis on early consultations and early sharing of information. Communications and transparency, including financial transparency, increase the level of trust among organizations.
* **Result-oriented approach**: Effective humanitarian action must be reality-based and action-oriented. This requires result-oriented coordination, based on effective capabilities and concrete operational capacities.
* **Responsibility**: Humanitarian organizations have an ethical obligation to each other to accomplish their tasks responsibly, with integrity and in a relevant and appropriate way. They must make sure they commit to activities only when they have the means, competencies, skills, and capacity to deliver on their commitments. Decisive and robust prevention of abuses committed by humanitarians must also be a constant effort.
* **Complementarity**: The diversity of the humanitarian community is an asset if we build on our comparative advantages and complement each other’s contributions. Local capacity is one of the main assets to enhance and on which to build. Whenever possible, humanitarian organizations should strive to make it an integral part in emergency response. Language and cultural barriers must be overcome.”

The PoP are applicable to UN agencies, intergovernmental organizations, the Red Cross/Red Crescent Movement and international NGOs (INGOs) and should serve as a reminder of the ongoing need to ensure that partnership arrangements with all humanitarian actors are rooted in equality. “The PoP provide a framework for all actors in the humanitarian space – including Governments, academia, the private sector and affected populations – in order to engage on a more equal, constructive and transparent setting.”[[4]](#footnote-4)

**Key message**

Effective coordination and **successful partnerships** depend upon attitudes, skills, good leadership, clear and transparent communication. This translates on the ground into the ability to **establish consensus and build trust**. The involvement of all relevant stakeholders, in particular representatives of the affected population, including groups with specific needs, is key to effective coordination.

***Standards: Equal access to human rights***

Camps and camp-like settings exist for the provision of assistance and protection to displaced communities and it is the core responsibility of the CMA to coordinate this assistance. Camp management is based on a foundation of international laws and standards. Technical standards are essential to support the human rights of IDPs and refugees, specifically their social, cultural and economic rights.



Standards are the expression of rights in relation to food, shelter, water and other services. They provide a common language for the design and implementation of service providers’ programs, and they establish common goals that can be monitored (through indicators) and used to measure progress.

**Monitoring standards**

Monitoring and coordination aim to uphold standards and hold agencies accountable for provision of services and assistance.

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

Monitoring of all sectors operating within the camp should take place continuously across all phases of the camp life cycle.

* **Planning and set-up**: Standards that are critical in the set-up phase are related to site selection, design and consolidation. The physical layout of the camp has an impact on establishing dignity. It is essential to have coordinated work plans that consider each technical sector in the design or replanning of the settlement to ensure appropriate living conditions.
* **Care and maintenance**: Standards in this phase of the camp life cycle relate to monitoring the daily running of the camp, as well as the repair and upgrade of facilities/infrastructure and camp reorganization and/or expansion as required. The CMA ensures that agencies providing assistance and services continue to deliver programs in line with the agreed technical indicators in order to uphold the rights of displaced communities.
* **Closure**: Camp closure is driven by context and must consider the camp’s population, infrastructure and environment. Closure plans of service providers must consider the continuity of assistance and access to services of residual populations remaining in the camp after closure. It is the CMAs responsibility to ensure that cross sectoral plans and needs of the population are considered during the closure phase. In particular, standards aimed at informing and engaging all community groups as some groups that are marginalized or with special needs may require additional services. It is important to engage with many stakeholders, including local authorities, donors and service providers at the earliest stage possible (set-up/settlement design) regarding the closure process as the CMA will need to observe and monitor that core and sectoral standards are upheld.

The Camp Management Agency need to ensure that agreed upon standards are respected by all service providers. Monitoring of services provided by other agencies should not detract service providers from their own responsibilities to monitor how people can access their projects and the progress and efficiency of their services. By carrying out monitoring across sectors, the Camp Management Agency is able to get an overview of the standards in the camp, a holistic understanding of daily life and awareness of the provision of assistance and protection. This is especially important as camp services and assistance programmes do not operate in isolation.

**Sphere Standards** (<http://www.sphereproject.org>)

The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response, is one of the most widely known and internationally recognized sets of common principles and universal minimum standards in life-saving areas of humanitarian response.

Sphere’s philosophy is founded on two core beliefs: “first, that those affected by disaster or conflict have a right to life with dignity and, therefore, a right to assistance; and second, that all possible steps should be taken to alleviate human suffering arising out of disaster or conflict.

Striving to support these two core beliefs, the Sphere Project framed a Humanitarian Charter and identified a set of minimum standards in key life-saving sectors which are now reflected in the Handbook’s four technical chapters: water supply, sanitation and hygiene promotion; food security and nutrition; shelter, settlement and non-food items; and health action. The Core Standards are process standards and apply to all technical chapters.”[[5]](#footnote-5)

The minimum standards are evidence-based and represent sector-wide consensus on best practice in humanitarian response.

Each of the four technical sectors includes:

* **Minimum standards**: These are “qualitative in nature and specify the minimum levels to be attained in humanitarian response”[[6]](#footnote-6) regarding to each sector (e.g. Water supply, sanitation and hygiene promotion: Standard 1. WASH needs of the affected population are met and users are involved in the design, management and maintenance of the facilities where appropriate).
* **Key actions**: These are suggested activities and inputs to help meet the standards (e.g. Identify key risks of public health importance in consultation with the affected population)
* **Key indicators**: These are “‘signals’ that show whether a standard has been attained. They provide a way of measuring and communicating the processes and results of key actions”[[7]](#footnote-7); they relate to the minimum standard, not to the key action (e.g. All groups within the population have safe and equitable access to WASH resources and facilities, use the facilities provided and take action to reduce the public health risk)
* **Guidance notes**: These include specific points to consider when applying the minimum standards, key actions and key indicators in different situations. “They provide guidance on tackling practical difficulties, benchmarks or advice on priority and cross-cutting themes. They may also include critical issues relating to the standards, actions or indicators, and describe dilemmas, controversies or gaps in current knowledge.”[[8]](#footnote-8)

Distinguishing the difference between standards and indicators can be remembered by recalling that standards are expressing the rights of people whereas the indicators are context-specific and are used in conjunction with guidance notes. Indicators are ways of measuring whether or not the standards have been achieved.

Introduction videos to Sphere:

* + In English, published by Sphere on 17 June 2011: <http://www.youtube.com/watch?v=zpXxVg-Cv8A> (8:50)
  + In Spanish, published by Sphere on 30 June 2011: [https://www.youtube.com/watch?v=Y7HryPUuCVA](https://www.youtube.com/watch?v=Y7HryPUuCVA%20) (12:41)
  + In French, published by Sphere on 28 June 2011: <http://www.youtube.com/watch?v=7S28v47YBfA> (12:40)

The 2011 version of the Sphere Handbook was revised and republished in 2018. In addition to the four technical chapters there are companion standards that set sector-wide criteria and cross-referenced links to Sphere that provide complementary guidance beyond the scope of the original Handbook. While several of the sectors currently represented in Sphere link to CCCM, such as shelter and settlement, the Global CCCM Cluster is developing camp management standards to provide a resource specific to camp managers and their needs.

**Key message**

**Standards** are universal statements to qualify essential actions to uphold dignity and support the human rights of IDPs and refugees or any disaster affected population. In this regard, international standards are foundational alongside the key actions and indicators which show whether a standard has been attained.

***Coordination tools***

The methods through which coordination takes place are context-specific. Coordination should mean that all stakeholders know where, when, how and for whom services will be provided. Some examples of coordination forums are meetings, emails, phone calls, teleconferences, WhatsApp groups, website platforms, working groups, camp level representatives’ meetings, camp committees, task forces, MoUs etc.

For example, 3 or 4Ws track how the camp population receives assistance by listing all of the organisations that are present in each geographic location and what services or goods they are providing.

The CM Toolkit proposes a 5 factor analysis tool to assess how the coordination systems in place are working.[[9]](#footnote-9) These 5 criteria can be used as a checklist for improving existing systems and tools:

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

For further information about coordination tools, please watch the following video, “How does a Camp Manager coordinate?”, published by Escuela Internacional de Formation on 1 December 2016: <https://www.youtube.com/watch?v=7xlp6vmo_L0> (7:28)

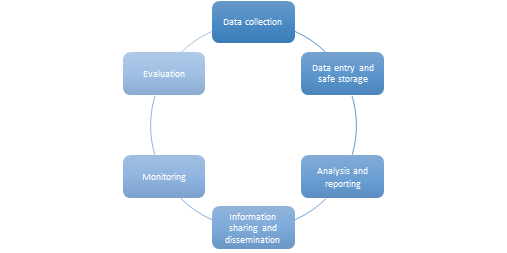
**Key message**

The CM agency needs to use common and agreed country-specific **coordination systems and tools** within camps, including well-planned meetings, contact lists, 4W matrices, camp committees, minutes tracking forms, etc.

***Coordination and the Information Management Cycle***

Effective coordination needs reliable, relevant and up-to-date information. Effectively analysing secondary and primary information enables the CMA to provide cross-sectoral findings to implement improved representation and deliver services related to the camp population’s needs.

In the Data and Information Management module you will see the phases of the process of Coordination and Information management.



* **Data collection**: Data collection is more effective when assessments are conducted jointly or when information can be shared among responding humanitarian partners. Data that is formatted to ease sharing among partners allows all parties to access information that is necessary to coordinate services.
* **Data entry and safe storage**: Individuals benefiting from assistance must be protected by agencies adhering to good data protection practices. Informed consent of the individual concerned must be obtained and only shared when it is in the best interest of that individual, for example, to refer him/her to needed services.
* **Analysis and reporting**: Analysis that includes data triangulated from multiple sources can give a more comprehensive view of the situational reality. Interpretation of information should involve coordinating partners and lead to informed decision-making.
* **Information sharing and dissemination**: Information should be shared to provide coordinating humanitarian partners with information on the extent to which service provision is meeting the needs of the camp and host populations. Gaps in services and overlap are identified through information management, and measures to address these needs and gaps are coordinated among stakeholders. Information dissemination at a camp or national level may take place through coordination systems such as camp governance meetings or community outreach. Information may also be disseminated beyond the context via international coordination systems.
* **Monitoring**: Coordination is necessary among partners to agree upon the indicators that will be tracked through monitoring. Results from monitoring exercises should be shared among partners to agree upon the extent to which agreed objectives were met.
* **Evaluation**: Determine lessons learned and best practices to replicate as well as to better understand and correct missteps in evaluations. Resulting actions from these appraisals should be shared among active partners in the context to contributed to overall learning and improved performance.

**Key messages**

Effective information sharing is key to **avoiding duplication of activities, filling gaps in provision and ensuring consistent monitoring and reporting**. The Camp Management Agency needs a monitoring system linked to reporting that highlights and addresses identified gaps for an informed overall response.

Effective coordination is underpinned by **reliable, relevant and up-to-date information**. The camp management agency must analyse this information cross-sectorally for effective information management to have meaningful follow up by service agencies.

***Coordination tasks of a Camp Manager***

The main coordination responsibilities of the camp management team are the following:

* “Acting as **focal point** for all activities and issues taking place in the camp.
* **Collecting data and managing information** on needs of the camp population.
* Mapping all stakeholders (**Who/What/Where**) and facilitating a clear and agreed division of tasks.
* Maintaining open communication and coordination channels with the **national authorities** (Camp Administration at camp level).
* Promoting and working in accordance with the **Principles of Partnership.**
* Ensuring **strategic planning, implementation and monitoring** of protection and assistance, throughout the camp life cycle.
* Ensuring that **gaps and duplications** in the delivery of assistance and services are **identified and responded to.**
* Ensuring mobilisation and participation of the **camp population and host community** through implementation of a camp governance system including elections, camp population representation and camp committees.
* Ensuring that the **Age, Gender, Diversity Mainstreaming (AGDM) approach** is integrated in all activities in the camp.
* Setting up and ensuring a centralised **complaint and feedback mechanism** that promotes accountability.
* Ensuring **standards are respected** and camp infrastructure maintained.
* Ensuring **good relations with host populations** and their inclusion in work and activities in the camp.
* Committing to an open dialogue with the **CCCM Cluster/ Sector Lead** in relation to support needs and implementation of its decisions at camp level.
* Ensuring all actions undertaken with and for the camp population reflect the **search for durable solutions**.”[[10]](#footnote-10)

*CM Toolkit, Chapter 4 (page 61)*

**Key message**

Camp response must be built on **national administrative structures** where these are operational and humanitarian actors support by building capacity when needed.

**References and tools**

* ALNAP. 2011. ALNAP Meeting Paper, 26th Annual Meeting, 16–17 November 2010. The role of national governments in international humanitarian response. <https://reliefweb.int/report/world/alnap-meeting-paper-role-national-governments-international-humanitarian-response>
* Camp Management Toolkit. 2015. Chapter 4. Coordination. Page 60. <http://cmtoolkit.org/media/transfer/doc/chapter_4.pdf>
* Global Humanitarian Platform. 2007. Principles of Partnership: A Statement of Commitment. <https://www.icvanetwork.org/system/files/versions/Principles%20of%20Parnership%20English.pdf>
* The Sphere Project. n.d. What is Sphere? <http://www.spherehandbook.org/en/what-is-sphere&display=print/>
* UNHCR. 2015. UNHCR Emergency Handbook: Coordination skills, methods and good practices. <https://emergency.unhcr.org/entry/91945/coordination-skills-methods-and-good-practices#2,1519051418377>
* Global CCCM Cluster website <http://www.cccmcluster.org/>
* ICVA (International Council of Voluntary Agencies) website <https://www.icvanetwork.org>

**Tools**

* Camp Management Toolkit (2015).
* CCCM Case Studies, Vol. 1 and Vol 2.
* For templates for key coordination documents, please see the CCCM Cluster website at <http://www.globalcccmcluster.org/cccm-tools-and-references>

**Operational follow-up (indicators)**

* A standardised monitoring framework is developed and used (yes/no)
* Camp workplans/action plans are developed with the service providers and updated regularly (yes/no)
* MoU (or copies of agreements) stating roles and responsibilities in place between all partners for service delivery (yes/no)
* Reporting pathways are well known by all staff and service providers (yes/no)
* Contact list of service providers is maintained, updated and regularly shared (yes/no)
* Contact list of camp representatives is maintained, updated and shared (yes/no)
* 3W or 4W (Who does What, Where, When) matrix is maintained, updated and shared (yes/no)
* Committees or governance structures are in place from the affected population (yes/no). All service providers are aware of who they are and their contacts
* Meetings’ schedule is published and shared with coordinating partners/service providers (yes/no)
* Meeting agendas are consulted with the affected population, shared and coordinated and shared before meetings to partners (yes/no)
* Meeting minutes tracking forms are shared with meeting attendees and coordinating partners (yes/no)
* Feedback and complaints mechanisms are in place, with responses regularly reviewed, confirmed, and responded to (yes/no)

1. Camp Management Toolkit. 2015. Chapter 4. Coordination. Page 60. <http://cmtoolkit.org/media/transfer/doc/chapter_4.pdf> [↑](#footnote-ref-1)
2. Ibid. [↑](#footnote-ref-2)
3. Global Humanitarian Platform. 2007. Principles of Partnership: A Statement of Commitment. <https://www.icvanetwork.org/system/files/versions/Principles%20of%20Parnership%20English.pdf> [↑](#footnote-ref-3)
4. Ibid. [↑](#footnote-ref-4)
5. The Sphere Project. n.d. What is Sphere? <http://www.spherehandbook.org/en/what-is-sphere&display=print/> [↑](#footnote-ref-5)
6. Ibid. [↑](#footnote-ref-6)
7. Ibid. [↑](#footnote-ref-7)
8. Ibid. [↑](#footnote-ref-8)
9. Camp Management Toolkit. 2015. Chapter 4. Coordination. Page 67. [↑](#footnote-ref-9)
10. Camp Management Toolkit. 2015. Chapter 4. Coordination. Page 61. [↑](#footnote-ref-10)