

# CCCM Case Studies vol.1

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# CCCM Case Studies vol.1



CAMP COORDINATION  
AND CAMP MANAGEMENT

# CCCM Case Studies vol.1

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## Front Cover:

A scene at an evacuation center for typhoon victims in Manila. Residents of some parts of Manila and nearby areas were forced to evacuate following widespread flooding and devastation brought by Typhoons Ketsana and Parma. October 2009 / R. Leyesa / IOM

## Back Cover:

Displaced persons, Koch Goma IDP camp, Gulu District, Northern Uganda. 2006 / H.Coussidis / UNHCR

# Foreword

This publication is the first edition of Case Studies by the Camp Coordination and Camp Management (CCCM) Cluster. These studies aim to provide field practitioners with a collection of CCCM experiences and lessons for future reference. The Case Studies focus on several CCCM aspects and portray a range of field practices applied by various actors in different regions of the world. The honest appraisal of the successes and challenges of each case study is intended to serve to improve assistance to displaced populations by CCCM actors. We hope that readers from all sectors find these CCCM Case Studies relevant due to the cross-cutting issues presented.

These CCCM Case Studies were developed by the two lead agencies of the CCCM Cluster. The International Organization for Migration (IOM) and the United Nations High Commissioner for Refugees (UNHCR) co-lead the Global CCCM Cluster for natural disaster and conflict-induced displacement situations respectively. The CCCM Cluster strives to improve the living conditions of the displaced in communal settings and ensures equitable access to protection and services. In addition, the CCCM Cluster advocates for durable solutions and ensures the organized closure and phase-out of camps upon the displaced population's return, resettlement or local integration. The Global CCCM Cluster collected these Case Studies to be used as a tool to assist field operations in achieving their missions.

We kindly thank all those who contributed to the creation of these Case Studies. We would like to thank ECHO for its contribution, which has made the creation of these Case Studies possible. A special thank you goes to all the Cluster Coordinators who provided valuable input without which we would not have been able to create this tool for sharing information with colleagues in the field and beyond.

On behalf of our agencies, and in collaboration with our partners to the CCCM Cluster, we encourage the study and widespread use of these lessons, so that evidence-based programming can be implemented to better support some of the world's most vulnerable people.

Kimberly Roberson  
Global CCCM Cluster Coordinator (Conflict)  
United Nations High Commissioner for Refugees  
(UNHCR)

Nuno Nunes  
Global CCCM Cluster Coordinator (Natural Disasters)  
International Organization for Migration  
(IOM)

# Acknowledgements

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The Editorial team would like to express gratitude to the following individuals who wrote, provided photos and reviewed the 12 case studies:

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# Introduction

## Context

Camp coordination and camp management was defined as a new sector under the Humanitarian Reform process in 2005. Since the CCCM Cluster's creation, it has been activated in a number of humanitarian crises. The cluster has invested significant efforts in emergency responses and has begun working closely with national authorities in disaster and conflict-prone countries to build their capacity to respond to the needs of the displaced. Presently the CCCM Cluster missions are active in 19 countries worldwide.

## Purpose

The CCCM sector has learned from its experiences in both conflicts and natural disasters, and has been continuously reviewing its projects, programs and responses. This is the first edition of CCCM Case Studies presenting 12 summaries of CCCM activities from 11 different countries.

The purpose of this publication is to provide lessons as a knowledge base to support humanitarian operations (in both emergency and protracted contexts). Programs introduced in these case studies were implemented by CCCM Cluster agencies, as well as

national authorities, in response to large-scale displacement caused by different types of humanitarian crises: these include earthquakes (Haiti), floods (Namibia, Thailand, Pakistan), typhoons (the Philippines), conflicts (Burundi, Kenya, Myanmar, Pakistan, Uganda, Yemen), and complex emergencies (Colombia). In light of these diverse contexts, each case study portrays experiences, successful practices, challenges and lessons.

**Both successes and challenges in this publication are context-specific and should not be reproduced without adaptation.** However, looking at what has been done in the past can inform choices for future CCCM projects.

## Case Study Selection

Twelve case studies were chosen in order to highlight key issues faced by the CCCM sector. Case studies were then selected based on availability and reliability of information.

The articles were developed using initial literature reviews, but were primarily written from interviews with camp managers, coordinators and field staff involved in the operations. All case studies were finally reviewed by staff who had been involved in each project.

## Recurring Issues

Below, some reoccurring themes are highlighted and referenced in a keyword matrix on page ix.

### Working with the host government

The CCCM Cluster is working to strengthen coordination and the response capacity of national authorities. These case studies highlight CCCM capacity building programs in a variety of countries. Case Study 2 (Colombia) and Case Study 10 (Thailand) illustrate how capacities of national, municipal, and local authorities can be holistically strengthened through collaboration and training initiatives. Case Study 6 (Namibia) shares the experience of adapting CCCM training materials to create a capacity building program for national disaster management authorities. Case Study 9 (the Philippines) highlights how to collaborate with national authorities that have comprehensive experience in responding to recurring disasters. Case Study 4 (Kenya) acknowledges the different roles the cluster can play (for example a technical advisory role) with national and local authorities.

### Working with civil society

Civil society is a key component for the sustainability of CCCM projects. It is



*The CCCM Cluster does not advocate for the creation of camps, but recognizes that when they are established, specific management and coordination support is required.*

## What is CCCM?

The common aim of the CCCM sector is to improve living conditions of displaced persons in humanitarian crises. The sector facilitates assistance and strengthens protection of the displaced and works with beneficiaries to attain durable solutions. Camp management is cross-cutting in nature and applies to all types of communal settings, namely planned camps, collective centers, self-settled camps, reception or transit centers, and entails building relations with the host community.

The role of the CCCM Cluster is to ensure effective management and coordination of the humanitarian response in locations of displacement according to recognized standards; to identify gaps in services; increase accountability; to facilitate information sharing; and ultimately advocate for an adequate and timely intervention by relevant actors. Effective representation and meaningful participation of the beneficiaries as well as host communities is central to the planning, implementation and the ultimate handover of CCCM responsibilities.

essential to build on the existing structures and empower local actors. Case Study 12 (Yemen) examines the benefit of working with civil society and community-based organizations, especially in attaining a full understanding of the local context. Case Study 4 (Kenya) illustrates the need to strengthen the capacity of non-governmental organizations.

### Local adaptation

The CCCM Cluster has conducted a number of capacity building programs, and learned that programs should be as flexible as possible in developing implementation plans. Case Study 6 (Namibia) and Case Study 10 (Thailand) highlight the value of adapting global CCCM tools to local contexts. In Namibia, training packages were created which support training

for national authorities as well as disaster-prone communities, taking into consideration the country's specific hazard profile.

### Role of "community"

Community participation is one of the key goals of Camp Management activities. In Case Study 1 (Burundi), the refugee operation organized camp committees to identify gaps in services, provided recommendations, and advocated for durable solutions. Case Study 2 (Colombia) illustrates how the CCCM Cluster promoted inclusive temporary shelter coordination by training existing community leaders to become shelter managers.

### Displacement outside camps / Host communities

The majority of the displaced reside

outside of camps and creative tools are being utilized to reach those in non-camp environments. Case Study 12 (Yemen) describes how community centers and mobile outreach programs were established in cooperation with national authorities, local actors and other clusters and partners to address the needs of dispersed IDPs. Camp Mangers and CCCM Coordinators also need to engage with host communities. Case Study 1 (Burundi) illustrates some measures which were taken to bridge the displaced and host populations through joint meetings which aimed to balance the differing standards of living.

### Data management

Capturing displacement data and disseminating key information creates a better understanding of the



*The CCCM Cluster collaborates with national authorities in the Philippines, which have comprehensive experience in responding to recurring disasters. 2012 / Billy Jamisolamin / IOM*



## Camp Management and the role of a Camp Management Agency

The CCCM Cluster recognizes that when camps are established, specific management and coordination support is required. A camp management agency should be present from the onset of an emergency, allowing them to play an important role in selecting the location of the camp(s), and in the first phase of camp design and set up. However, in reality a camp management agency often becomes operational at a somewhat later stage, after the camp is already established. The activities of a camp management agency are therefore dependent on a number of local variables as well as their agency mandate, program resources and the capacities and needs of other stakeholders.

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

movements, vulnerabilities, and needs of disaster-affected populations. Case Study 8 (Pakistan-2) describes how the humanitarian response can be informed through a Temporary Settlement and Support Unit (TSSU) assessment, which maps displacement conditions. Case Study 9 (the Philippines) highlights the expansion of the Displacement Tracking Matrix (DTM), in collaboration with national authorities, to improve the capacity to respond in recurring natural disasters. Case Study 5 (Myanmar) focuses on camp profiling and demonstrates the importance of collecting baseline data.

### Communication

A communication strategy is a main pillar throughout the cycle of camp management activities. Effective two-way communication is essential for accountability to affected populations. In Case Study 3 (Haiti), comic-based newspapers, information kiosks, radio in public transportation, and other

various means of communication were used to reach and inform the affected population.

### Environment

The effect of displacement sites on the local environment is often neglected during the camp management cycle. Case Study 1 (Burundi) illustrates several attempts that were made to minimize the environmental impact of the camp locations. Case Study 11 (Uganda) also emphasizes mainstreaming environmental issues during the camp closure process.

### Vulnerability/Gender identification

In this edition of the Case Studies, data management was used to identify vulnerable populations. In Case Study 7 (Pakistan-1), a tent-to-tent survey was conducted in a camp, to identify vacant tents and consolidate the camp, with the ultimate goal to provide better services and mitigate violence. Case Study 9 (the Philippines) highlights

how the DTM located vulnerable populations in need of specific protection assistance.

### Handover/closure

One of the roles of the CCCM Cluster is to facilitate the closure of camps and support beneficiaries in attaining durable solutions. The handover of camp management is highlighted in Case Study 1 (Burundi) and Case Study 11 (Uganda). Case Study 3 (Haiti) emphasizes the importance of providing accountability to the camp residents during the camp closure process.

### Contribute to future editions...

We hope that readers will be able to develop their own conclusions and identify learnings to improve their programs. We welcome readers to provide case studies for future publications.



Comic-based newspaper conveys message on the camp closure program. July 2011 / IOM Haiti

**Keyword matrix  
for 12 case studies**

	Case 1: Burundi	Case 2: Colombia	Case 3: Haiti	Case 4: Kenya	Case 5: Myanmar	Case 6: Namibia	Case 7: Pakistan - 1	Case 8: Pakistan - 2	Case 9: Philippines	Case 10: Thailand	Case 11: Uganda	Case 12: Yemen
Camp closure			X								X	
Camp consolidation							X					
Capacity building		X		X	X	X			X	X		
Cash rental support			X									
Collective centers									X	X		
Communication with communities			X				X					X
Community centers												X
Coordination	X	X		X				X	X	X		
Data collection/analysis		X			X		X	X	X			
Disaster risk reduction						X	X			X		
Displaced population outside camps												X
Displacement tracking		X			X			X	X			
Durable solutions			X	X								
Enumeration					X		X	X	X			
Environment	X										X	
Grievance mechanism			X				X					
Handover to national authorities	X	X									X	
Host community	X				X		X				X	X
Improving standards						X				X		
Information management		X	X		X		X	X	X			
Inter-cluster collaboration		X						X				
Inter-regional exchange						X						
Inter-cluster coordination												X
Local adaptation		X	X			X				X		
Local capacities		X		X	X	X			X			X
Multiple hazards		X				X			X			
Multi-sectoral needs								X	X			
National authorities		X		X		X			X	X		X
Community participation	X											
Phase-out											X	
Preparedness						X				X		
Protection		X										X
Tent-to-tent Surveys							X					
Urban area			X							X		

# Case 1 Burundi

## The potential of the camp management agency

### Keywords

- Community Participation
- Coordination
- Handover to national authorities
- Environment
- Host Community



### Displacement Data

**Country:** Burundi

**Cause of displacement:** Congolese conflict

**Conflict date:** Ongoing since mid-1990s with peak influx in 2004

**Number of Refugees:** 22,000 in Camps / 35,000 total (At time of handover in 2011)

**Project Locations:** Ruyigi, Gasorwe, Musasa

### Burundi Camp Management Responsibilities

- Environmental monitoring
- Coordination
- Infrastructure management
- Information dissemination
- Service monitoring
- Advocacy



Bwagiriza Refugee Camp / George Swinimer

### Context

This case study from the refugee camps in Burundi (2006-2011) covers the period when there was a dedicated international NGO Camp Manager and the subsequent handover of camp management responsibilities to national authorities. The NGO was initially appointed Camp Manager in 2006; its responsibilities included service provision responsibilities in Education, Shelter, and Distribution. Although not typical for a refugee operation, Camp Coordinator (lead agency), Camp Administrator (national authorities), and Camp Manager (NGO) titles were assigned to the relevant organizations. However, initially roles, responsibilities and accountability were not clearly determined. A CCCM training was conducted in order to develop some clarity, and resulted in the formulation and signing of a written agreement clearly stipulating which agency was responsible for which activities. The document served as a useful reference that led to a productive and amicable relationship among the different actors until 2011 when the NGO handed over camp management responsibilities to national authorities.

The case study focuses on four specific themes that provide lessons regarding: environmental challenges, increasing community participation, involving host communities and handing over camp management activities to national authorities.

## Environment

The environment is an extremely important, yet often neglected, aspect of managing a camp throughout its life-cycle. As it is a cross-sectorial issue, part of the challenge is that it is not clear which actor is ultimately responsible and accountable for monitoring and advocating for environmental issues. Consequently, they 'fall through the cracks'. The Burundi refugee camps suffered in this regard as environmental aspects were not fully considered until several years after the establishment of the camps.

This changed in 2007, when the government of Burundi specifically requested the camp management agency to reduce or find alternatives to the quantity of cooking firewood distributed for use by camp populations, as well as opening erosion ravines affecting host communities. Subsequently the camp management agency initiated a wider range of environmental activities.

### Actions Taken

- **A Professional Environmental Assessment** was conducted to propose possible solutions



Erosion Gullies / George Swinimer

- **Testing of briquettes** (wood chips/ rice husks/manure) as an alternative energy source
- **Year-long sensitization campaign** on better wood storage, utilization and cooking techniques
- **Distribution of improved fuel efficient stoves**
- **Setup of environmental and host community committees**
- **Erosion gully** mitigating measures put into place
- **Tree-planting** initiatives undertaken with camp and host communities
- **Gully slowed but not halted** despite significant investment.
- **Beneficiaries were clearing slopes for cultivation** and camp security was unwilling to tackle the issue.

### Successes

- **Cooking firewood distribution and consumption reduced** by one-third.
- **Forum for regular dialogue on environmental issues** took place between host camp communities through new committees.
- **Environmental conservation pursued in new camps** through erosion mitigation measures and conducting Rapid Environmental Assessments.
- **High survival rate of trees** within school compounds due to direct supervision of teaching staff.

### Challenges

- **Extremely low overall tree survival rates**, approximately 5% in camps; 10% in the host community.
- **Non-compliance with briquette use** as they were not suitable for humid environments; cost of briquettes not sustainable in long term.

## Lessons

- **Environmental issues need to be incorporated into camp management programming as early as possible within the camp management life cycle.**  
When funding is tight, monitoring should continue to the extent possible, highlighting the potential long term risks and costs of inaction.
- **Establish who is responsible for monitoring and advocating for environmental issues in writing** to ensure they are not neglected.
- **Form a Host Community Committee with environmental conservation and awareness specifically in its ToRs at the onset**, or as soon as possible after a camp's establishment.
- **Tree-planting efforts need to be considered as a managed, multi-year maintenance project** to ensure its success and to avoid wasting resources; simply distributing trees, even with small incentives, is not sufficient.
- **Erosion mitigation measures need to be put in place during a camp's establishment**, particularly those located on plateaus; the challenges of dealing with erosion ravines at a later date can become exponentially more expensive and complex.
- **Conduct a Rapid Environmental Assessment (REA) with photographs before camp construction, or as soon as possible** to establish an environmental baseline for future reference.



Water Drainage / George Swinimer

## Increasing Community Participation

After an assessment in 2008, donors insisted that beneficiary participation, as a fundamental pillar of Camp Management, needed to be significantly increased within the Burundi camps. It was stressed that the committees should meet more regularly and be more representative. After extensive consultations with partners and beneficiaries the camp management team piloted a series of participatory activities within one camp.

### Actions Taken

#### • Development of a representative and harmonized committee system

Consisting of 12 sector committees, each with a male and female member responsible for a specific geographical location (block) in the camp, and guided by a specific partner agency. In this manner, representatives could meet to identify gaps in services, provide recommendations, and advocate for solutions.

#### Participatory shelter construction

Previously, shelters were constructed

by carpenters and handed over to new camp arrivals. This was changed to a new system where all shelters were built with the active participation of beneficiaries.

#### Volunteer Food/NFI unloading

A rotating system of volunteers to unload food and NFIs for distributions was suggested, though categorically refused by the beneficiary population.

### Challenges

#### Inconsistency of Sector Committee meetings:

The participation, involvement and success of each committee depended on how active the guiding partner agency was.

#### Low female participation in committees:

Despite the election of 50% female representatives, the actual participation of women was considerably lower; domestic responsibilities was the most cited reason.

#### General participation challenges:

It proved difficult to encourage the beneficiary population to actively take part in the participatory activities. Many were not accustomed to participating, and others expected remuneration in

return. New arrivals, often keen to participate initially, were frequently discouraged from doing so by established residents.

#### Non-compliance with volunteer unloading:

Despite months of dialogue, the initiative for a rotating system of volunteers to unload and distribute food/NFIs was categorically refused.

### Successes

#### Adoption of the committee system throughout all camps

Although some committees functioned better than others, an effective and coherent framework for beneficiaries to influence program development, as well as raise and resolve challenges, was established.

#### Participatory shelter construction

Although it faced initial resistance, the system eventually proved successful and was adopted in other camps. In later years, all shelter construction/maintenance was done by beneficiaries with carpenters acting in an advisory and support role.

## Lessons

#### • Record results/decisions of Sector Committee meetings

While clear minutes were recorded and disseminated for 'Camp Management' meetings, this was much less consistent for Sector Committee meetings, and was particularly partner dependent. Ideally, a partner (normally the camp management partner) should collect, synthesize and disseminate three to five key points from each sector meeting in order to keep all stakeholders up to speed on specific concerns.

#### • Take advantage of the 'window of opportunity' at the beginning of a new camp

As with most humanitarian projects, it is recommended to get beneficiaries accustomed to participating at the start of a project.

#### • Keep committee systems as simple as possible

Simple systems make it more likely that the general beneficiary population will understand how it works and actively participate.

#### • Earmark specific funds that can be used for committee projects

If possible, arrange for small budgets, monitored by linked partners that could be used by individual committees to design small projects to improve camp conditions. Not only does this motivate and empower committees, but it also allows beneficiaries to have a chance to improve and influence camp life through their own initiatives.

#### • Standardize material support provided to committees

As different partners were linked with different committees, each used different means to encourage beneficiaries to actively participate. This tended to create a culture where representatives preferred to work in committees where they would receive the most benefits, rather than where they could make the most impact.



Firewood Distribution / George Swinimer

## Developing Linkages with the Host Community

In the Burundian context, standards and quality of life in the host community were generally lower than those attained by camp-based beneficiaries. This was particularly evident during distributions, when refugees would ‘hire’ host residents to transport food. Similarly, during construction, the host community could be seen mud-plastering shelters. While the immediate host community had access to the camp health facilities from an early stage, their specific and targeted inclusion in programming only began several years later, following recommendations of a participatory Joint Assessment Mission, and advocacy from the camp management agency.

### Actions Taken

- **Monthly ‘Mixed Committee’ meetings** with partners and camp representatives
- **Increased access to camp resources** including camp libraries and sports pitches, as well as reserving 10% of nursery schools for the host community
- **Allowing access to camp employment opportunities** such as teachers, security guards, carpenters and general laborers
- **Water points constructed in the host community**
- **Joint camp / host community tree seedling distributions**



Host community interactions / George Swinimer

### Successes

All the initiatives were well received by the host community, in particular access to nursery schools and employment opportunities.

### Challenges

**Resistance from some beneficiaries.** Some camp beneficiaries viewed members of the host community working in the camp as ‘taking’ positions that could be theirs.

## Lessons

- **Plan for Host Community inclusion at the opening of a new camp**

Host community initiatives provide a forum for dialogue, break down barriers, provide better equity and should be initiated as early as possible in a camp’s life-cycle. At a minimum, a regular forum for discussion and conflict resolution should be established from the onset.

- **Encourage joint income generating activities with camp beneficiaries and members of the host community**

Projects that specifically provide beneficiaries with appropriate livelihood skills.

## Handover of Camp Management to Government Authorities

After seven years of Burundi operations, and a yearlong evaluation, the camp management agency decided that emergency operations were effectively over and it was time to transfer camp management operations (including service provision) to other actors. This decision was presented to the lead agency a year and a half before the

anticipated handover. The lead agency subsequently decided to hand over camp management responsibilities to the national authorities, while assigning the camp management agency’s additional services to three different NGOs. The camp management agency was left to define which program activities were considered camp management specific, considering several of the program’s staff had responsibilities which overlapped with camp management and service provision activities.

### Actions Taken

#### Defining the exact activities and responsibilities to be handed over

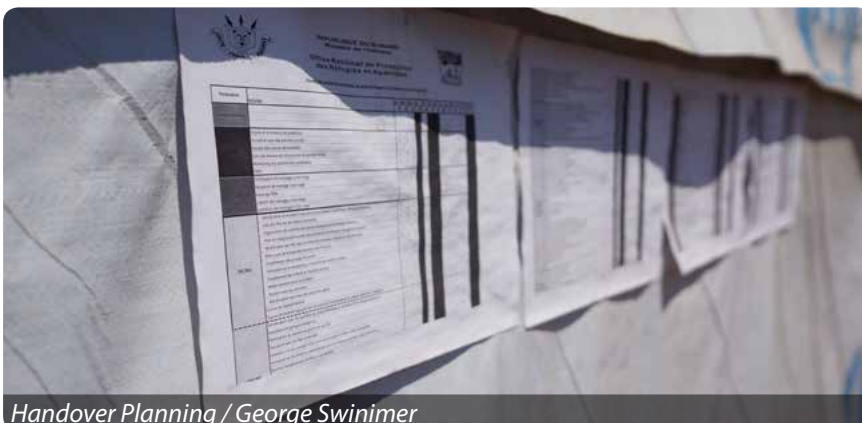
Handing over the camp management program was not a simple matter of cutting it into four pieces, as there was considerable overlap between program activities.

#### Creating a detailed handover checklist with each partner

This document served as the blueprint for the handover process, covering issues relating to human resources, transfer of materials and infrastructure, observation missions and documentation.

#### Drafting handover documents for each partner/activity

These highlighted key challenges and lessons learnt, and provided references to all relevant tools and documentation.



Handover Planning / George Swinimer

**Providing technical support during an overlap period**

Although not used considerably by partners, senior camp management agency staff remained available for consultation by partners after the completion of the handovers.

**Challenges**

**Reduced monitoring capacity:** Each camp originally had six staff (doubling as distribution staff) that monitored service provision, conducted assessments, and attended committee meetings. After handover this was reduced to two.

**Perceived lack of new innovations:** Several partners cited that new innovations were lacking two years after handover.

**Limited funding to retain experienced staff:** More attractive NGO remuneration packages could lure away more experienced camp management staff from the national authorities.

**Lack of clear distinction between camp administration / camp management components:**

The original handover was designed to keep the camp administration and camp management components of national authorities distinct and separate (different reporting lines, offices, visibility etc.) in order to allow the camp management side to remain neutral and autonomous and comfortably challenge the gaps in the camp administration performance. Two years after handover, this distinction did not appear evident to partners and beneficiaries.

**Slow approval time for the camp management handover model:** Delays in approving the model and staff recruitment meant there was less time for training, mentoring and coaching than originally envisioned.

**Successes**

The handover process was well received by beneficiaries, partners and government authorities and deemed highly successful, both at the end of the transition period and after an evaluation

mission conducted two years later. Contributing factors included:

- **Dedicated support / exit coordinator:** Having a staff member with the dedicated responsibility to design, implement and monitor the process over the course of one year.
- **Sufficient timing:** Exit and handover was identified over two years before the event allowing sufficient time to transfer knowledge, build capacity and ensure a smooth transition.
- **Dedication, motivation and ownership of government authorities:** national authorities were very open and willing to learn and supported a transparent recruitment process for new staff.
- **Retention of original camp management staff:** Approximately 50% of the original camp management team was rehired by national authorities, providing experience and institutional memory to ensure continuity.

**Lessons**

- **Commence the handover process as early as possible**  
Work on this should ideally commence the year before the actual handover. Better still, note down best practices and key recommendations on a yearly basis, so that these can be compiled and reviewed in the final year.
- **For complex handovers, assign a dedicated Handover Coordinator during the exit year**  
Oversee the handover process to ensure a smooth transition while maintaining institutional/project memory.
- **Establish a clear Handover Plan signed by all stakeholders**  
This should include clear goals and measurable criteria, specific timelines and consultations with the beneficiary population for a successful handover.
- **Advocate for the maintaining and hiring of experienced camp staff**  
Using a transparent recruitment process in order to ensure the most competent staff are hired and institutional memory is maintained.
- **Successful handover of camp management to national authorities will be context specific**  
A cost benefit analysis weighing pros and cons and identifying possible risks should be conducted before any decision is made.



View from the rearview mirror / George Swinimer



The overall goal of the CCCM Cluster is to improve living conditions of displaced persons. It does this by facilitating the effective provision of protection and services in camps and camp-like settings, advocating for durable solutions and ensuring organized closure and phase-out of camps.

## Case 2 Colombia

### Strengthening temporary shelter coordination and management capacity of national authorities

#### Keywords

- Capacity building
- Coordination
- Data collection/analysis
- Displacement tracking
- Handover to national authorities
- Information management
- Inter-cluster collaboration
- Local adaptation
- Local capacities
- Multiple hazards
- National authorities
- Protection



#### Displacement Data

**Country:** Colombia

**Cause of displacement:** Floods & Conflict

**Disaster date:** 2010-2011

**People affected:** 4 million (by floods), 4 million (displaced by conflict)

#### Project Data

**Project location:** Nationwide (Atlántico, Antioquia, Bolívar, Boyacá, Cauca, Magdalena, Nariño, Chocó, Risaralda, Sucre)

**Project duration:** 2011 to 2013

**CCCM Cluster:** Activated (combined cluster – CCCM and Shelter)



The CCCM Cluster in Colombia enabled existing community leaders to become temporary shelter managers. 2013 / IOM Colombia

#### Context

Colombia is facing increasingly severe weather events, and suffers from the ongoing effects of a 50-year internal conflict. An estimated 4 million people were affected by the unprecedented flooding of 2010-2011 that was linked to the La Niña weather phenomenon. Many people who were forced to leave their homes due to the flooding had previously been displaced as a result of the conflict.

The CCCM Cluster's efforts in Colombia provide a good example of strengthening the temporary shelter coordination and management capacity of national authorities. The CCCM Cluster in Colombia adopted a holistic strategy to achieve this, including: the development of information management tools; joint programs between the Government of Colombia and the United Nations System; the adaptation of CCCM tools to the Colombian context, including a focus on gender and cultural issues, and the needs of conflict and natural disaster affected populations; and the transfer of capacity building methodologies to national, municipal and local authorities. These CCCM methodologies have created a pool of over 100 managers, and 1,465 people have received CCCM training over the last three years.



## Background

The 2010-2011 La Niña flooding highlighted gaps in preparedness and response, including:

- Improvements were required in temporary shelter planning to promote the inclusion of populations displaced by natural disasters.
- Weaknesses in temporary shelter coordination and the remoteness of many flood affected areas prevented timely information about displacement dynamics and the needs of affected persons residing in temporary shelters.
- The CCCM Cluster had insufficient capacity to lead the coordination and management capacity of temporary shelters by itself.

Following the La Niña flooding episodes, the Government of Colombia recognized the pressing need to improve the coordination and management of temporary shelters across the country. Subsequently, in December 2010, the government requested the activation of a combined CCCM-Shelter Cluster and the assistance of CCCM Cluster partners. The Cluster provided assistance to affected populations, supported national, municipal, and local authorities, and led the CCCM sectorial group. The Cluster's response had four major themes: information management; joint programming with the Government of Colombia; responding to the needs of people displaced by conflict and natural disaster; and the adaptation of CCCM materials.

## Information Management

Population movements in Colombia's disaster-affected areas are complex. People displaced by flooding may not remain in temporary shelters due to onward movements or to return to assess damage to their property. Occasionally, persons initially forced to leave their homes due to flooding suffer secondary forced displacements in conflict zones.

Following the flooding of 2010 and 2011, the Colombian national authorities were interested in improving information management to monitor the dynamic nature of disaster-induced displacement, particularly in



*The communities' participation to the CCCM training enhanced their 'ownership' of temporary shelter coordination. December 2013 / IOM Colombia*

emergency contexts and in parts of the country that are difficult to access. The national authorities thus requested the assistance of the CCCM Cluster to develop an information tool called SIGAT (Sistema de Información para la Gestión de Alojamientos Temporales, or Information System for the Management of Temporary Shelters). Over a period of months the system was developed, piloted and refined according to lessons learned during the roll out phase.

The SIGAT is a web-based tool that collates information on displacement events, conditions in emergency shelters, gaps in assistance, and the day to day changes in temporary shelters. This information is collected by camp managers via identification, monitoring and follow-up forms completed in emergency shelters in affected areas. The data is subsequently validated at the municipal level before being logged into the SIGAT. Importantly, all persons handling this data are provided with training by the CCCM Cluster. The information provides valuable support to humanitarian partners and authorities in needs assessment, monitoring, and reporting on displaced populations located in temporary shelters.

The Cluster was initially tasked with rolling out the SIGAT in 49 municipalities. The national authorities Colombia were satisfied with results and requested the Cluster's assistance in providing SIGAT training to local authorities across the country in 2014. The CCCM Cluster has agreed that the SIGAT will be handed over to the country's Disaster Risk Management Unit by the end of 2014.

## Joint program

A joint program between the Government of Colombia and the United Nations System was signed in 2011. The program formalized the development of the SIGAT, which was funded by the government, and the eventual hand-over of the SIGAT to the Colombian National Disaster Risk Management Unit (UNGRD).

After the serious flooding began in 2010, the government created Colombia Humanitaria, an entity that allowed it to have a dedicated humanitarian resource of its own to respond to the emergency (Colombia Humanitaria is now a government agency in its own right). This underlined the authorities' commitment to incorporate CCCM and temporary shelter methodologies into disaster response.

Through the SIGAT and its partnership with the United Nations System and the CCCM Cluster, emergency response capacity in areas of the country that were previously very difficult to access has improved, with the capacity to assist affected populations in a more systematic and holistic manner. The CCCM Cluster's coordination through the joint program thus contributed to the longer-term strategy of providing support to the Colombian authorities and strengthening their temporary shelter coordination and management capacity.

## People affected by flooding and conflict

When planning the emergency response, priority was given to areas most impacted by both the conflict

and the flooding (Cauca, Chocó, and Nariño). SIGAT ensured that the authorities were aware of the double-affectedness of some individuals and could take this into account when providing assistance.

### Adaptation of CCCM materials

Adapting global CCCM materials, such as the CCCM toolkit, to the Colombian context was a priority given the acute emergency response needs and Colombia's diverse cultural make-up. Through rapid and extensive inter-cluster, inter-agency and governmental consultations, a temporary shelter management guide for national authorities and a manual for camp managers were produced. These documents are extensions of the capacity building processes undertaken by the CCCM Cluster to train local authorities and civil society in temporary shelter management. The manual incorporates a gender and cultural focus (for indigenous groups etc.), and was rolled out and field-tested. In addition, the manual enables participants to have a



*Global CCCM tools were adapted to the Colombian context so that residents of temporary shelters can have access to relevant information. Repelon, in the department of Atlántico.*

substantive guide to consult following their workshops and trainings on temporary shelter management.

The CCCM Cluster in Colombia recommended approaching community leaders to act as temporary shelter managers. This approach sought to tap into pre-existing community leadership structures to improve the

management of temporary shelters through more direct and effective dialogue with affected populations. In Colombia, where many communities are very well organized, this innovative approach facilitated local acceptance of CCCM activities and cultural sensitivity in their implementation.

## Lessons

### • Adopting a holistic approach to CCCM

CCCM Cluster activation in Colombia began with a focus on information management, but effective Cluster response in Colombia involved: cooperation agreements with the government; the implementation of a United Nations System joint program; the adaptation of CCCM training program and tools to the Colombian context; and the transfer of capacity building methodologies to local, municipal, and national authorities.

### • Working with multiple partners

Establishing clear responsibilities between government and humanitarian actors in a short period of time after the activation of the Cluster was key to enhancing temporary shelter coordination and management capacity in Colombia. Ensuring the active engagement of different levels of government, as well as the collaboration of international organizations, Cluster partners, and NGOs in the drafting of Colombia-adapted CCCM materials during an emergency required negotiation and effective leadership.

### • Adapting global CCCM tools to the Colombian context

The CCCM Cluster took steps to ensure the legitimacy and appropriateness of the CCCM tools, from the community to the government level. Collaboration on information management through the SIGAT notably improved the ability to understand and respond to forced displacement in previously less accessible areas of the country. The emphasis on gender, ethnic and cultural backgrounds in adapted CCCM materials made them relevant to the people most in need of assistance in temporary shelters in Colombia.

### • Promoting inclusive methodologies

The 'ownership' of temporary shelter coordination and management capacities at the local level was achieved by encouraging and training community leaders to be the managers of temporary shelters. Enabling community members to become the managers of their own temporary shelters and assuming responsibilities alongside the authorities benefited everyone, including displaced persons, the affected community, and the national authorities.

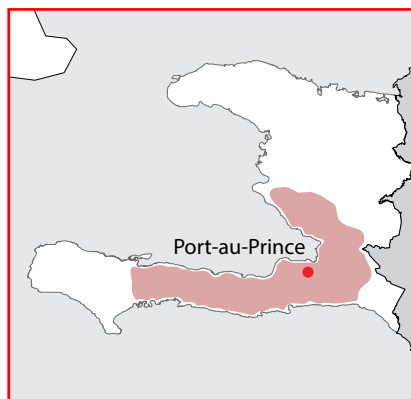


The overall goal of the CCCM Cluster is to improve living conditions of displaced persons. It does this by facilitating the effective provision of protection and services in camps and camp-like settings, advocating for durable solutions and ensuring organized closure and phase-out of camps.

# Case 3 Haiti Beneficiary communication for camp closure programs

## Keywords

- Camp closure
- Cash rental support
- Communication with communities
- Durable solutions
- Grievance mechanism
- Information management
- Local adaptation
- Urban area



## Displacement Data

**Country:** Haiti

**Cause of displacement:** Earthquake

**Disaster date:** 12 January 2010

**Disaster location:** Port-au-Prince, Jacmel, Léogâne

**People displaced:** 1,500,000 (at peak)

**Lifetime of camps/settlements:** January 2010 – Present (2013)

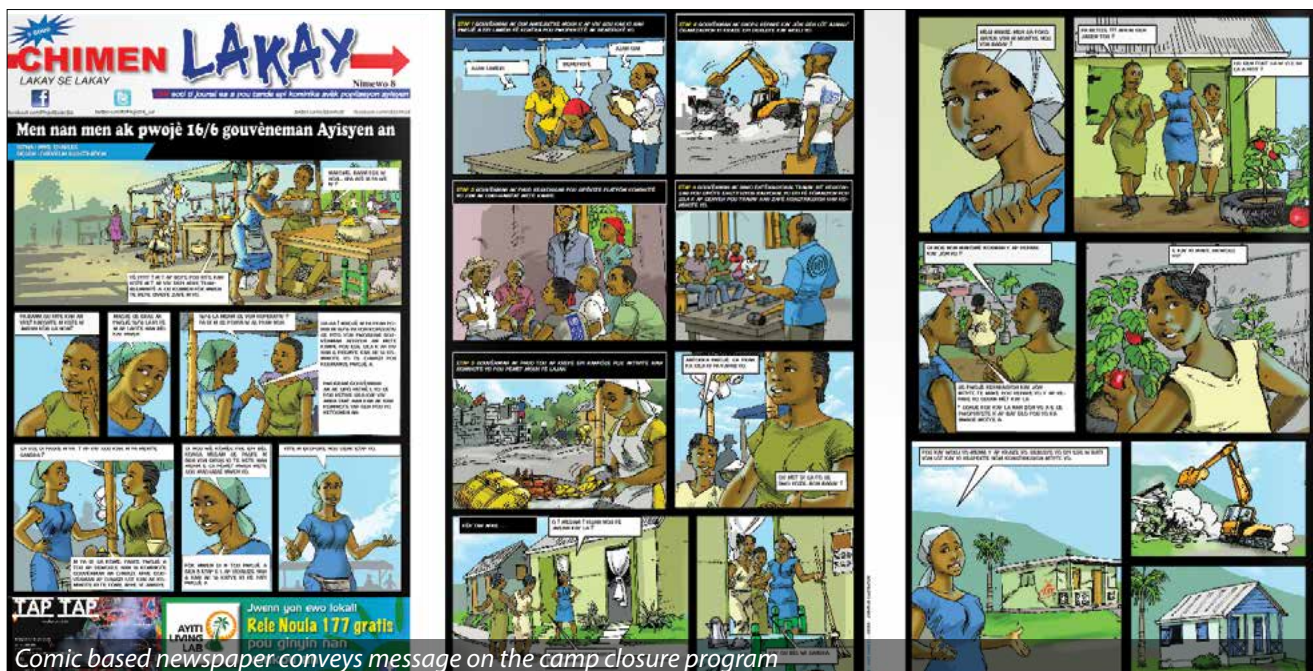
## Project Data

**Project location:** Port-au-Prince

**Project duration:** October 2010 - Present (2013)

**Number of households targeted:** 63,000 (until the end of 2013)

**CCCM Cluster:** Activated



## Context

Since 2011, the Government of Haiti, with support from the CCCM/Shelter Cluster and partner agencies, has engaged in Cash Grants Rental Subsidy (CGRS) programs, which provide affected households with a cash stipend to cover one year's rent, plus additional grants for livelihood or other types of assistance. From the beginning of the CGRS program in 2011 until the end of 2013, an estimated 63,000 families will have been relocated from camps using this approach. Camp closure was thus based on the respect for the rights of the displaced by ensuring that the decision to leave was informed and voluntary. The process involves considerable efforts dedicated to developing strategies for communication with beneficiaries.

## Background

After the earthquake of 2010, a broad area of metropolitan Port-au-Prince was severely affected and a large number of people were displaced to both ad-hoc and planned camps. At the peak of the crisis, 1.5 million IDPs were living in 1,500 self-settled and planned camps. The return and relocation programs for IDPs in camps have been coordinated by the Government of Haiti's Housing and Public Building Construction Unit, with support from the CCCM/Shelter Cluster. In the years since the earthquake, various CCCM/Shelter Cluster partners have supported the national authorities in the implementa-

tion of a variety of different solutions for IDPs in camps. These programs include the distribution of cash grant rental subsidies for displaced people to seek alternative accommodation, repairing houses, and providing transitional shelters. Support has also encompassed longer-term solutions, such as repairing damaged houses and the reconstruction of new houses. Transitional shelter construction provided to urban IDPs and rental subsidy program offered different strategies to support camp closure.

## Avoiding forced eviction

The camp and public space in Place Saint Pierre was closed in August 2011. The process of relocation was accomplished when IDPs, local authorities and land owners had been well informed about the camp closure programs through inclusive communication strategies. Also the implementing organizations took into consideration the dignity of the displaced population by establishing a grievance mechanism for the displaced populations.

## Two-way communications

Offering interactive dialogue with the camp population is the central idea of two-way communication. Different approaches were adopted to enhance

two-way communications with the camp populations prior to major camp closure procedures. The CCCM camp management operations team set up regular meetings with camp residents and camp committees. In addition, beneficiary lists were published on boards available in the camp, as well as on the Mayor's office board, and one staff member was assigned to each family to track their progress throughout the camp closure process.

Small group meetings of 25-35 heads of households were also held to answer questions concerning the relocation process and to receive feedback from the community.

A theatre workshop initiative called "Theatre as Therapy" was established

to allow residents to give voice to their often traumatic life experiences in the camp and to express their hopes for a return to a normal life in the community.

Community platforms (space of dialogues) were created with the support of local and municipal authorities and development agencies, to give communities where camp residents were returning to an opportunity to contribute to the process of urban planning in their original neighborhoods.

## Grievance and complaint mechanisms

In 2011 and 2012, simple wooden boxes labeled 'suggestion box' were placed in the displacement sites. Over 120 such boxes were installed



Setting information kiosks for two-way communication. July 2010 / IOM Haiti

providing voices to the voiceless and bringing them into the national level conversation. In an overwhelming response, 3,000 letters were posted, expressing residents' needs for housing, jobs, and education opportunities. CCCM agencies used these requests to analyse expectations and the IDPs' needs and to plan camp exit strategies.

In Haiti, beneficiary registration was generally carried out at night to confirm the presence of families, and therefore to avoid false claims. However, there were still some families who had reasonable grounds for their absence at the time of registration time. Thus, for the camp closure programs, grievance mechanisms were employed to hear any claims from such families. Staff were present at the camp on a daily basis to ensure that information was clearly understood and to respond to any questions. The camp committee, return team, UCLBP (the housing construction department of the government), and the Mayor's office of the commune then collaborated in determining the validity of each case.

The CCCM/Shelter Cluster also coordinated with a local online platform, which sorted issues by topics and locations, then uploaded documents onto the website and later published the contents into a booklet titled "Voice of the Voiceless".



*Tap Tap Driver airs information during people's daily commuting. September 2012 / IOM Haiti*

### Mass communications

As the scale of the program grew, communication needs also increased. Partner agencies tried to use diverse types of media to ensure effective mass communication with beneficiaries. Tap Tap is a popular form of public transport which people spend hours in, commuting daily. MP3 radio transmitters with recorded entertaining public messages were provided to the Tap Tap drivers to air in Tap Taps. Episodes of "Radio Tap Tap" were aired on national and local radios, including MINUSTAH FM, the radio station of the United Nations in Haiti.

Bearing in mind the low literacy rates in Haiti, a Creole comic-based newspaper, ChimenLakay, was developed, and at

its peak 400,000 copies were distributed. ChimenLakay provided a range of messages on topics such as cholera, gender issues, and hurricane preparedness. Of particular relevance, an edition was published on the topic of camp closure and CGRS. To assess people's comprehension, listeners or readers could telephone a call center free of charge to take part in a quiz and possibly win a prize if they answered all the questions correctly. This activity thus integrated a crowdsourcing mechanism that allowed the CCCM Cluster to ensure that key messages had been delivered.

### Lessons

- In Haiti, camp closure programs were implemented **with dedicated efforts in beneficiary communications** that helped avoid unwilling relocation of IDPs from camp sites.
- Camp closure programs **involved local staff (e.g. writers, actors, directors, and producers) as much as possible**. This allowed the development of messages, which effectively target the affected population, by using local knowledge.
- **Local traditions were taken into account for communication strategies**. In Haiti, oral communication was found to be the main way for information sharing, especially when a high percentage of the population is illiterate. It was also essential to pay attention to the way a message is understood and transmitted orally.
- **Involved local authorities as much as possible**. Advocating communications and joint efforts to design, implement and monitor the communication strategy boosted their actions.
- It was found that **holding group meetings involving between 25-35 households** were an effective way for beneficiaries to learn about the program and to have the opportunity to express their concerns. In such processes, well-trained and motivated community mobilizers played an important role between agencies and displaced communities.
- A proactive communication platform **with non-governmental development partners** as well as **with policy-makers in the government** was also needed to ensure the link between relief and long-term development.

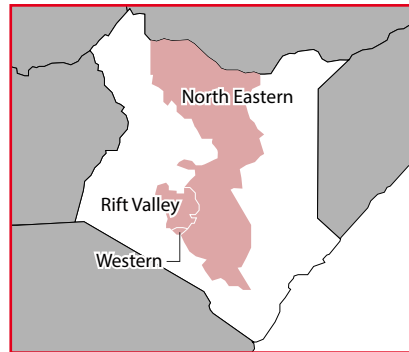
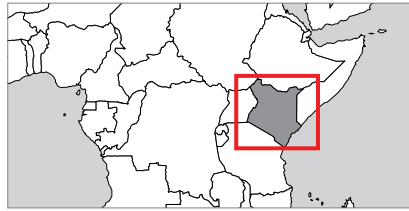


The overall goal of the CCCM Cluster is to improve living conditions of displaced persons. It does this by facilitating the effective provision of protection and services in camps and camp-like settings, advocating for durable solutions and ensuring organized closure and phase-out of camps.

## Case 4 Kenya Defining CCCM roles and responsibilities in emergency operations

### Keywords

- Capacity building
- Durable solutions
- National humanitarian actors
- National Institutions
- Partnership



### Displacement Data

**Country:** Kenya

**Cause of displacement:** Conflict

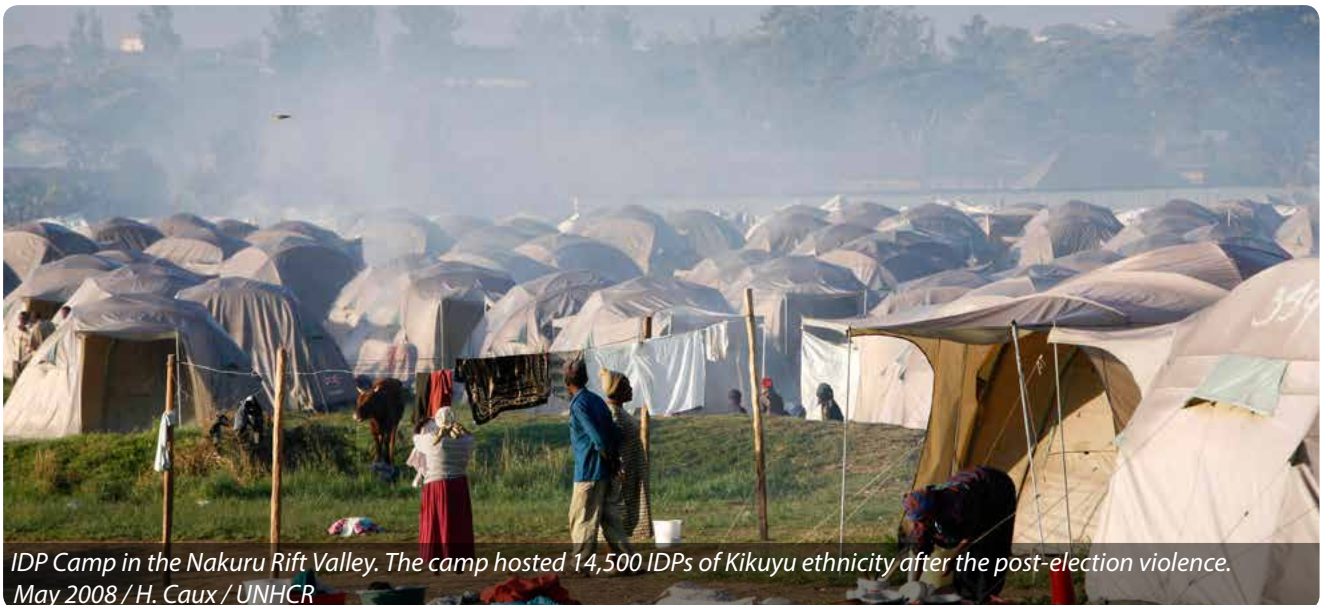
**Conflict date:** 2007-2008

**People displaced:** 600,000 at peak displacement (February 2008)

### Case Study Focus

**Project location:** Rift Valley, Western, and North Eastern Provinces

**Project Date:** 2007-2008



IDP Camp in the Nakuru Rift Valley. The camp hosted 14,500 IDPs of Kikuyu ethnicity after the post-election violence. May 2008 / H. Caux / UNHCR

### Context

Prior to 2007, Kenya had a long history of internal displacement, most of which had been associated with its colonial legacy, land ownership, and inter-clan conflict over water resources. Large-scale conflict-induced displacement occurred in the aftermath of the presidential and parliamentary elections in 1992-2007. In 2007 two-thirds of Kenyans (400,000 out of 600,000) who were forced to flee their homes had previously been displaced due to conflict, droughts, floods and other natural disasters.

The December 2007 post-election violence was prompted by claims that the elections were fraudulent. In January 2008 violence erupted spontaneously in the cities of Nairobi, Mombasa, Kisumu, but was more pronounced in the opposition strongholds of the Rift Valley, and the Nyanza, Western, and Coast Provinces. Some 300 camps were set up in the country, with the majority located on the Naivasha-Eldoret axis, where the violence was most severe. The populations that were most affected by this violence were city dwellers, farmers with rights to their own land, farmers who rented their land, agricultural workers, squatters, and persons who owned small businesses.

The scale and the scope of displacement quickly led to the setting up, consolidation and expansion of temporary settlements into large camps. The majority of the camps were closed within seven months, as most of the IDPs either returned home, settled close to their homes in "satellite camps", or "integrated" (living in their own accommodation or with host families). Only three defined IDP camps (Naivasha town, Nakuru and Eldoret show grounds) were still up and running in July 2008, with 20,000 camp residents in total.

## Cluster Activation

The CCCM Cluster was activated as a standalone cluster in January 2008 along with 11 other clusters. The cluster approach was activated because the country was overwhelmed by the crisis, despite the presence of a strong governance structure. The majority of the 11 clusters were phased out in August 2008 with the exception of Protection and Early Recovery.

The Kenyan Red Cross Society (KRCS) was designated by the Government of Kenya (GoK) to head the emergency response for the Camp Coordination and Camp Management (CCCM), Shelter and NFI Clusters. The KRCS was referred to as the defacto “must go through partner,” in terms of camp management.

The roles of the CCCM Cluster were to provide support to KRCS in terms of camp infrastructure, registration and service provision. However, at the onset of the crisis the roles and responsibilities of all CCCM actors were not well established. Thus, a Memorandum of Understanding (MoU) was drafted, agreed, and signed by the KRCS and the CCCM Cluster. The CCCM Cluster played an integral role, providing advice and technical support to the KRCS.



IDP return to Nasienda, North Rift Valley. May 2008 / H. Caux / UNHCR

## Actions Taken

- **MoU signed:** This document established clear roles and responsibilities of the cluster lead agency and the camp management agency. It facilitated coordination and collaboration in the emergency response.
- **Capacity building trainings** for local staff and the government on CCCM issues.
- **Operational support:** The cluster lead agency funded 19 camp managers.

## Challenges

- **Cluster lead staff had prior experience in refugee, not IDP contexts.**
- **Limited understanding of the cluster system by the national authorities**

**and partners.** The CCCM Cluster’s role was not clearly defined or understood among key national stakeholders.

- **Coordination among the cluster and the KRCS.** Without an established MoU indicating who was doing what, where, and when, there was no clear assignment of tasks for the cluster and the KRCS.
- **Disconnect between field and national level clusters.** Coordination difficulties between the two cluster levels resulted in gaps in specific emergency operations; particularly in terms of gender-based violence, identification, tracing and family reunification, and special care for vulnerable populations.



Displaced people in Harumi Police Station await assistance. The Kenyan Red Cross, UNHCR, and local church organizations deliver a combination of food and non-food items. January 2008 / B. Bannon / UNHCR

- **Issues with IDP return plan “Operation Rudi Nyumbani” or “Operation Return Home”.** The operations promised IDPs \$127 if they agreed to return home. However, the operation was carried out rather hurriedly, and did not establish feedback mechanisms to establish the needs and interests of IDPs being asked to leave the camp. More effective communication with the IDPs regarding issues of security and the availability of basic services in their places of origin would have increased the willingness of IDPs to leave the camp and return home.
- **Return was pursued as the only feasible durable solution.** The Guiding Principles on Internal Displacement were not referenced prior to the return operation.
- **Limited contingency planning** to address the scope and scale of displacement.
- **Registration handover from KRCS to the national authorities was problematic.** At the beginning of the crisis it was the KRCS’ responsibility to conduct IDP registration. However, when Operation Return Home was implemented, no actor assumed this role. There was insufficient data on IDPs in formal camps, transit sites, and places of return. In addition, no agency was assigned to conduct formal profiling exercises.



*IDP Children staying in a settlement with their families in the Murchorve village, Rift Valley. May 2008 / H. Cuax / UNHCR*

### Successes

- **The CCCM Cluster established a good working relationship with its national counterpart (KRCS)** after an MoU was signed. There was more clarity regarding roles and responsibilities between the two actors.
- **The CCCM Cluster played a key role in supporting national counterparts** by providing technical assistance and direct support to national counterparts. The cluster took an advisory role rather than an implementing role. The support and advice provided by the cluster was indispensable and instrumental for CCCM activities.
- **The cluster lead agency adapted to working in an IDP crisis.**
- **The camp conditions improved,** and the majority of the camps complied with the SPHERE standards. There were no outbreaks of diseases or epidemics, which demonstrated effective coordination and management in reaching these standards across camps. This was largely due to the work and response capacity of technical sectors such as WASH and Health, in addition to the government and the KRCS.

### Lessons

- **The importance of defining clear roles and responsibilities.** The MoU opened many doors for the working relationship between the cluster and the KRCS. Investing in a workshop with all relevant partners to discuss the nature, scope, and extent of the cluster lead’s role in IDP operations can lay the groundwork for establishing a MoU.
- **Utilize national capacity to manage camps and have the CCCM Cluster lead play an advisory/technical role.**
- **Engage with national authorities** and discuss the resources and support available.
- **Cluster staff without experience in the Cluster Approach should be trained and prepared.** Training is necessary to ensure that there is complementarity among all actors in IDP emergencies.
- **The CCCM Cluster should work proactively with national authorities to discuss camp closure** at the beginning of the operation in order to avoid confusion over who bears the ultimate responsibility. This will help to ensure that durable solutions will be established in an informed, voluntary, and organized fashion.
- **The IASC-issued guidelines for contingency planning** should be used, especially in countries likely to experience political turmoil during general elections.
- **Registration is a complex service which becomes increasingly challenging in fluid displacement situations.** There are protection risks which need to be carefully assessed prior to IDP registration, especially in post-election violence contexts.



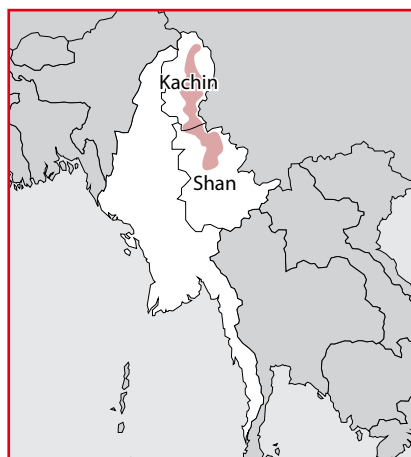
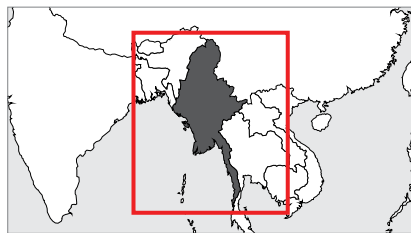
The overall goal of the CCCM Cluster is to improve living conditions of displaced persons. It does this by facilitating the effective provision of protection and services in camps and camp-like settings, advocating for durable solutions and ensuring organized closure and phase-out of camps.



## Case 5 Myanmar Camp profiling in inaccessible areas

### Keywords

- Capacity building
- Data collection/analysis
- Displacement tracking
- Enumeration
- Host community
- Information management
- Local capacities



### Displacement Data

**Country:** Myanmar

**Reason for displacement:**

Conflict between the Myanmar Governmental Army (locally known as the Tatmadaw) and the Kachin Independence Army

**Conflict date:** 2011 - present

**People displaced:** 100,000 (2013)

### Case Study Focus

**Project location:**

Kachin and Northern Shan States

**Project Date:** 2013-present (2013)



An IDP camp in Kachin. March 2013

### Context

Around the time of cluster activation in January 2013, it was difficult to receive complete camp information. This led to challenges in programme planning for the assistance required, primarily in the ability to determine and analyse gaps. After the cluster was activated it remained problematic to compile precise and relevant data for all IDP sites across the Kachin and Northern Shan States. This was due to access constraints, varied situations and an uneven level of reporting from cluster partners and other clusters and sectors.

The main goal of the camp profiling exercise was to obtain a snapshot of the humanitarian situation across various relevant sectors at specific times. Collecting accurate demographic data was key also to ensure a solid baseline of information for strategic planning, monitoring, and reporting. Since the displacement started in the Kachin and Northern Shan states the camp profiling exercise was the most ambitious information gathering methodology undertaken by the humanitarian community. The camp profiling exercise, which started in 2013, covers over 120 camps across government controlled areas and non-government controlled areas. This exercise will be repeated at regular intervals to monitor the conditions in each camp and trends over time. What makes this case study unique is 1) the large scale of camps assessed and 2) the majority of the profiling exercises were carried out by local NGOs that could reach the displaced in inaccessible areas.

## Background

Since the beginning of the conflict in June 2011 an estimated 100,000 people have been displaced. To date, no official registration has taken place. IDPs are displaced in over 150 sites. The majority of IDPs are living in planned camps but some reside in self-settled camps, host communities, or are scattered in small groups in forests. Camp sizes range from a few families to over 5,000 people. Approximately 40 percent of the IDPs are displaced in government controlled areas and 60 percent in non-government controlled areas, namely the Kachin Independence Organization/Army areas. International humanitarian organizations have very limited access to these non-government controlled areas.

The CCCM/Shelter/NFI Cluster was activated in January 2013. In the Kachin and Northern Shan States, the CCCM Cluster specifically works with five local NGOs who act as implementing partners. These organizations have greater access to certain areas. The camp operational costs cover over 130 camps, which are funded through the CCCM Cluster, and camp activities are implemented by local NGOs. Additionally, the cluster provides funding for the training of CCCM focal points across all camps. Due to the sensitivities of the situation, neither the Government of Myanmar nor the Kachin Independence Organization/Army has any involvement in the cluster. However, they do play a role in CCCM activities through their involvement in camps in areas under their control.

## Actions Taken

- **A large consultation was organized** to agree upon a strategy to obtain accurate data from as many locations as possible. This consultation included international NGOs and local NGOs, which agreed on a standard questionnaire.
- **A pilot questionnaire was carried out** to test its applicability.
- **Technical support mission.** In March 2013 an interagency project that specializes in profiling exercises in IDP situations visited Myanmar on a technical support mission to help systematize the process. As a result of this mission the methodology, data collection tools, training strategy and implementation process were finalized through a series of collaborative workshops and meetings.
- **Translation of final tools.** Questionnaires, a training curriculum for enumerators and manuals for enumerators and data entry staff were translated into Myanmar and Kachin languages.
- **Training for enumerators** was provided by the cluster prior to field assessments.
- **Collection of camp profiling data.** Due to the aforementioned reasons, local NGOs played a central role in carrying out the data gathering exercises.
- **Data consolidated.** Camp snapshots and inter-camp analyses compared data across all camps at specific time frames.
- **Meeting consultation held with the cluster at national and state level** to make the results of all 126 camps available through the cluster website and on flashdrives.
- **A consensus was reached** that humanitarian actors could contact the CCCM Cluster directly for the raw data.
- **A two-day workshop** was conducted to determine lessons learned and possible next steps. Despite the recognition that it was a complex and resource-intensive exercise to deliver, it was agreed amongst participants to have regular workshops.



Magayang IDP Camp Kachin (Non-government controlled Areas)

## Challenges

- **Access:** Most areas could not be reached directly by the cluster coordination team. This made it problematic to thoroughly assess and monitor the quality of the work being conducted by the enumerators.
- **Varying degrees of capacity:** Due to the large area that needed to be covered and the many number of sites, logistics were stretched. The quantity of human resources required was huge, and over 80 enumerators were mobilized to carry out the exercises. Therefore, it was difficult to ensure that all enumerators had sufficient capacity (including required literacy level) to gather the data; there is a limited number of qualified staff available in the North of Myanmar. This led to some questionnaires lacking information.
- **Possible use of pre-existing data:** The camp profiling methodology identified a number of different data sources including a camp level data collection form, the CCCM camp list for geographic data and assistance providers serving the different camps. Due to the varying capacities and resources in individual camps, it was sometimes challenging to find reliable existing data on the camp population to systematically compile the profiles.



An interagency project to support camp profiling exercise in Kachin, March 2013

## Successes

- **Baseline data established.** Sufficient information was collected and compiled for 126 camps out of approximately 150. This is the largest overall collection of data since the Kachin crisis began and is often referred to and cited by various sectors and stakeholders.
- **Skill building of local partners and staff.** These actors gained expertise and skills by participating in the exercise which will be useful in future data collection and recording exercises. Furthermore, the exercise and the lessons learned serves as a basis for future capacity building efforts by the CCCM Cluster.

## Other Notes

Moving forward this cluster is in the process of defining the best way to update data in a relevant and feasible manner. Because it is a very resource-intensive exercise the CCCM Cluster needs to ensure the continued development and improvement of tools.

## Lessons

- **Have clearly designated and qualified team leaders** to certify quality data collection processes.
- **Ensure teams are of mixed capacity** to have a balanced level of skills across all teams.
- **Translate tools** into the local language with implementing partners. For this round it was done externally, leading to a lack of clarity in some translations.
- **Foster ownership of local actors** participating in and supporting the exercise. For example perhaps organize and deliver some of the trainings.
- **Engage all clusters and sectors** during the process of defining indicators to instill a greater sense of responsibility. Additionally encourage their commitment to provide the analysis of the results for their own clusters/sectors.
- **Collecting baseline data for each camp should become a recurrent standard practice.** Analysis and reporting phases posed some technical and coordination challenges, which should be strengthened for implementation in the second round. Input to the cross camp analysis report should be collected in a more efficient manner to allow for quick dissemination.



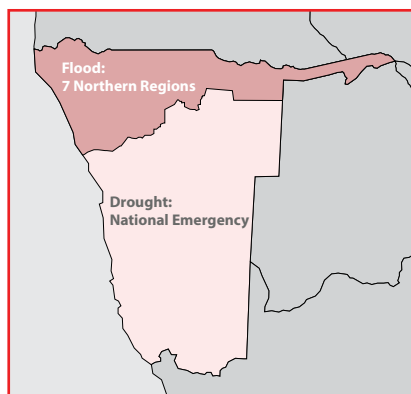
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## Case 6 Namibia

### Evolving capacity building programs through natural disaster responses

#### Keywords

- Capacity building
- Disaster risk reduction
- Improving standards
- Inter-regional exchange
- Local adaptation
- Local capacities
- Multiple hazards
- National authorities
- Preparedness



#### Displacement Data

**Country:** Namibia

**Cause of displacement:** Flood (March 2011)

**Other disaster:** Drought (May 2013)

**Disaster location:**

Flood - Northern regions

Drought - National emergency

**People displaced:** 35,000 (by 2011 flood)

**CCCM Cluster:** Not activated



Participants of Training of Trainers held in Otjiwarongo, Otjozondjupa region. November 2011 / IOM Namibia

#### Context

In 2011, Namibia experienced one of its worst floods in its history. A joint rapid assessment was conducted by the Government of the Republic of Namibia to gather information on the gaps and needs in the response. Based on the Camp Coordination and Camp Management (CCCM) assessment, and, recognizing the existing disaster risk management system and structures in place in Namibia, a capacity building program for the national disaster management authorities was developed from a CCCM training package. Further, this success led to the development of a contextualized Disaster Risk Management (DRM) training package.

Two training packages were developed comprising of more than 80 simple and practical tools, which used images and illustrations to disseminate key messages. This attracted participants' attention and enabled them to identify the messages in a faster and easier way, and they brought color and fun to the training.

## Background

The March 2011 floods affected a region where 60% of Namibia's population lives. On March 29th, the President of the Republic of Namibia officially declared a state of national disaster. During the response, camp management was identified as a key challenge to the government. The Director for Disaster Risk Management invited an international organization to provide critical technical support through facilitation of CCCM trainings.

Namibia has been exposed to extreme weather conditions and recurring natural disasters. Although good response

systems have emerged within the government, they were limited by human resources and capacities. Furthermore, Namibia's modest size necessitated the centralization of all activities, and required support at the national level as well. For developing CCCM trainings for Namibia, principles were established that the national authorities of Namibia has ownership and leadership in the training process, as well as fostering government and other organizations' participation and commitment to training activities.

## Evolving capacity building programs

A CCCM capacity building program was initiated after the 2011 flooding in the northern regions of Namibia. The program was requested and developed in partnership with the Office of the Prime Minister. The project had three components – CCCM capacity-building, information management, and site planning based on international standards. In line with these components, a national **CCCM training package** and participatory learning tools were developed, taking into account the specific Namibian context. A total of 48 participants received training and 37 of which were selected for a Training of Trainers (ToT) in the second phase of the project, based on their demonstrated capacity and commitment.

With national support and a commitment to enhance national resilience to natural disasters, trainings were continuously rolled out in 2012. Over the course of 64 trainings, an additional 1,633 people were trained, including government officials, emergency officers, staff of international organizations, volunteers, local NGO staff, police, and community members.

In 2013, the project further expanded its focus to include broader topics in disaster risk management. A contextualized **disaster risk management training package** was developed for Namibia utilizing existing national resources and institutional framework s for disaster risk management. Based on this training package, three Trainings of Trainers (ToT) were delivered, targeting 85 disaster risk management practitioners from all 13 regions of the country.

Following the drought disaster declared in May 2013, the training package has been well received by the participants since it was developed in a holistic manner to address Namibia's multiple regional hazards and regional disaster risk management.

## The CCCM and DRM training packages

Both training packages were produced using participatory learning approaches to support the adult learning process which encourages reflection and brainstorming. They were designed to support training not only for national, regional and local authorities and actors, but also for disaster prone communities. The training packages were built on the disaster risk management framework and hazard profile of Namibia.

**The Namibia CCCM training package** consists of three main components:

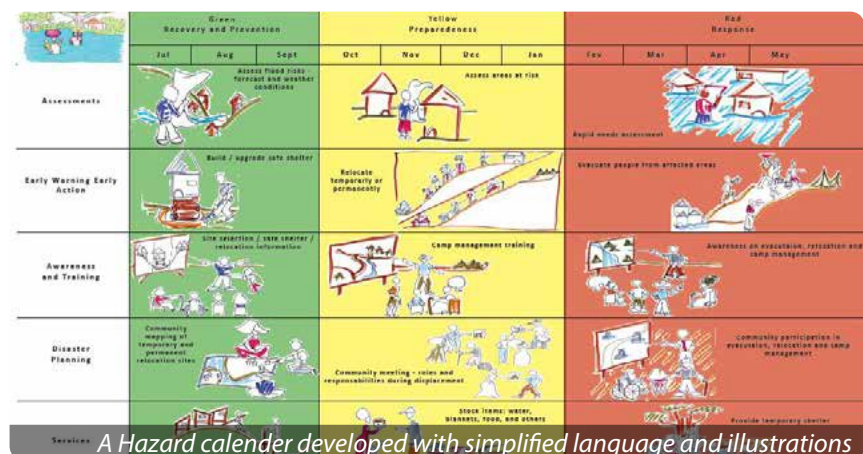
- **Trainer's guide:** Instructions on the foundations of facilitation and the main characteristics of an effective trainer, with recommendations on how to prepare and conduct training sessions.

- **12 training chapters:** Each chapter covers one dedicated topic estimated to be completed within three hours to adequately facilitate the training for a group of dedicated participants.

- **Toolbox:** A diverse collection of 51 tools that supports the training chapters.

**The disaster risk management training package** consists of four main components:

- **Study guide:** Introducing topics of disaster risk management and providing a guide for trainers.
- **Training sessions:** Contains 10 topics for national, regional and local disaster risk management actors and communities.
- **DRM booklet:** Compiling key tools with essential messages for broader information dissemination and awareness-raising.
- **Tool package:** Including 32 simple, practical and visual tools such as hazard calendars, simple rapid needs assessment, and safe shelter video. Intended to be used to enhance key messages and support the training delivery of trainers.

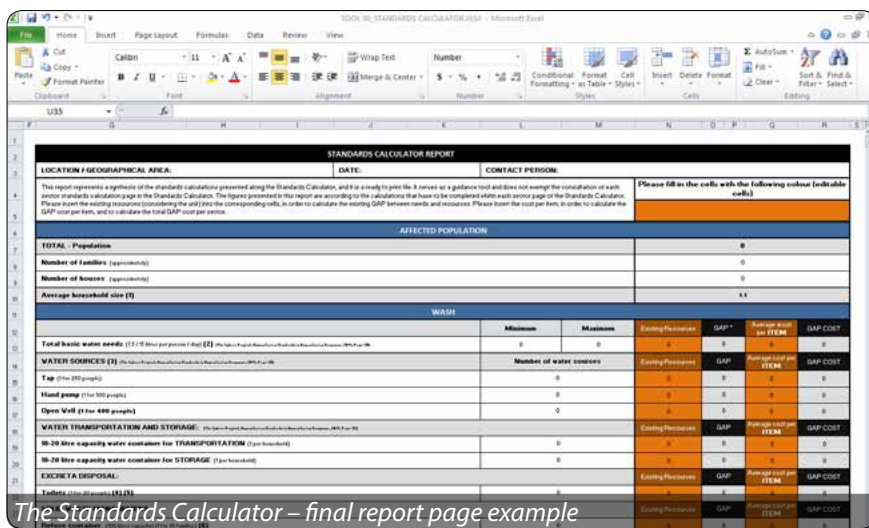


Of these CCCM and DRM training packages, the following tools were particularly well accepted in the capacity building programs.

The **CCCM Manual** is intended to serve as a reference guide for practitioners in camp coordination and camp management in Namibia, to ensure that internally displaced persons are granted adequate protection and assistance during natural disasters. The manual builds on the overall national disaster risk management framework and is developed to serve as a key reference for camp coordination and camp management in Namibia.

The **Minimum Standards in Humanitarian Assistance and Standards Calculator Manual** is a tool for humanitarian actors in Namibia involved in site planning and implementation of standards in relocation sites. It ensures a practical understanding of the minimum standards to be implemented when establishing a relocation site, as well as in site planning, and site selection.

The **Standards Calculator** generates an automated calculation of a quantifiable standard of tents, latrines, and other items based on the number of IDPs residing in the displacement site. The calculations are based on the SPHERE Standards and on the standards manual developed for Namibia. The tool will assist actors



involved in disaster risk management in repositioning as well as for monitoring available resources and potential gaps in the response.

The **Disaster Information End User Manual** and its corresponding tools have been developed to strengthen data collection mechanisms and overall information management and coordination systems in Namibia; through harmonized data collection tools, monitoring systems for displacement, and centralized information management platform for information sharing and coordination.

### Project expansion and inter-regional exchange

The scope of Namibia’s capacity building efforts has been both main-

tained and expanded. Trained trainers continue to incorporate CCCM methodologies into their planning and implementation. Furthermore, the government approved the deployment of local trainers to southern African countries to initiate a regional CCCM capacity building program. This regional program allowed for initial camp management trainings in Botswana and Mozambique. While in Namibia, the project continued focusing on the broader elements of disaster risk management, and taking a countrywide approach and inviting practitioners from all 13 regions of the country. The program provides an opportunity for inter-regional exchange between the three countries while also giving a number of Namibia’s trainers exposure to other countries as part of the training delivery.

## Lessons

Throughout the development of capacity building programs, several lessons were learned:

- The use of tools based on **simplified and visual language** (such as drawings, illustrations, diagrams, and schematics) was very well received. People tended to identify the messages included in the tools in a faster and easier way, and they brought color and fun to the training component.
- **The use of video as a tool** was effective. Particularly, the way the safe shelter video presented its content held the attention of the trainees.
- **Some tools need to be made simpler and more clear.** The easier a tool is, the more likely it will be used, essentially making it more accepted by the audience or user.

- The idea that **“disaster risk management is everybody’s business”** was disseminated throughout the programs. Everyone from the community level to the regional and national level had the responsibility to implement disaster risk management activities.
- **Capacity building programs should be as flexible as possible** in developing implementation plans and adapting to local governments and the local context.
- **Constant follow-up, coaching, and advocacy** are vital as capacity building takes time, senior managers need to understand and support CCCM trainings in order to ensure trainers are available for future training deployments.

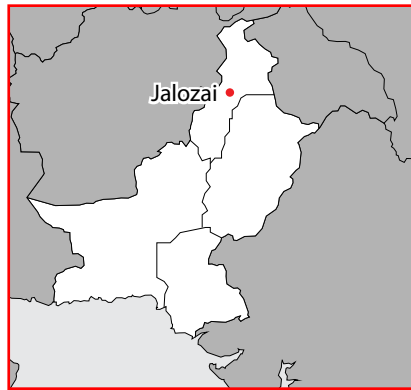
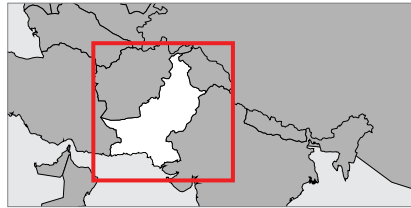


The overall goal of the CCCM Cluster is to improve living conditions of displaced persons. It does this by facilitating the effective provision of protection and services in camps and camp-like settings, advocating for durable solutions and ensuring organized closure and phase-out of camps.

## Case 7 **Pakistan-1** Collection of population data in a porous camp setting

### Keywords

- Communication with communities
- Camp consolidation
- Data collection/analysis
- Disaster risk reduction
- Enumeration
- Grievance mechanism
- Host community
- Information management
- Tent surveys



### Displacement Data

**Country:** Pakistan

**Cause of displacement:** Conflict

**Conflict date:** 2004 – present (Dec.2013)

**Displacement figures:** 4 million (2004), 1.2 million (2013) in the KP-FATA region; 16,692 families in three camps (10%), 148,854 families outside camp (90%)

### Project Data

**Location:** Jalozai Camp, Nowshera District (Khyber Pakhtunkhwa Province)

**Duration:** Aug. 2013-Present (Dec. 2013)



Side-view of Jalozai Camp, August, 2013

### Context

An estimated four million people have been displaced by conflict in Pakistan's Federally Administered Tribal Areas (FATA) and Khyber Pakhtunkhwa Province (KPP) region since 2004. Sectarian violence and widespread human rights abuses are prevalent in Pakistan's volatile north-west. Populations within the FATA, Khyber, and Kurram regions have been the worst affected, with those living in IDP camps considered the most in need of humanitarian assistance. The CCCM Cluster is currently responsible for three camps in the KPP FATA region. Its responsibilities entail: identifying, monitoring and reporting on standards; and coordinating multi-sectoral services.

Originally the site of an Afghan refugee camp, Jalozai camp, became one of the largest sites for IDPs in Pakistan. Due to its close proximity to urban areas, IDPs registered in Jalozai camp live in a fluid environment, with many IDPs often residing with host families in the surrounding areas. Consequently, numerous tents have been abandoned and unidentified residents have moved in. Due to issues of gender-based violence (GBV) and security, with the high risk of abandoned tents being used to host suicide bombers, the Provincial Disaster Management Authority (PDMA) and CCCM partners decided to carry out a joint tent-to-tent survey to verify the actual number of IDP families residing in the camp.

While population survey exercises had previously been conducted in Jalozai camp, there was still a lack of accurate baseline camp population figures to uniform humanitarian interventions. When the provincial housing authority started to plan a new housing scheme, the opportunity arose to coordinate with local authorities on a tent-to-tent survey in three sections of the Jalozai camp. This later facilitated a wider adoption of the tent-to-tent survey results.



The tent survey identified 40% of tents as unused or abandoned. Unused tents can potentially present a security risk.

### Tent-to-tent survey objectives

- **Identify** the actual number of families residing in the camp, specifically in three of the eight camp sections which were previously identified by CCCM actors as areas with a high percentage of vacant tents.
- **Update baseline data** for the future planning and allocation of resources according to the actual number of families residing in the camp.
- **The results of the survey will indicate whether camp consolidation measures need to be pursued.** Consolidation is a method to ensure the provision of better services and protection assistance.
- **Physically divide families according to their tribal group** to reduce in-camp social problems.

### Action Taken

- **A basic survey was designed** to answer the key question: "Who lives in each tent?"
- **A two-day orientation and training session** was held to ensure a clear understanding of the survey tool and methodology.
- **16 gender-balanced teams** from key government and humanitarian agencies were identified to conduct the survey.
- **Random sampling was used.** Only key CCCM partners were informed about the upcoming survey to ensure that IDPs were not given prior notice of the exercise.

- **An existing grievance desk was utilized** in the administration block to record genuine reasons for a families' absence during the survey.
- **Data collected in the surveys was cross-referenced** with the existing database.

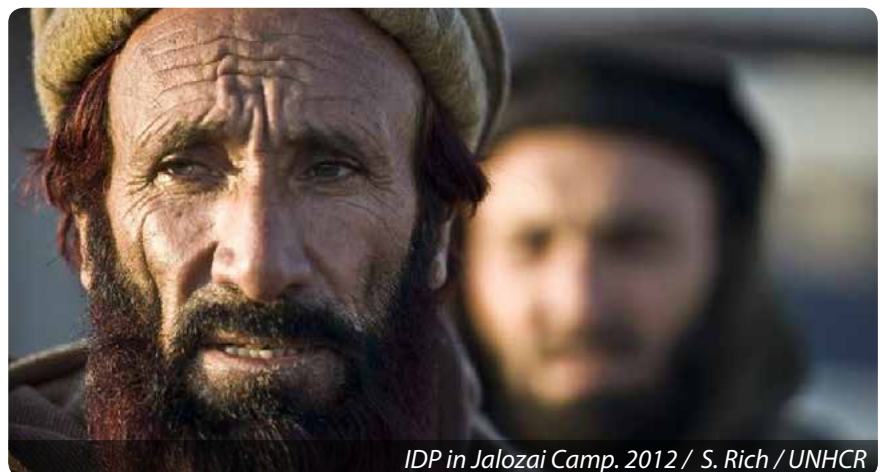
### Challenges

- **Concerned IDP families interrupted the survey** for fear of losing their camp status if discovered not to be residing inside the camp.
- **Some IDPs protested against the survey exercise.** This was mainly due to the fact that the off-camp IDP families were not willing to lose their benefits as registered in-camp IDPs. To date this is still an ongoing issue as many of these off-camp IDPs are visiting and protesting inside the camp.
- **Security issues:** CCCM Cluster members postponed a portion of the data collection exercise due to resist-

ance from IDPs. This led to a disruption in conducting the survey as originally planned.

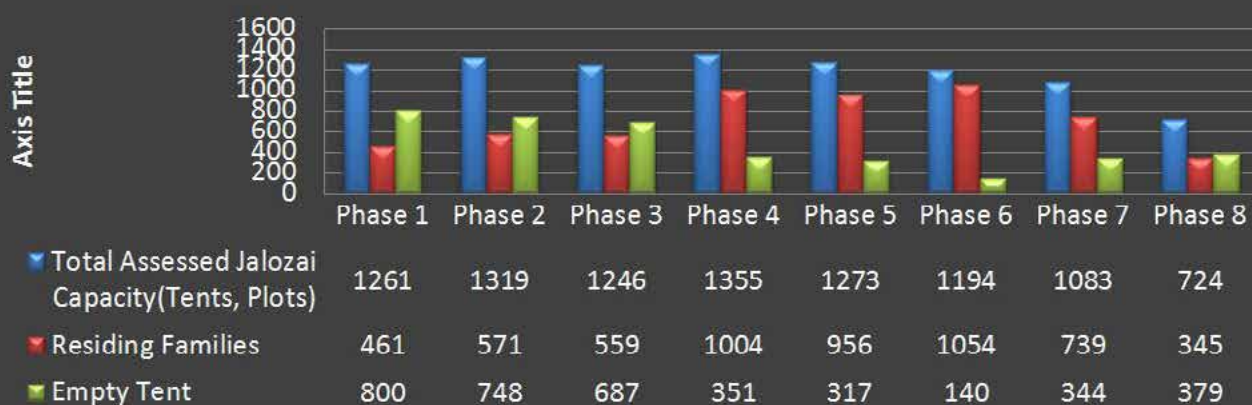
### Successes

- **The survey was accomplished in a short amount of time (four days)** due to strong collaboration and consultation with the camp committee and representatives of the concerned families.
- **The survey provided useful data.** The quantitative analysis of the survey indicated that 77% (9,455) of the original (12,231) tents were still erected; 40% (3,766) were empty or abandoned, and the remaining 60% (5,689 tents) were occupied by IDP families residing in the camp. Consequently, the official figures of IDPs residing in Jalozai camp was reduced by more than 50%.
- **All CCCM partners, including the local authorities, accepted the new population figures.**



IDP in Jalozai Camp, 2012 / S. Rich / UNHCR





Sector (phase) specific disaggregated data. Jalozai Camp, August 2013

## Lessons

- **Empty and/or abandoned tents can present potential security risks** for crimes and other protection-related concerns in camps and should be addressed immediately.
- **A grievance desk is an essential tool to ensure beneficiaries are heard.**
- **An in-depth two-day orientation training for the survey team was essential** to clarify roles, expectations, and make the survey as efficient as possible.
- **National staff's in-depth local knowledge proved invaluable in negotiations.** The national staff understood the local context and was able to build rapport with camp committee representatives in a timely fashion.
- **Accurate and reliable population figures should be reflected in all camp indicator reports.** Prior to the tent-to-tent survey, the camp population data reflected numbers which were three times those previously used for camp indicators, which presents large-scale implications for resources.
- **Close collaboration and coordination with local authorities on information management was vital** to avoid parallel structures.
- **Regular meetings were essential** in order to properly advocate and share key messages and concerns with the local authorities. The lead cluster agency in the Peshawar office is actively involved in these processes.
- **CCCM Cluster should liaise regularly with local authorities, partners and other clusters to strengthen cross-sectoral work** (i.e. WASH and Health) and develop a holistic approach to camp consolidation.
- **If applicable, consolidation plans should take into consideration ethnic and tribal balance,** especially in designing the layout of the consolidated areas to avoid insecurity and challenges to the rule of law.



IDP children in winterized tents in Jalozai Camp



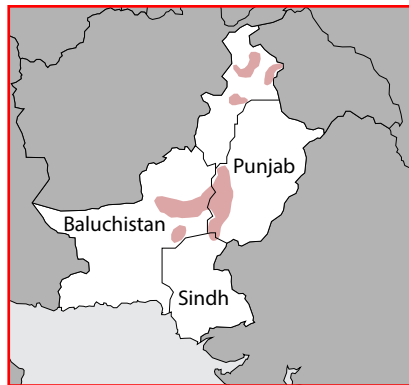
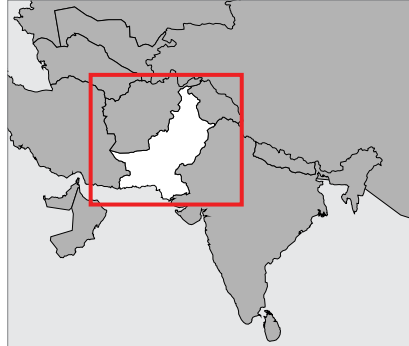
The overall goal of the CCCM Cluster is to improve living conditions of displaced persons. It does this by facilitating the effective provision of protection and services in camps and camp-like settings, advocating for durable solutions and ensuring organized closure and phase-out of camps.

## Case 8 Pakistan-2

## Assessing multi-sectoral needs of displaced populations

### Keywords

- Coordination
- Data collection/analysis
- Displacement tracking
- Enumeration
- Information management
- Inter-cluster collaboration
- Multi-sectoral needs



### Displacement Data

**Country:** Pakistan

**Cause of displacement:** Monsoon Floods

**Disaster Date:** September 2012

**Disaster Location:** Southern Punjab, Northern Sindh and North-eastern Balochistan Provinces

**CCCM Cluster:** Not activated

**People displaced:**  
Initial estimation of 1.86 million

### Project Data

**Project Locations:**  
Sindh and Balochistan Provinces

**People assessed:** 1,751,011 (Inside Camps: 7,786; Outside Camps: 1,743,225)



*Large-scale flooding left narrow, isolated strips of land which are hard to reach for assessment and assistance*

### Context

Country-wide flooding in 2010, floods in Sindh and Balochistan in 2011, and the flooding in Sindh, Balochistan and Southern Punjab in 2012 and 2013 have together affected at least 29 million people and damaged or completely destroyed almost 3 million houses across the country. In 2011 the CCCM Cluster was not formally activated following the floods despite significant population displacements, which resulted in a gap in the response. To compensate, the Temporary Settlement and Support Unit (TSSU) was rolled out under the Shelter Cluster to undertake CCCM-related roles, including tracking displacement and return trends, and supporting the identification of displaced people's needs. As recovery activities were on-going in areas affected by the 2011 floods, three provinces were hit again by flash floods due to heavy rains in September 2012, causing widespread damage. Again, the TSSU team mobilized to monitor displacement trends and needs of populations in temporary settlements.

## The 2012 TSSU assessment **Sampling**

The 2012 TSSU assessment was launched in October, one month after the onset of the flooding. The TSSU team coordinated a series of assessments to map displacement and identify needs. TSSU enumerators profiled temporary settlements during Phase I (October – November 2012) and both displacement sites and villages in Phase II (November – December 2012), covering most affected districts: 391 settlements in Sindh and Balochistan Provinces and 2,859 villages in Balochistan were visited.

Information on the movement and locations of IDPs was collected, allowing for the tracking and mapping of displacement and return trends. The assessment supported coordination of humanitarian response activities and the selection of the most vulnerable beneficiaries by providing an accurate and timely source of information on multi-sectoral needs in displacement sites and return areas. Assessment data was plotted on a series of maps to provide a consolidated, visual source of information on multi-sectoral needs.

TSSU also incorporated a capacity building component that aimed to develop the knowledge of actors involved in managing temporary settlements during emergencies (including national authorities, UN, international and national NGOs).

The TSSU assessment aimed to cover as many of the temporary settlements as possible in the flood-affected areas. Assessment teams prioritized the worst-affected districts according to MIRA results and figures provided by the National Disaster Risk Management Authority. Satellite imagery and reports from NGOs and national authorities were also used to determine target areas for the assessment. Information on affected areas and damages from floods in 2010 and 2011 helped identify particularly vulnerable areas that had experienced multiple disasters in recent years. Through these sources, a total of eight priority districts were identified in Sindh, Balochistan and Punjab Provinces. Subject to permission from relevant authorities, not all affected areas could be included in the assessment.

## Implementation

Just like MIRA, the TSSU assessment was questionnaire-based. The questions selected were designed to give a detailed account of migration patterns into and out of settlements, together with general demographic information and details on multi-sectoral needs and requirements. The questions selected were reviewed by experts from the various sectors. With input from district authorities, clusters' lists of known camps, spontaneous displacement sites, and communal buildings were collated before the assessment began. The assessment included both formal interviews (with

village leaders or other key informants), and direct observations through informal walks around the settlement to corroborate, if possible, the information recorded. Data collection was conducted primarily through Personal Digital Assistants.

The first phase tracked displacement trends in seven districts of Sindh Province to identify locations of IDPs and assess their needs. Findings from the first phase revealed that many people were already returning to their places of origin. The majority of settlements were small and spontaneous, often located close to the village of origin, and only 3% of sites had a management structure.

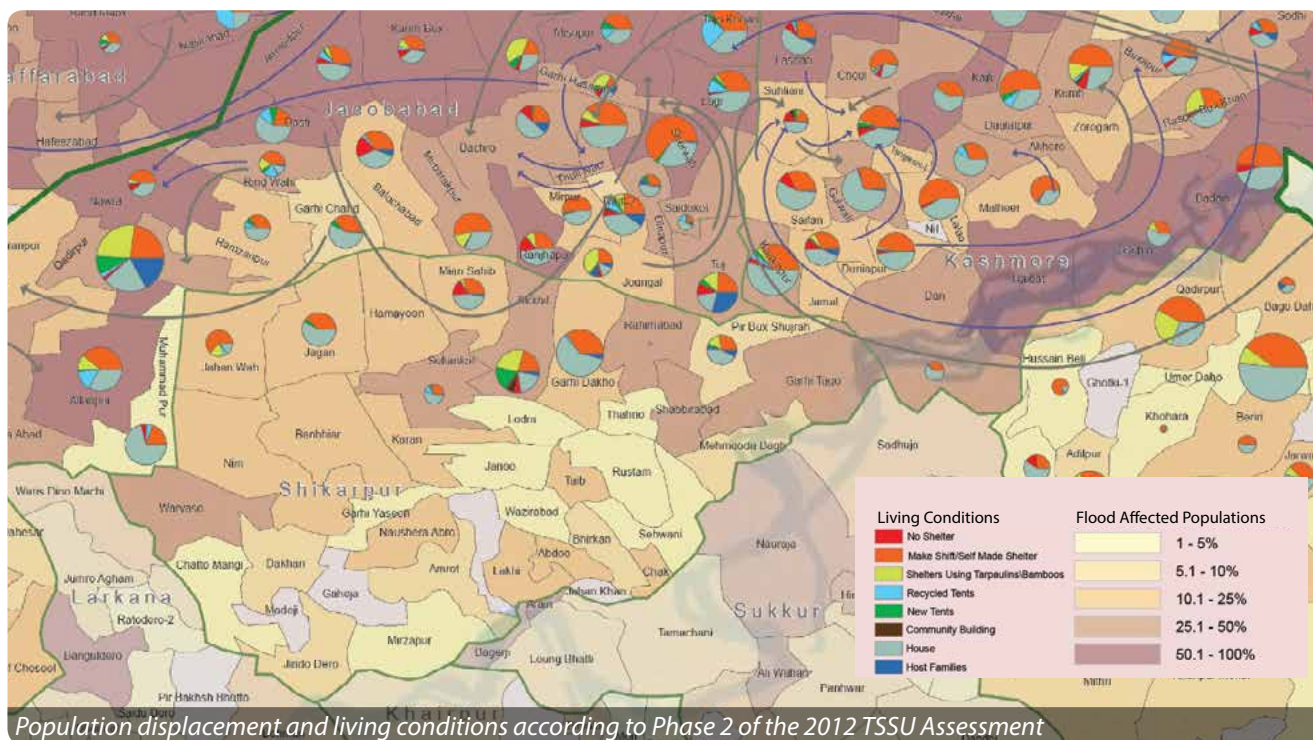
As a result, the second phase focused on assessing the humanitarian situation in temporary settlements as well as areas of return. Similar living conditions were observed in displacement sites and return areas, with an overwhelming majority of affected populations in both scenarios remaining in urgent need of humanitarian assistance in all key sectors. TSSU teams conducted follow-up in person and by phone after the assessment was completed to ensure that information on displacement and outstanding humanitarian needs continued to be updated and shared.

## Coordination

All assessment activities were coordinated with the relevant authorities at district, provincial and national levels, and all other humanitarian clusters/sectors. TSSU questionnaires were furthermore endorsed by the Inter Cluster Coordination Mechanism and the Humanitarian Country Team prior to implementation. TSSU assessment results and reports, including raw data sets, were shared with all relevant stakeholders (clusters, Humanitarian Country Team and national authorities) and were made available on the Shelter/NFIs Cluster website to inform response priorities and facilitate the coordination of assistance.



TSSU enumerators conducting assessment, 2012 / IOM Pakistan



### Preparedness

The TSSU Assessment results are relevant to contingency planning for future disasters because they provide information on displacement trends and types, sites which accommodated displaced populations for the longest periods of time, and areas that suffered the greatest damages and might be more vulnerable to subsequent floods. Information contained in the TSSU reports has been used to inform contingency plans for the CCCM and Shelter/NFIs sectors, and to support capacity building activities (such as CCCM trainings and the identification and assessment of possible evacuation sites). In future disasters, the questionnaire template, methodology, and implementation plan could be reutilized. A pool of trained enumerators would also be readily available. A similar assessment could therefore be rapidly implemented again, should the need arise.

### Challenges

Rapid developments in population movements and humanitarian needs posed a challenge to keeping assessment results up-to-date. Information had to be collected, analyzed and disseminated quickly to ensure that it maintained relevance for the response. Even after needs and gaps were identified, limited resources

impacted the ability of humanitarian actors to respond.

Limitations in a coordinated or comprehensive national disaster management strategy for displacement posed further challenges. Public buildings were opened to shelter IDPs during the initial stages of the emergency, but no clear responsibilities for camp administration, management and coordination were outlined. IDPs hosted in camps located in urban areas or public buildings were unable to remain there long, leading to cases of secondary displacement as many were not able to return to their places of origin and formal camps were not established.

The non-activation of the CCCM Cluster limited the scope and impact of TSSU activities and made it difficult to engage national authorities and humanitarian partners on issues related to displacement management. TSSU's role was limited to assessment and information dissemination, with no capacity or mandate to manage displacement sites.

Nevertheless, authorities showed an increasing interest in CCCM and a significant number of officials have been trained through the CCCM capacity building program. Further development of a clear displacement policy resources dedicated to organize a

response, and better definition of roles and responsibilities will assist efforts to manage displacement during emergencies.

Securing access for both assessments and assistance was a recurring challenge, as populations were extremely scattered. Information collected through TSSU over the years indicates an increasing trend of displaced populations moving to small spontaneous settlements, and a reduction in the proportion of sites with a management structure. The lack of assistance and proper management in established relief sites, along with protection concerns and a reluctance of populations to move far from their places of origin (notably due to the presence of livestock) were among the reasons guiding this trend.

Due to access restrictions related to the non-activation of clusters in Punjab and security conditions in both Punjab and Baluchistan, monitoring of displacement and provision of relief remained limited. Despite individual efforts by local authorities and NGOs, and the delivery of emergency CCCM trainings to support them, no institutionalized camp management and coordination functions have been put in place. This has led to significant gaps in assistance and serious protection concerns.

## Achievements

- TSSU assessment results were the main source of information on displacement trends and patterns throughout the emergency response after the completion of MIRA in September 2012. MIRA was only an initial rapid assessment, which could not provide sufficient insight or figures on actual displacement, as at that time many affected areas remained inaccessible to the teams.
- The assessment covered return areas and villages in addition to displacement sites, contributing to a more comprehensive understanding of the affected populations' humanitarian needs both during and after return, with relevant information disseminated to all key stakeholders.
- Sharing information with relevant stakeholders highlighted gaps and weaknesses in displacement management, informed response priorities and facilitated the planning of activities and provision of assistance. It also helped to identify policy developments required to achieve better management of natural disaster-induced displacement.
- Information collected was relevant for the immediate response as well as for longer term applications. For example, in April, May and October 2013, TSSU assessment results from 2012 were used to rank areas within districts in terms of damages and vulnerabilities to facilitate the planning, prioritization and better coordination of early recovery shelter interventions.

## Lessons

- **Be prepared:** The TSSU questionnaire was revised as a preparedness measure prior to the 2012 monsoon season. This ensured the timely roll-out of the assessment after the disaster, and proved to be crucial in its usefulness for the response.
- Assessment results revealed a **need for stronger advocacy** to influence authorities' perceptions of and responses to displacement issues.
- **Specific guidelines** are required to foster better practices in relation to some displacement issues, such as the selection, management and responsible closure of relief sites.
- TSSU results demonstrated that **significant humanitarian needs remained even after populations returned to their places of origin**. Conditions observed in return areas were similar to those found in displacement sites.
- **Regular follow-up** is required to maintain up-to-date information to inform response and advocacy priorities.



IDP Camp in city outskirts, Sukkur, Pakistan. 2012 / IOM Pakistan



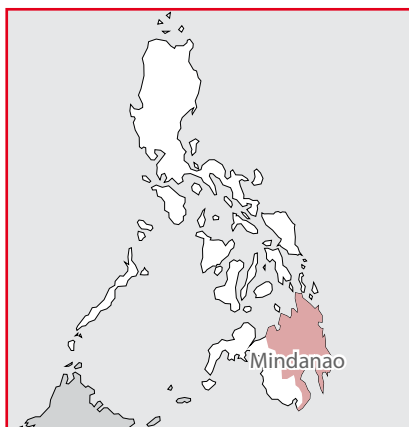
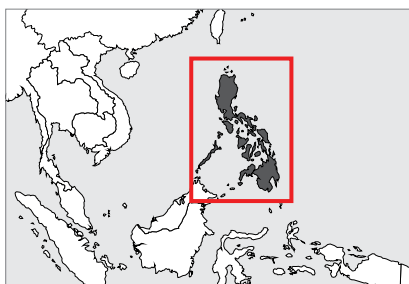
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## Case 9 Philippines

### Identifying vulnerability during recurring natural disasters

#### Keywords

- Capacity building
- Collective centers
- Coordination
- Data collection/analysis
- Displacement tracking
- Enumeration
- Information management
- Local capacities
- Multiple hazards
- Multi-sectoral needs
- National authorities



#### Displacement Data

**Country:** Philippines

**Cause of displacement:**  
Typhoon Pablo (Bopha)

**Disaster Date:** 4 December 2012

**Disaster Location:** East part of Mindanao  
(Caraga, Davao, Northern Mindanao)

CCCM Cluster: Activated

**People affected:** 6,200,000

**People displaced:** 980,000 (at peak)

**Evacuation centers activated:** 541 (at peak)



A sports hall used as an evacuation center. 2009 / IOM Philippines

#### Context

The Philippines endures an average of 20 typhoons a year along with frequent flooding, drought, earthquakes and occasional volcanic eruptions, making it one of the most disaster-prone countries in the world. The Government of the Philippines has thorough experience in disaster risk management. This allowed the Camp Coordination and Camp Management (CCCM) Cluster to collaborate closely with the Department of Social Welfare and Development (DSWD), and to develop a systematic disaster response during recurring natural disasters in the Philippines.

This case study highlights the use of the Displacement Tracking Matrix (DTM). This is one of the tools that the Government of the Philippines and the CCCM Cluster have used during disaster responses. It provides timely and accurate data of displaced people's locations and needs to support informed decision-making.

When typhoon Bopha (Pablo) hit the Visayas and Mindanao regions in December 2012, the CCCM Cluster immediately rolled out the DTM. At the same time, the DTM itself evolved by receiving feedback from field operations during the recurring natural disaster responses.

## Background

Since the National Disaster Coordination Committee was established in 1978, the Government of the Philippines have gradually developed a coordinated disaster response mechanism.

In 2006, responding to the massive landslide in St. Bernard, Eastern Visayas, the UN Humanitarian Country Team piloted the cluster approach to coordinate international assistance. The CCCM Cluster was first activated in the Philippines in 2006 following super typhoon Dorian (Reming). This typhoon caused the displacement of millions of people. After experiencing several severe natural disasters, the government formally adopted the cluster approach in 2007, and since then the CCCM Cluster in the Philippines has worked closely with DSWD regional departments.

In 2012, Typhoon Bopha displaced 980,000 people in Eastern Mindanao provinces, with more than 950,000 people sheltered outside evacuation centers. 160,000 houses were damaged, including 70,000 houses which were completely destroyed. Given the scale of the disaster, the CCCM Cluster worked with local and national authority partners and other humanitarian clusters to assess the situation and prepare for potentially prolonged stays in displacement sites and evacuation centers.

The government's experience of collaborating with the Cluster prior to Bopha facilitated an efficient management of the joint response. The CCCM Cluster immediately activated systematic responses in cooperation with DSWD, including rolling out the DTM to identify displaced people's profiles rapidly.

### DTM: Identifying vulnerable populations

The DTM is an assessment tool used by the CCCM Cluster to track and monitor displacement conditions to better inform the humanitarian response. The data is collected through:

- Key informant interviews
- Focus group discussions
- Registration
- Observations and physical counting
- Sampling and other statistical methodologies

This data is then analyzed and presented as raw data, in reports, as GIS (geographic information system) maps and online.

In the Philippines, the DTM was used in the following responses:

- Typhoon Ketsana (Ondoy) (2009) – first roll out

- Flooding in Central Mindanao (2011) - to track the displacement
- Typhoon Washi (Sendong), 2011 in Northern Mindanao - to assess the situation of displaced people, facilities available in evacuation centers, and the frequency of food distributions and other services.
- Typhoon Bopha (Pablo), 2012 - to support the best delivery of assistance to those affected individuals who continued to live in evacuation sites.

In the different responses, the emergency settlement options varied considerably, including host families, evacuation centers, rented rooms, tent cities, and transitional relocation sites. The Cluster and DSWD used aggregated DTM data to guide appropriate action, and shared the data with other cluster agencies.

### DTM Process in the Philippines

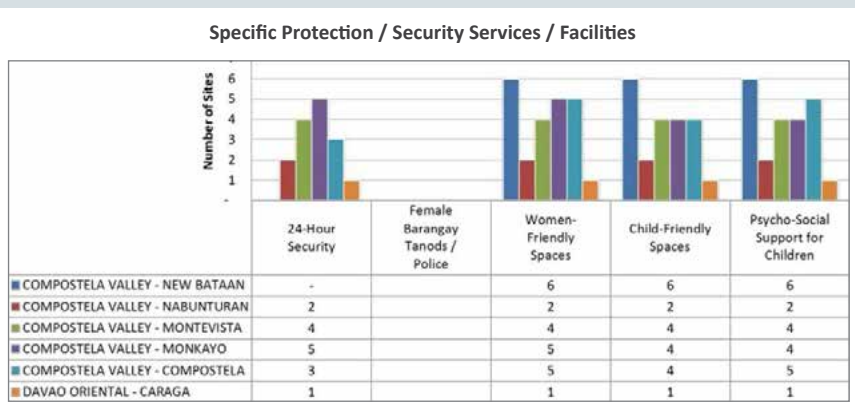
The CCCM Cluster hired camp managers and municipal coordinators as counterparts for DSWD to assist with the DTM. For data collection, trained enumerators visited each site, and collected data from camp managers.

In early responses, the DTM was collected on paper and aggregated in excel sheets. During the Bopha response, both paper forms and smartphones were used for data collection. These were connected to a data server and mapping applications through the usage of smartphones. Narrative reports were then produced with these data.

During these crises, the CCCM Cluster provided DTM trainings, as well as camp management trainings, for

### The Displacement Tracking Matrix (DTM)

The Displacement Tracking Matrix (DTM) is composed by tools and processes designed and developed to track and monitor population displacement during crises. DTM is designed to regularly capture, process, and disseminate various layers of information to provide a better understanding of the evolving needs of a displaced population, on site or en route.



An example of DTM data produced in the Bopha response

national and regional staff of DSWD, and adapted data collection tools for displaced people in various conditions. Particularly, feedback from field officers in different sectors contributed to the improvement of DTM forms.

Further, on occasions the Cluster found that DTM figures did not match the government's Disaster Response and Operations Management Center (DROMIC) data, due to shortages of DROMIC staff on the ground to update statistics, DTM enumerators were integrated into the local DROMIC structure to ensure that the information produced was based on DTM data, thereby improving the quality and accuracy of the DROMIC's report on the displacement situation.



CCCM staff conducting a DTM interview with a health volunteer in an evacuation center in New Bataan, Compostela Valley. 2012 / IOM Philippines

### Lessons

- Due to complex movements of affected persons, **data fluctuated continuously**. For example DTM data was already outdated and no longer relevant when cluster meetings were held a week after the initial data collection. It was a challenge to always have an up-to-date record and the ability to capture and present up-to-date figures for the meetings was required. Despite some limitations in data collection, the data provided a solid basis on which to base the response. It was found that **the quality of the assessment was primarily determined by the standard of questionnaire forms**, rather than by the

capability of the field enumerators. Hence it is important to establish good forms which enable the collection of accurate and relevant data.

- **The questions on the form were developed in consultation with other clusters and national authorities**, which ensured that the questionnaires collected data relevant to the current situation on the ground, and provided information regarding the informed provision of assistance.
- **A greater standardization of questions and choices** make it easier for the DTM to be rolled out.



Days after Typhoon Bopha left the Philippines, the scale of destruction only become clear with tens of thousands homeless. A scene behind the municipal hall of Cateel, Davao Oriental, 2012 / Billy Jamisolamin / IOM



The overall goal of the CCCM Cluster is to improve living conditions of displaced persons. It does this by facilitating the effective provision of protection and services in camps and camp-like settings, advocating for durable solutions and ensuring organized closure and phase-out of camps.



## Case 10 Thailand **Strengthening preparedness and collective center management**

### Keywords

- Capacity building
- Collective centers
- Coordination
- Disaster risk reduction
- Improving standards
- Local adaptation
- National authorities
- Preparedness
- Urban area



### Displacement Data

**Country:** Thailand

**Cause of displacement:** Flood

**Disaster date:** 2011 – 2012

**Collective centers activated:** 2,600

**People affected:** 13.57 million

**People displaced:** 1.3 million

**Estimated total damage:** USD 46.5 billion

### Project Data

**Locations:** 66 provinces

**Direct beneficiaries:** 400 national authority officials

**CCCM cluster:** Not activated



Flooded street in Phutthamonthon district, Nakhon Pathom Province, where relief items were distributed by CCCM. Flooding in Thailand caused large-scale displacement. 2011 / IOM Thailand

### Context

In 2011, Thailand was hit by the worst flooding it has experienced in over 50 years. The compounding effects of extreme weather events overwhelmed all water management systems, and one fifth of the country was inundated. The flood waters spread all the way from Ayutthaya to Bangkok. The CCCM Cluster assisted in the procurement of food and non-food items (NFIs). At a later stage in the disaster response, CCCM also provided capacity building trainings to strengthen the competencies of the Thai authorities in preparedness, mitigation, and collective center management. This case study focuses on the second stage of the response. The trainings were successful and prompted further requests for capacity building from the national authorities. CCCM also created short video clips to promote better collective center coordination and management among local and national authorities, and communities.

## Background

Thailand regularly experiences floods, but the flooding from July 2011 to January 2012 was considered the worst in over half a century. Since then, the government invested more in preparedness and mitigation.

Prior to the 2011 flooding, there were no pre-identified collective centers. Subsequently, the government identified 2,600 official collective centers (schools, temples, sport stadiums, community centers, etc.), but affected families were often hesitant to use these, especially if the collective centers were located far from their homes. Individuals instead opted for creating spontaneous camps or tents along the roadside.

Although collective centers had been identified, registration standards had yet to be established. Additional support was needed to manage and run the centers and concerns were raised related to physical and proprietary security. The scale of displacement challenged national authorities' capacity to coordinate service provision across all relevant departments and ensure systematic collaboration and sharing of information. Resources were available but due to flooding, access to affected populations was limited.

## Challenges

The scale of the flooding was unexpected. As of January 2012, the floods were estimated to have claimed 815 lives. Over 13 million people were affected, 10% of whom became displaced. Nine months later, Bangkok was becoming threatened by additional floodwaters. Levies and water canals were compromised and approximately 60% of the metropolitan area was under water. There was an urgent need to procure and distribute relief items and to provide technical support through trainings.

The CCCM Cluster was not formally activated, and there was no international assistance request by the Royal Thai Government. However, assistance was welcomed in line with the identified needs and gaps. The Department for Disaster Prevention and Mitigation (DDPM) requested the CCCM lead agency's support in procuring relief items, including food and NFIs (such as boats, water pumps and generators). When relief items no longer needed to be procured, it was decided that efforts should shift to CCCM capacity building.

## Capacity building

Initially, a high level CCCM training workshop in English was organized for senior national authority officials. Provincial authorities and civil society partners benefited from further capacity building projects in Thai which, at the request of the national authorities, followed the high-level workshop.

The aim of CCCM trainings was to develop a shared understanding among the partners in the CCCM sector regarding the respective roles and responsibilities of the camp management agency, camp coordination agency, and camp authorities in collective centers. The trainings also aimed to raise awareness of international protection and assistance principles, approaches, and standards, and to build competence in using CCCM guidelines and tools. The CCCM capacity building efforts sought to address previous shortcomings in collective center management, information sharing, and protection by increasing national authorities' disaster preparedness and coordination capacity.

Based on the CCCM Camp Management Toolkit, a Collective Center Guideline and a Collective Center

Checklist were translated into Thai. 5,000 copies of each were provided to DDPM for distribution to relevant agencies and actors, such as schools, temples, and community leaders. Training sessions incorporated Thai translations of the Guiding Principles on Internal Displacement and the Sphere Handbook.

CCCM capacity building trainings were conducted in Bangkok as well as in key flood-affected provinces. Sessions were attended by a wide range of senior officials and other relevant actors from DDPM, the Department of Social Development & Welfare, the Thai Red Cross, the Ministry of Public Health, the Ministry of Education, the Bangkok Administration, as well as the departments of local and provincial authorities. Selected participants then went on a Training of Trainers course



*The first CCCM training of Trainers (ToT) in Thailand was conducted for 43 selected national authorities. 2013 / IOM Thailand*

and subsequently conducted roll-out trainings in the provinces with CCCM staff in a support and mentoring role.

In March 2012, a collective center co-ordination and management orientation, and a CCCM Training were held. The training consolidated the lessons learned in past collective center responses, while establishing goals for improvements among national stakeholders contributing to national contingency planning. Capacity building also included sessions on volunteer mobilization and training, efficient relief item distribution and an action plan for collective center response in urban setting. There was a particular focus on coordination, information management, and community involvement.

**Capacity building efforts showed key results, such as:**

- Authorities organizing simulations about living in collective centers, involving various branches of government, such as the Department of Social Development & Welfare, the DDPM, the Department for Public Health, schools, temples, and the community.
- The DDPM hosting an information booth about CCCM at Bangkok’s Annual Water Management Conference, which showcased the Collective Center Guidelines.
- Thai authorities utilizing the translated Collective Center Guidelines by distributing them to provincial DDPM offices, schools, and local authorities. The guidelines were incorporated as part of DDPM’s training and capacity building materials.
- The Royal Thai Army invited the Cluster to hold a lecture and training session. The army also asked for feedback on the plans they developed



for hosting livestock and pets during flooding.

Three capacity building trainings strengthened coordination between different actors involved in disaster preparedness and mitigation. For example, DDPM has worked in collaboration with the Ministry of Social Development and Human Security to pre-identify collective centers. Further requests for capacity building have come from the national authorities themselves, prompted by the high level trainings conducted in the aftermath of the 2012 flood, and training programmes are ongoing.

**Video initiative**

CCCM also supported the development of public information campaign material. As part of the capacity building towards resilience project, which was developed in collaboration with DDPM and national authorities, CCCM created a Collective Center Guidelines infomercial. This short video clip illustrates the importance of good management and collaboration in collective centers during floods and other natural disasters. The video

highlights the importance of preparedness and a clear division of roles and responsibilities among the various actors involved – local and national authorities, volunteers, and communities. The two key slogans transmitted are “If we are prepared, we will not be scared” and “Preparedness before disasters is capacity to manage after disasters”.

During a follow-up project in 2013, a second video was developed. Entitled “Thailand: Introduction to collective center coordination and management”, this video offers a training tool which highlights in two minutes the services, concepts and roles within a collective center.

The videos are currently used in trainings conducted by DDPM’s Academy. They will also be used by national authorities at times when natural disasters lead to displacement. The plan is to broadcast the videos as public information and to distribute them via social media. Internet coverage within Thailand is good and it is expected that as an emergency begins the videos will be replayed and posted in numerous locations.



Video promoting better collective center coordination and management

## Achievements

- Shifting funds originally determined for food and NFI/ distributions (but arriving at a time when they were no longer needed for this purpose) to capacity building allowed CCCM to enhance national authorities' disaster preparedness and mitigation strategy.
- Capacity building efforts showed concrete results with the development of a second project on CCCM. The senior officials who attended the first workshops came together and wrote a letter of support for a long-term CCCM project involving additional training. The second project was to develop a training course at the Disaster Prevention and Mitigation Academy to embed CCCM courses in the national authority's own training institution.
- The video initiative offers an innovative and simple training tool for increasing disaster preparedness among communities, volunteers, and local and national authorities. This tool fosters national ownership and long-term sustainability of activities.

## Lessons

- Capacity building efforts could be further improved by **targeting a wider range of government departments.**
- **Local community leaders** (including school principals and hospital/village/university leaders) and provincial authorities **should be involved in capacity building efforts** as they are the main implementers of collective center management.
- It is necessary to **translate and adapt training materials to the local context and language**, but doing so is challenging and time-consuming. Ideally a translator who knows both the language and the subject is needed.
- In order to have an impact, **guidance needs to be launched through workshops, meetings, and other media**, not just distributed by e-mail.



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## Case 11 **Uganda** Camp closure

### Keywords

- Camp closure
- Environment
- Handover to national authorities
- Host community
- Local Governance Structures
- Phase-out



### Displacement Data

**Country:** Uganda

**Cause of displacement:** Internal Civil Conflict

**Conflict date:** 1988-2006 Northern Uganda

**People displaced:** 1.8 million at peak (IDPs); 466,000 in Lango Sub-Region (2005 IDMC)

**Project locations:** Northern Uganda (Lira, Gulu, Kitgum, Pader Districts)

**CCCM Cluster:** Activated

**Case study focus:** Lango Sub-Region



*In the Itubara camp Oyam, Uganda IDPs are knocking down homes before leaving, December 2007 / E. Denholm / UNHCR*

### Context

In 2005, the Cluster Approach was rolled out in Northern Uganda as a pilot project for Humanitarian Reform. The Lord's Resistance Army (LRA) started to displace populations in 1988; the displacement accelerated in the mid-90s, and peaked in 2005, leaving 1.8 million displaced (90% of the population). Following the signing of the 2006 Cessation of Hostilities Agreement, security improved and the government lifted its restriction on freedom of movement, enabling the majority of IDPs to return home. The CCCM sector was initially rolled out as a branch of the Protection Cluster. CCCM was initiated just after the peak displacement and, after 6 months, shifted its focus to camp closure and phase-out activities.

The spontaneous return process commenced in the Lango Sub Region when approximately 466,000 IDPs, residing in 40 recognized camps, started to return home. Given that the population tended to reside within a 10 km radius of the camps, the process was initially pendular. Male family members were returning to their original homes to re-establish shelters and plant crops, while other family members remained in the camps to attend school and receive humanitarian assistance. The return process accelerated further as roads were rehabilitated, thatching grass matured and students completed their academic year.

The rapid return process caught the humanitarian community off guard. The host community wished to reclaim their land for agricultural purposes, but found it littered with derelict shelters, open pit latrines and infrastructure with no clear ownership. Protection risks also increased as empty huts were reported to be used by perpetrators of sexual violence, thieves, and criminals; children also used them as latrines which directly increased the potential for epidemics.

The CCCM Cluster was tasked to develop and pilot a camp phase-out and closure program, which was later used as the flagship model for the rest of Northern Uganda and is the basis for this case study.

## Key features of the initiative

- **Criteria for closure:** Camp phase-out and closure activities were initiated after a government/humanitarian team, called the Camp Phase-out Committee (CPC) had assessed that 50% of the camp population had left.
- **Project leadership:** The project was conducted almost exclusively by national authorities in partnership with the CCCM Cluster. Project implementation was through three camp management implementing partners in conjunction with the host and beneficiary communities. Other clusters were involved as necessary to perform specialized rehabilitation, such as closing boreholes.
- **Attracting funding:** An initial pilot project was conducted in a single camp and a specific multi-donor field mission was organized, comparing a rehabilitated former camp to an untouched one. This illustrated the positive benefits of the initiative. This resulted in funding to rehabilitate the remaining 39 camps in the Lira District.

## Actions Taken

- **Identification of camps selected for phase-out and closure:** A threshold of a 50% of population departure was used to raise the discussion on camp phase-out and closure. A mixed committee of national officials and humanitarian actors determined whether a camp should be officially closed and if phase-out activities should be initiated.
- **Camp-level participatory assessments, preparation and planning:** Using an age, gender, diversity, mainstreaming methodology, multiple meetings were conducted with representatives of host communities, local authorities and residual IDP population. This happened in consultation with the humanitarian community to identify gaps and priorities in site rehabilitation.
- **Primary camp clean-up:** Including knocking down partial and remaining shelters, disabling and backfilling pit latrines and garbage pits, and conducting overall cleaning and levelling of the site.
- **Secondary specific rehabilitation:** Additional activities were prioritized



*Residents in the Itubarya camp conduct camp-phase out activities in preparation to return home. December 2007 / E. Denholm / UNHCR*

by the host community, including infrastructure rehabilitation, tree planting, and erosion mitigation.

- **Official handover of NGO infrastructure to local authorities:** This included liaising with NGOs that had installed infrastructure and since left with no clear handover guidance.

## Complementary projects

- **Viable community project:** A former strategically located camp that had the potential to become a commercial trading hub received additional funding to be transformed into a 'viable community' as an early recovery activity to support national Peace and Recovery Development Plans. This included livelihood activities and rehabilitation of market infrastructure.
- **Hut construction for persons with specific needs:** Vulnerable individu-

als without means to construct huts in return areas received additional support for shelter construction.

- **Consolidation –** Residual families unable or unwilling to return and unable to rent land in the former camps were relocated to shelters within a consolidated area. The original landowners awaited solutions that would return their land and better ensure their protection.

## Challenges

- **Late arrival of CCCM sector partners and late activation of the cluster:** Return movements were already underway when the CCCM Cluster lead agency and three CM partners initiated their program, creating a reactive rather than proactive response. The late arrival also caused considerable challenges with regards to respecting standards,



*A group of displaced people with special needs have received support through a UNHCR shelter programme October 2008 / M. Odokonyero / UNHCR*

scattered burial plots, and coherence of handing over infrastructure constructed by NGOs that had left.

- **Initial lack of national policy on phase-out and closure:** Lack of clear national-level guidance proved challenging as the operation needed to be explained, clarified and negotiated with local authorities.
- **Weak links with early recovery:** There were insufficient and poorly timed linkages made to development activities to support urbanization trends for those IDPs who had no intention of returning to areas of origin.
- **Compensation mechanisms changed mid project:** Initially a food-for-work scheme in collaboration with a food agency was negotiated to compensate for the manual labor involved in the decommissioning of huts and latrines. A new flooding emergency required alternative resources and subsequently caused challenges in approving equivalent cash values.

- **Sustainability of durable solutions for locally integrated persons with specific needs:** Continued support to persons with specific needs remaining in former camps was questionable in the long term, in particular hosts revoked their right to remain in the future. Monitoring this situation could only continue while funding allowed.

- **Unique infrastructure challenges:** Each camp faced unique challenges, such as infrastructure at risk of collapse, large concrete pit latrines requiring demolition and removal, etc. These posed risks and needed to be addressed individually, yet were not identified by the community for rehabilitative action.

### Key Successes

- **Funding was raised** to successfully phase out and close all camps in the Lango Sub Region by the end of 2008.
- **Development of national camp phase-out guidelines:** After the success of the Lango Camp Closure exercise, the Office of the Prime Minister, with the support of the

CCCM Cluster, issued national level official instructions on camp phase-out and closure to guide camp closure and rehabilitation in other districts in Northern Uganda. Having a national level guidance greatly simplified dialogue with local leaders in the rest of Northern Uganda.

- **Adoption of the Lango model in the rest of Northern Uganda:** The cluster was actively involved in the definition of camp phase-out guidelines, drawing on the experiences of the Lango model. These guidelines and related tools (e.g. hut demolition guidelines, camp phase-out assessment guiding tool, guidelines for camp cleaning activities) were then further developed and adopted in cooperation with individual districts.

- **Handover of camp closure activities to national authorities:** With accelerated return by the end of 2008, the CCCM Cluster merged again with the Protection Cluster. Camp closure and phase-out activities were formally handed over to government-led technical camp phase-out committees.



Returned IDPs, waiting while a UN team carries out an early recovery assessment. 2006 / H. Coussidis / UNHCR

## Lessons

- **Develop national, regional, and camp level camp phase-out and closure strategies at the beginning of the camp management cycle:** Identifying which government bodies and humanitarian agencies led the camp closure and phase-out processes, and who was responsible for what, where, and when. The process of developing and updating these strategies was as important as the documents themselves and needs to be prioritized as early as possible.
- Agencies with overall responsibilities for camps needed to conduct activities to simplify eventual camp closure and rehabilitation throughout the camp management cycle, especially:
  - **Mainstreaming environmental management** with an emphasis on timely management of erosion, gully formation, deforestation and the disposal of batteries and hazardous material;
  - **Ensuring infrastructure ownership** and eventual **handover arrangements** are established;
  - **Demarcating specific public areas** for burial plots as soon as possible.
- **Advocate for early and clear national policies** on camps situated on private land, criteria for return, and potential compensation to landowners. Establishing this early provides clear guidance, and avoids forced evictions.
- **Signal a shift in leadership from humanitarian actors to local governance structures.** A formal planned event indicating the change in responsibility back to local authorities avoided confusion and sent a clear message with regards to the end of emergency programming.
- **Advocate for other clusters to have contingency funding for closure activities.** In Lango, the majority of phase-out activities were performed through funding sourced directly by the CCCM Cluster lead agency; CCCM needed to advocate for additional support from other clusters early on, in order to not be left as the last cluster responsible for all sectors in the camps.



Formerly displaced children attend class underneath a tree, as classroom spacing is inadequate and has remained a key challenge. May 2008 / M. Odokonyero / UNHCR



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## Case 12 Yemen Working with IDPs outside of camps

### Keywords

- Communication with communities
- Community centers
- Host community
- Displaced population outside camps
- Inter-cluster coordination
- Local capacities
- National authorities
- Protection



### Displacement Data

**Country:** Yemen

**Cause of displacement:** Conflict

**Conflict Date:** 2004-present

**People displaced:** 365,000 (2013)

### Project Data

**Locations:** Sana'a, Haradh, Sa'ada, Amran, Aden

**Duration:** 2009-present (Dec 2013)



Mazrak IDP camp 40 km north of the border town of Harad. The majority of the displaced live outside the ten designated IDP camps. November 2010 / Hugh Macleoud / UNHCR

### Context

Since 2004, Yemen has experienced numerous civil conflicts, which have led to massive internal displacement. Although a cease-fire was agreed in 2010, there were violent clashes which caused new displacements in 2011 and 2012. As of December 2013, Yemen had approximately 365,000 IDPs, with the majority residing in Haradh, Amran, Al-Jawf, Sa'ada, Aden, Abyan, Lahj, Hadrामout, Shabwa, Taiz, Al Baydah and Sana'a.

At the onset of the conflict in 2010, the government sought to establish camps to manage the displacement situation. However, due to pastoral land rights and the complexity of land acquisition, this was not a viable option. The cluster lead agency worked with the national authorities to divide tasks and assign responsibilities. This included a Terms of Reference for the 'Executive Unit' (the government entity with responsibility for IDPs), which detailed a general response to IDPs in camps. However, in Yemen it is not common to live in close proximity with others who are not immediate family members. Therefore, even though official IDP camps were established, the majority of IDPs (90%) actually resided outside of camps. Consequently, the cluster lead agency advocated that the Executive Unit, collaborating with key stakeholders, expand its mandate to respond to IDPs out of camps.

The cluster lead agency's established refugee activities (used prior to cluster activation), were utilized and adapted to work with IDPs outside camps. In particular mobile legal clinics were referenced and served as the basis for creating IDP community centers in areas with limited humanitarian access. The cluster lead agency subsequently initiated the IDP community center project in cooperation with national NGOs and national authorities to better respond to the needs of IDPs outside camps.

## Actions Taken

- **Strengthened the capacity building of local NGOs already working with IDPs outside camps.** In 2008 (prior to cluster activation), the CCCM Cluster lead agency in collaboration with an NGO, established an information and counselling center to assist IDPs' in accessing information, legal aid, social support, and material assistance. The NGO trained 80 adults and youths in basic life skills and provided grants in the form of start-up kits to create their own small-scale businesses. The concept for the centers started in Sa'ada as an information and counselling center, and was later transformed into a community center.
- **Supported local organizations to develop IDP community centers in key regions.** In 2009, an IDP community center was established and run by an NGO in Amran and the following year the NGO set up another center in Sa'ada. Two other centers were founded in 2010 by two local organizations. A fifth center was created by an international organization in 2011 in Aden.
- **Utilized outreach mobile programmes** in Amran and Sa'ada to access remote areas far from the community centers. The mobile outreach activities were part of the community centers and were used to follow-up cases, distribute information, and identify persons with



*Meeting with key IDPs representatives*

specific needs. The mobile programmes were also utilized to assess IDP locations outside camps.

- **Facilitated the dissemination of vital information among stakeholders** (National authorities, humanitarian community, NGOs, development actors, beneficiaries, host community). The centers captured relevant data on IDPs, maintained individual records, and were a useful source of information for key stakeholders especially for a more holistic programming response.
- **Encouraged the multi-functionality of the centers.** IDPs frequently

used the community centers as a meeting point to engage with other IDPs. Services such as recreation and sports activities for youth, child friendly spaces, women's groups, and entrepreneurial opportunities were also offered. Additionally, humanitarian actors used the centers as distribution points for NFIs and food items.

- **Provided financial and technical assistance** to the IDP community centers.

## Challenges

- **Access** to IDPs in tribal regions was and remains an issue for International NGOs and UN agencies.
- **Limited resources**, which have restricted implementing a holistic strategic response.
- **Lack of sufficient IDP data** to distinguish the host community from IDP population.
- **Participation of the host community** was not sufficiently addressed in cluster meetings.
- **Unable to provide individualized support to all those in need.** Due to the general situation in Yemen, most host communities were just as vulnerable as the IDPs. With all community members requesting assistance it proved difficult to solely target IDPs and address their individual needs.



*IDP Community Center run by Islamic Relief in Sa'ada. IDPs from far and near visited to access information and assistance*



Inter-agency assessment of IDP location in Malahet District, Sa'ada Governorate



IDPs who fled Sa'ada to Amran and are receiving NFI assistance

## Successes

- **The CCCM Cluster developed strong relationships with local Sheikhs and local community-based organizations, especially in areas with limited access.** Per the recommendation from a 2010 Mission Report, the cluster utilized existing community governance structures (i.e. religious and tribal leaders) in areas where it was not logistically feasible to access IDPs. In coordination with local community-based organizations, the cluster held capacity building exercises to train local humanitarian workers on assistance delivery based on humanitarian principles. In collaboration with CCCM practitioners, the community-based organizations and local Sheikhs provided key services to IDPs in remote regions while monitoring and evaluation was conducted by national staff.
- **The community centers were seen by the cluster and national authorities as the best tool to properly assess the needs of dispersed IDPs,** and the only viable way to provide critical resources to beneficiaries. The Executive Unit used the centers for sharing information, conducting the registration of IDPs, as a meeting location, and for delivering assistance. The CCCM Cluster was actively involved in gathering and distributing information at the centers. In partnership with local organizations and other clusters, other services such as psycho-social support, legal advice, and counseling were provided.
- **The cluster lead agency built a strong relationship with the government** and advocated for the need to work with IDPs out of camps.
- **Good inter-cluster coordination** due to the collaborative nature of the operation and cross-cutting factors, agencies worked together to optimize assistance to IDPs.
- **Committee systems and key focus group discussions** were established and occurred regularly.
- **The Protection Cluster's community-based protection networks** were a useful tool for providing key services to beneficiaries and accessing IDPs outside of camps.
- **The CCCM Cluster's advocacy for quick impact projects and income generating activities** to provide immediate relief. This fostered peaceful co-existence between IDPs, returnees, as well as the hosting and affected-communities, as it minimized hostilities, maintained harmonious relations and promoted awareness-raising on the situation of IDPs.

## Lessons

- **The humanitarian response to IDPs outside camps was a collective responsibility** among the clusters to ensure all needs are addressed.
- **Outside agencies viewed the IDP community centers as a useful tool.** A more individualized approach to IDPs was used and joint service deliveries were carried out.
- **Lobbying facilitated by the clusters** could lead to the development of national IDP policies and strategies.
- **The CCCM Cluster required the necessary resources** to effectively assume their role as the “provider of last resort” to fill the gaps of humanitarian assistance and relief.



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### General

Camp Management Toolkit

Available Online: <http://www.globalccmcluster.org/tools-and-guidance/publications/camp-management-toolkit>

CCCM Cluster Coordination Guidelines and Toolkit

Available Online: <http://www.globalccmcluster.org/news/cccm-guide-guidelines-increases-level-field-support>

Collective Centre Guidelines

Available Online: <http://www.globalccmcluster.org/tools-and-guidance/publications/collective-centre-guidelines> The

Sphere Project

Available Online: <http://www.sphereproject.org>

Toolkit for National Authorities

Available on the Global CCCM Cluster website ([www.globalccmcluster.org](http://www.globalccmcluster.org)) from April 2014

### Colombia

MANUAL DE INTRODUCCIÓN A LA GESTIÓN DE ALOJAMIENTOS TEMPORALES

Available Online: [http://publications.iom.int/bookstore/index.php?main\\_page=product\\_info&cPath=47&products\\_id=969](http://publications.iom.int/bookstore/index.php?main_page=product_info&cPath=47&products_id=969)

### Haiti

E-Shelter & CCCM Cluster Haiti - From Camps to Communities

<http://www.eshelter-cccmhaiti.info/jl/index.php>

Helping Families, Closing Camps - Using Rental Support Cash Grants and Other Housing Solutions to End Displacement in Camps

Available Online: [http://www.eshelter-cccmhaiti.info/jl/pdf/Helping\\_Families\\_Closing\\_Camps2.pdf](http://www.eshelter-cccmhaiti.info/jl/pdf/Helping_Families_Closing_Camps2.pdf)

Voice of the Voiceless

Available Online: <http://haiti.iom.int/flipbook2/index.php>

### Kenya

KENYA: No durable solutions for internally displaced yet: A profile of the internal displacement situation, NRC/IDMC, 23 December 2008

Available Online: [http://www.internal-displacement.org/8025708F004BE3B1/\(httpInfoFiles\)/AB0DBF9A3CBF8DA1C125752800345935/\\$file/Kenya%20-%20December%202008.pdf](http://www.internal-displacement.org/8025708F004BE3B1/(httpInfoFiles)/AB0DBF9A3CBF8DA1C125752800345935/$file/Kenya%20-%20December%202008.pdf)

Kenya Emergency Response Plan Revision Consolidated Appeal Process 2008

Available Online: <http://www.unocha.org/cap/appeals/kenya-emergency-humanitarian-response-plan-2008>

Lessons learned from UNHCR'S emergency operation for internally displaced persons in Kenya

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES, DIVISION OF OPERATIONAL SERVICES (DOS) AND DIVISION OF INTERNATIONAL PROTECTION SERVICES (DIPS)

Khassim Diagne, IDP Advisory Team; Atle Solberg, Division of International Protection Services. PDES/2008/06 September 2008

## **Myanmar**

Rakhine and Kachin Emergency Response - ShelterCluster.org

<https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-campprofiling.aspx>

## **Namibia**

Camp Coordination and Camp Management Capacity Building Programme

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

## **Pakistan**

Final Data from the Tent-to-Tent Survey, Jalojai Statistics, August 2013. Tent Calculations from Jalojai Camp, August 2013.

## **Philippines**

DTM - CCCM Philippines

<http://cccphilippines.iom.int/dtm-main>

Typhoon Bopha Response: Displacement Tracking Matrix (DTM) Report, 14 December 2012

<http://reliefweb.int/report/philippines/typhoon-bopha-response-displacement-tracking-matrix-dtm-report-14-december-2012>

Coordinating Assistance to Transitional Sites in the Philippines

<http://www.globalccmcluster.org/news/coordinating-assistance-transitional-sites-philippines>

## **Thailand**

Collective Centre Guidelines Infomercial (Thai with English sub-title)

[www.youtube.com/watch?v=hrdIEddLahl](http://www.youtube.com/watch?v=hrdIEddLahl)

Introduction to Collective Centre Coordination and Management

[www.youtube.com/watch?v=LM7qetRaTKQ](http://www.youtube.com/watch?v=LM7qetRaTKQ)

## **Yemen**

CCCM/Emergency Shelter/NFIs Strategic Framework Updated April 2011

Council of the Ministers' Resolution No. (38) for the year of 2012 Concerning Addressing Situations of the Internally Displaced Persons, IDPs 22nd April, 2012

Prime Minister's Decree No. 454 for the year 2009 to establish an Operational Unit for the camps of displaced people. December 27th 2009.



For more information about CCCM, please visit our website:

[www.globalccmcluster.org](http://www.globalccmcluster.org)

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The overall goal of the CCCM Cluster is to improve living conditions of displaced persons. It does this by facilitating the effective provision of protection and services in camps and camp-like settings, advocating for durable solutions and ensuring organized closure and phase-out of camps.