

CAMP COORDINATION
AND CAMP MANAGEMENT

GLOBAL CCCM CLUSTER ANNUAL RETREAT 2013



Ecumenical Centre, 150 Route de Ferney, 1211 Geneva, Switzerland

Retreat Report

November 4th & 5th 2013

Global CCCM Cluster Annual Retreat 2013

1. Introduction

The Global CCCM Retreat is an annual event that takes place in the last quarter of the year in Geneva. The retreat is an important forum of the Cluster. It brings together CCCM focal persons from the field, CCCM Global Cluster partners, NGOs, Donors, and Government Missions to the UN to deliberate on key CCCM issues and come up with concrete action for the following year and beyond. The 2013 retreat was a strategizing experience sharing as well as a learning event. It built on the discussion and outcomes of the previous year's retreat, discussed new developments, challenges and how to address them in relation to the Cluster's strategic and operational priorities for 2014. The retreat was largely a field-driven event, featuring themes identified in consultation with field operations through a survey carried out in August 2013. More than 100 participants took part in the retreat, nearly double the previous year.

1.1. Attendees

Organisations, Governments and Missions:

Danish Refugee Council (DRC), European Community Humanitarian Office (ECHO), European Union Delegation in Geneva, Government of Nigeria, Government of Pakistan, Internal Displacement Monitoring Centre (IDMC), International Federation of Red Cross and Red Crescent Societies (IFRC), InterAction, International Organization for Migration (IOM), INTERSOS, Joint IDP Profiling Service (JIPS), Lutheran World Federation (LWF), Norwegian Refugee Council (NRC), Office for the Coordination of Humanitarian Affairs (OCHA), Permanent Mission of Belgium to UN in Geneva, Permanent Mission of Estonia to UN in Geneva, Permanent Mission of Greece to UN in Geneva, Permanent Mission of Japan to UN in Geneva, Permanent Mission of Latvia to UN in Geneva, Permanent Mission of Netherlands to UN in Geneva, Permanent Mission of Romania to UN in Geneva, Permanent Mission of Switzerland to UN in Geneva, Première Urgence - Aide Médicale Internationale (PU-AMI), Reach Initiative, RedR UK, Refugee International, Shelter Centre, United Kingdom Department for International Development (DFID), United Nations Children's Fund (UNICEF), United Nations High Commissioner for Refugees (UNHCR), United Nations Human Settlements Programme (UN-HABITAT), United Nations Office for the Coordination of Humanitarian Affairs (OCHA)

1.2. Field Operations

Botswana, Democratic Republic of Congo (DRC), Haiti, Indonesia, Jordan, Kenya, Lebanon, Mali, Mozambique, Myanmar, Namibia, Nepal, Nigeria, Pakistan, Panama, Philippines, South Sudan, Sudan, Tanzania, Thailand, Yemen, and Zambia.

Organizer: Nyanjagi Ally Senior Policy Officer, UNHCR, and Lorelle Yuen, CCCM Support, IOM

Facilitator: Veit Vogel, Independent Consultant

1.3. Welcome note

Participants were welcomed to the Retreat by Mr. Steven Corliss, Director of the Division of Programme Support and Management (DPSM) at UNHCR and Ms. Jill Helke, Director of the International Cooperation and Partnerships at IOM. Mr. Corliss highlighted the very strong presence of actors from both the global and field level, and the importance of strengthening our linkages and supporting one another, including the CCCM Cluster's relationships with other clusters. Mr. Corliss expressed his contentment with the Retreat's agenda in regards to the collaborative discussions to be held regarding the coordination of refugee and IDP operations. The cluster's work in collaboration with its partner agencies was underlined, particularly in terms of improving its field response through the Rapid Response Team (RRT), developing tools and guidance, the strengthening of the Camp Management Toolkit and improving trainings for field staff and national authorities.

In regards to the agenda for the second day and the cluster's plans for the upcoming coming years, Mr. Corliss emphasized the increasing importance of fostering an integrated approach for issues such as IDPs residing outside of camps. In these settings IDPs are often disconnected from local development, the humanitarian response, and sometimes from the local government, therefore a collaborative and a holistic response is needed especially when working in urban settings.

Ms. Jill Helke of IOM noted the exceptional progress and collaboration that has been made between the two co-leading agencies in preparation for the Annual Retreat. The 2013 Retreat expanded with twenty five country representatives participating. Ms. Helke emphasized the importance of not losing sight of who we as humanitarian actors are ultimately accountable to: the beneficiaries.

Ms. Helke expressed her gratitude to the partner organizations and donors, particularly ECHO, in regards to the progress that has been made over the past 12 months particularly in terms of the ECHO-funded projects and deliverables, notably the CCCM Capacity Roster, the updated Camp Management Toolkit, development of best practices and lessons learned, capacity building of CCCM actors in eleven countries, the CCCM Cluster's Newsletter and the study on outside camp IDPs.

In reference to the wealth of knowledge and experience that was present at the Retreat, with actors from all over the world, Ms. Helke acknowledged the importance of utilizing this forum to thank all those in attendance for their contributions. Concluding remarks highlighted that having both the Annual Retreats of the Shelter Cluster and the Global CCCM Cluster held in correspondence to one another was beneficial for field and global level colleagues.

1.4. Agenda and Global Cluster Lead Update

Kimberly Roberson, Chief of Section for FICSS and Global CCCM Cluster Coordinator at UNHCR, presented a brief overview of the Retreat agenda and its objectives. Ms. Roberson informed the participants that the first day of the Retreat would be retrospective and also introspective, and provides time for open and frank discussions based on the sharing of experiences. The morning market place session would focus on show-casing the work of the various participating field operations, partners, as well as the Global CCCM Cluster, followed by plenary and working groups in the afternoon.

The theme of the second day was the “*CCCM Future and Strategy, 2014 - 2016 and beyond*”. This section of the Retreat addressed the clusters strategic priorities for the coming years through presentations, group work and panel discussions. Participants’ insight was welcomed and requested.

Mr. Nuno Nunes, Global CCCM Cluster Coordinator, IOM, explained that the intrinsic relationship between camp management and capacity building remains a central corner stone to CCCM operations. Mr. Nunes explained that the relationship continues to evolve, noting a recent change to provide training to national authorities as well as NGOs.

2. Day 1: Sharing Experiences

2.1. Marketplace: CCCM 2013 Updates

The objective of market place session was to provide an opportunity for participants to introduce themselves, learn from each other’s operations and experiences, and explore different approaches among the varying country-specific programs.

During the Marketplace session CCCM field actors and partner organisations set up a “stall” to present updates on their respective activities, achievements, specific operational challenges as well as priorities for 2014. The marketplace provided an opportunity for presentations and discussions on recent developments in the field and at headquarters, with the ultimate goal of learning from one another’s best practices. Specific stalls were also dedicated to show-case the CCCM Tools and Website, the CM Toolkit updates, and the Capacity Building and Training activities. *Refer to annex “A” (Field Updates) at the end of this report for more details on the work presented in this session.*

2.2. Prepare Authorities and Ourselves for Improved Response

This session was a combination of plenary sessions and working groups to discuss key topics concerning improvement of CCCM preparedness and response.

2.2.1. Disaster Risk Reduction (DRR): Natural Disasters and International Efforts in Mainstreaming DRR in Global Agendas

(Mr. Shinobu Yamaguchi, First Secretary to the Permanent Mission of Japan to the UN in Geneva)

KEY MESSAGES:

- ***There is need for more investment in DRR.***
- ***Work with partners to ensure the HFA2 focuses on local implementation.***
- ***Multi-sectoral engagement in the international framework on DRR is crucial.***
- ***The CCCM Cluster has the opportunity to engage with a wide range of actors (national authorities, civil society, and private sector) to implement DRR capacity building projects and preparedness strategies.***
- ***Increase multi-stakeholder participation at the 3rd World Conference in Sendai.***

This was the first time that the topic of Disaster Risk Reduction (DRR) was broadly presented at the Global CCCM Cluster Retreat and by a donor. The session provided an overview of natural disasters and DRR. It focused on Natural Disasters and Disaster Risk Reduction; the international framework on DRR; Japan's preparedness strategy; links to climate change; issues for the future; and suggestions on how the CCCM Cluster can engage with national authorities in this area of expertise.

Over the past several decades the death toll from natural disasters has been decreasing yet the economic loss is drastically increasing. Furthermore, the impact of natural disasters is having a disproportionate effect on the developing world as more than 70% of disasters affect middle and low income countries and approximately 90% of the victims are from developing countries. This point is critical as it is common knowledge that natural disasters negatively impact a country's ability to sustainably develop. Investing in DRR is thus critical for disaster prone countries and regions such as The Philippines, Central American and Caribbean nations and others.

In the DRR field, the Hyogo Framework for Action 2005-2015 (HFA) is known as the body which governs the international and national DRR structures. The strategic goals of (HFA) are the following: 1. Governments prioritize DRR and integrate DRR into sustainable development policies and programmes; 2. Strengthen institutional mechanisms to build capacity and resilience to hazards; 3. Incorporate DRR as part of a preparedness, relief and recovery strategy.

The forthcoming framework (HFA2) should build from the HFA platform, promote an integrated approach, strengthen capacity, and foster multi-stakeholder engagement with private sectors, civil society, and especially communities. Insufficient investment in DRR is a critical issue for the future as only 2% of money allocated to development assistance from 1980-2009 was directly applied to DRR as the majority of resources are diverted to humanitarian emergencies rather than reconstruction and DRR. Consequently, greater investment and engagement from the private sector is needed to ensure governments are not the only participating stakeholder. Citing the example of Japan, Mr Yamaguchi explained that investment in DRR has proved to reduce the loss of development and the economic impact of a natural disaster. *After the Ise-wan Typhoon in 1960, Japan's DRR methodology shifted from a response to prevention and preparedness strategy. This change directly resulted in a reduced number of casualties from Japan's subsequent natural disasters.*

Considering that the CCCM Cluster works in countries impacted by natural disasters and thus has a great role to play, the opportunity and the need to engage in DRR related activities with national authorities, civil society and the private sector is huge. Capacity building and DRR preparedness programs should become a clear priority for the Cluster. These programs should be streamlined throughout the cluster's training modules, activities and documents.

Further to the presentation, a working group on "Disaster Risk Reduction: partnerships and research to increase awareness" provided an opportunity to continue the dialogue from the operational standpoint and discuss partnerships and research opportunities to increase awareness among governments on CCCM-related issues and disaster preparedness planning.

Recommendations and follow-up action:

1. Upcoming opportunities for the CCCM Cluster to potentially engage with:
 - **March 2015:** Agreement on new framework after HFA at the 3rd UN World Conference on DRR in Sendai.
 - **Fall 2015:** Agreement on Post-2015 Development Agenda
 - **2016:** World Humanitarian Summit
2. In the CCCM Cluster, DRR is structured under the emergency/response phase rather than the prevention phase. Developing a stronger DRR component within the Cluster should be a priority.
3. Include a module on DRR in the CCCM Cluster training package.
4. Terminologies should be augmented, for instance, by placing greater emphasis on evacuation centers and open-spaces rather than camps as governments tend to be more accepting of this wording.
5. Pre-identify IDP centers/open-spaces; the development of a guidance note by the Steering Committee to pre-identify evacuation sites/centers would serve as a useful tool.
6. CCCM approaches and experience at the community and camp level can be used to pioneer preparedness initiatives to mitigate risks.

2.2.2. Working with the Government in The Philippines

(Mr. Conrado Navidad, Operations Coordinator - IOM Philippines)

KEY MESSAGES

- ***Invest time to cultivate good relationships with government officials to foster greater cooperation and collaboration in a humanitarian response and mitigate bureaucratic obstacles.***
- ***Where feasible, the cluster should work with the government as an implementing partner and build their capacity. This methodology will foster greater sustainability of CCCM activities.***

The Philippines is a developing country, consisting of over 7,100 islands, and is the third most disaster prone country in the world. In Philippines CCCM activities have been successfully implemented, monitored and evaluated largely due to the close working relationship the Cluster has with the government.

The Government of Philippines has worked in collaboration with the Cluster to: utilize the Evacuation Center Management Guidelines; adopt the application of CCCM principles and SPHERE standards; utilize the Displacement Tracking Monitoring tool (DTM); participate in IDP profiling exercises; support CCCM trainings and simulations, mainstream CCCM workshops; and strengthen their responsibility in Emergency Center management. The Cluster deploys camp managers for short-term assignments (3-6 months) to provide extra capacity to the response; afterwards there is a transition period where the government assumes the responsibility and eventually takes over. This model has proven to be a sustainable approach.

It is critical to highlight that the Philippines is a unique example as not all CCCM operations are able to work in close collaboration with the government. Participants highlighted the fine line humanitarian actors have to walk when working with the government, as it is the Cluster's responsibility to ensure it does not become part of a quasi-governmental entity, especially in conflict settings. Furthermore, it is the role of the Cluster to support national actors so they are better equipped to lead the humanitarian response where feasible.

A Working Group on *"Involving National Authorities in Camp Management and Camp Governance"* provided an opportunity to build from the plenary session and assess why and how it is best to work with governments, highlighting critical issues that can arise.

The group raised the following points and issues:

1. How humanitarian actors and governments can be brought together in situations where the principles and ideas of humanitarian actors are not always agreed upon by governments? Often, it is a challenge to develop a common vision and to ensure that the interests of the people of concern (PoC) are taken into account.
2. While Government engagement and government ownership fosters sustainable program management, the international community is still responsible to ensure the rights and principles of PoC are respected in a government-led response.
3. Roles and responsibilities should be clarified; avoid establishing parallel systems. Several country-specific examples were cited to demonstrate the benefits of involving national authorities:
 - In Zambia (refugee operation), government agencies serve as implementing partners, rather than NGOs. As a result of active involvement, advocacy on phase-out and handover has become easier.
 - In Thailand, finding implementing partners was a challenge, but having the government on board helped the process.
 - In Nigeria, the government is leading IDP response and the CCCM Working Group is chaired by the Government. The Global CCCM Cluster is providing technical support including training.
4. How can the Government be held accountable to ensure obligations are met; where are the boundaries of government involvement? While each situation is context specific, the handover to the government should not happen solely because of limited resources to sustain the programme. Involving the government at an early stage of the humanitarian response can help address many of these issues.

2.2.3. New Challenges in Camp Management – Zataari refugee camp, Jordan

(Mr. Kilian Kleinschmidt, Camp Manager of Zataari camp UNHCR, Jordan)

KEY MESSAGES

- ***Establishing a permanent presence inside a physically vast and largely populated camp is a big challenge. Dividing the camp to create manageable units is essential.***
- ***Fostering dialogue and build relationships among the humanitarian actors, beneficiaries, host community, authorities/security forces, and the private sector is critical.***
- ***In a large camp context comparable to a megacity, as seen with Zataari, services for the camp can and should be provided in the same manner as they are in an urban setting.***
- ***Urban planning initiatives allow beneficiaries to be involved in the management and maintenance of “city/camp” services, thereby making them accountable for the services they use.***
- ***Partnerships ensure new initiatives materialize.***
- ***Keeping beneficiaries accountable for their own lives prevents aid dependence and prepares them for life after war.***

The Zataari camp hosts Syrian refugees with a population of over 100,000 individual Syrian refugees. The camp presents new challenges and solutions for camp management and raises important similarities for camp management in IDP and refugee contexts. Zataari is one of the most publicized refugee camps in the world, with five journalist teams and three delegations visiting daily. The camp has been growing at a rapid rate, with 1,500-2,000 new entries per day and approximately 45,000 PoCs joining each month. The camp has proved quite difficult and complex to manage, with refugees rioting almost on a daily basis. This is despite the achievement of humanitarian SPHERE standards: 25 litres of water per person a day; excellent WASH facilities and food delivery services; expensive tents and containers for shelter; and a functioning health care system among others. Moreover, while the humanitarian actors built a camp, the refugees have built a city comprised of: 2,500 shops, internet cafes, restaurants, and supermarkets built from pre-fabricated containers. There was a transitional move from tents to semi-permanent housing (caravans).

However, refugees still remained frustrated and violent; in brief, something was missing. In April 2013, decisions were made by humanitarian actors to engage with the army to bring some degree of control to the camp. Camp Managers invested time talking to the beneficiaries to assess the central issues at hand. *The team discovered that previously, there had been minimal dialogue, partnerships and/or relationships had never been cultivated between the three fundamental actors: beneficiaries, humanitarians, and the national authorities/security forces.* Largely the camp, the host community and the security forces were working in complete isolation from each other. Multi-stakeholder dialogue, which is the critical element, was thus missing in this context. Based on this finding, *the team continued to invest time in the field; building rapport and reaching out to all actors affected by, and involved in the operation.*

One of the challenges was to establish a permanent presence inside a physically vast and largely populated camp. Therefore the team divided the camp into twelve districts, each comprising 6,000-10,000 individuals to create manageable units. They examined existing Jordanian governance

structures to see how municipalities are organized and worked to replicate these structures inside the camp. Investments were also made to rebuild old civic organizations as a sense of community was missing in the camp. Assessments were also undertaken in cooperation with REACH; an information management team that went around and reported damaged facilities, and measured change and development.

In order to respond to the needs of this unique and complex camp, *urban planning initiatives* are being undertaken. The idea is founded on the principle that when working in a large camp context comparable to a megacity, as seen with Zataari, services for the camp can and should be provided in the same manner as they are in an urban setting. Therefore, the city of Amsterdam is scheduled to provide a team of urban planners to conduct an overall plan for the structured settlement and the private sector is currently working to provide electricity. These measures seek to make beneficiaries more self-reliant, allowing them to make choices about the services and food they consume and the activities they engage in. In addition, this initiative aims to involve the host community in the city planning process, mitigating tensions between camp residents and those residing outside the camp's boundaries. As often, the movement of beneficiaries into the host community is quite fluid hence the more the host community is engaged, the better it is for all actors. The theory behind applying a city management approach to a camp setting stems from the concept that keeping beneficiaries accountable for their own lives prevents aid dependence and prepares them for life after displacement.

2.2.4. Mass Evacuation in Natural Disasters

(Ms Vera Goldschmidt, Civil Protection Officer and Ms Mallory Carlson, CCCM Cluster Support, IOM)

KEY MESSAGES

- ***Evacuation is a last resort.***
- ***The MEND Guidelines emphasize the need for countries to better plan how they respond to mass evacuations.***
- ***The MEND Guidelines provide a platform to learn how other countries have prepared in the various phases of an evacuation.***
- ***Including governments in the Steering Committee has been a beneficial experience.***

To improve the humanitarian response to natural disasters, the Global CCCM Cluster is working in collaboration with a Steering Committee to compile the Mass Evacuation in Natural Disasters (MEND) Guidelines. The Steering Committee for the MEND Guidelines is comprised of member States and organizations from different regions of the world. Their insight and experiences have helped to develop this tool.

The guidelines provide a broad-based template that different States can use as a reference when seeking to development their own evacuation procedures. The document clarifies natural disaster categories and definitions; addresses the need to plan for the return of evacuees; references the requirements of people with special needs; cites the various phases of an evacuation - pre-threat, actual incident itself, evacuation, accommodation, and solution; includes the evacuation of pets and

livestock; and acknowledges best practices. Through the MEND Guidelines countries are able to share their experiences and procedures and have a platform to learn from one another. Ultimately, the better planned the evacuation is, the better equipped the displaced will be able to react and respond.

2.2.5 CCCM: To Activate or not - is it a question?

(Mr. Edward Benson, CCCM/Shelter Cluster Coordinator, UNHCR Myanmar and Ms. Amina Saoudi, CCCM/Shelter Cluster Coordinator, IOM Pakistan)

The group discussion on this topic deliberated on **why the CCCM Cluster is the least activated of all clusters?** This session aimed at exploring the reasons behind this trend, consequences of inactivation in terms of funding and how the CCCM operational needs can be met when the cluster is not activated or how the Cluster should function when combined with another Cluster.

Participants from Pakistan, DRC and Myanmar gave examples of their experience and challenges of non-activation (DRC) and combining with other clusters (Myanmar, Yemen). In the case of DRC, non-activation has resulted in the lack of access to existing inter-agency funding mechanisms. While the existing CCCM Working Groups, through which UNHCR and IOM are coordinating CCCM interventions (in formal and informal sites respectively), have helped bring relevant actors together, the Working Groups arrangement lacks authority or equal standing with other formally activated Clusters.

In Myanmar and Yemen, CCCM is combined with Shelter and NFIs. Participants recognized that while such combination can be helpful in certain aspects such as raising the profile of the Cluster and attract more attention and funding, in some situations, it can result in downsides essentially outweighing benefits of such a combined arrangement. For instance, too much work by Cluster Coordinators, more focus on one or the other component of the Cluster, and limited number of experts/coordinators with multiples skills to effectively lead a combined Cluster.

Observations and Recommendations:

- There is a need for stronger advocacy to activate the CCCM Cluster at the onset of an emergency as a window of opportunity is limited afterwards.
- Assess how to activate CCCM in protracted displacement settings without previous activation.
- Possible name change, as the CCCM name makes it hard to sell to certain governments. This is the case in Pakistan where the cluster was activated in one province and later deactivated. While governments consider CCCM activities a key priority, camp terminology is difficult for national authorities to digest.
- The Cluster needs to build a closer relationship with the Protection Cluster.
- Stronger linkages with development actors need to be cultivated to foster durable solutions.
- Clarify the Cluster's specific roles and responsibilities (which can be a challenge in some situations given they are soft-skills in nature) through information management tools.
- UNHCR leadership needs to invest more senior resources into the cluster as IOM has.

What benefits would result from CCCM cluster activation?

- Better coordination at the community level and better facilitation of referral systems, better services.
- Activation results in formal authority and thus ensures equal standing with other Clusters.
- Combining the CCCM Cluster with NFIs gives CCCM something concrete to offer as opposed to just coordination.
- The question of when do CCCM responsibilities begin and end is an important one.
- Avoid complications as seen in the DRC where the cluster is not activated.
- CCCM is often activated under another cluster to increase funding. For example, in Myanmar the cluster was activated after the Rakhine violence in 2012 as Shelter/NFI/CCCM Cluster. In the Myanmar context there is too much work and often difficult to focus on one sector (CCCM or Shelter).

2.2.6 CCCM: Urban Displacement

(Mr Jørn Øwre, CCCM Advisor NORCAP, NRC, and Ms. Giovanna Federici, CCCM Consultant – Out of Camps, NRC)

A key challenge the discussion group identified was that there are specific standards to adhere to in camps, i.e. the SPHERE Standards, but in outside camp settings this is not the case. Often in outside camp contexts there are no specific standards to abide by which makes it difficult for humanitarian actors to improve the conditions. For example, after Indonesia's natural disaster in 2009, there were no tools or mechanisms in place to work in urban settings, leaving the majority of the humanitarian community to avoid the situation completely. In Yemen, due to cultural issues the displaced often do not want to be labelled as IDPs, which makes it difficult for humanitarian actors to properly target their assistance. Additionally in Yemen, cultivating livelihood skills and opportunities is a critical issue when operating in an urban environment. Lastly, in an urban context, there is a larger group of stakeholders involved which can be leveraged to improve collaboration and coordination through advocacy and the delivery of key services. Haiti serves as an example of the imperative need to work in urban displacement contexts.

3. Day 2: CCCM Future and Strategy, 2014 - 2016 and beyond

(Mr Andrew Cusack, CCCM Cluster Rapid Response Officer, UNHCR)

Focusing on the current and future work of the CCCM Cluster, discussions were held to assess how the Cluster could work to advance each area within the framework of its *Three Year Strategic Vision*.

Overall, the discussions showed that the cluster should continue, amongst other actions, to seek to identify key stakeholders, promote CCCM knowledge through training, clarify different roles and responsibilities, and provide concrete support to national authorities in order to strengthen their capacities, especially through contingency planning.

Next steps for strategic priorities		
SN	Priority	Next steps
1.	Improved implementation	<ul style="list-style-type: none"> • Update Collective Centre Guidelines (CCG); • Translate the CCG into local languages and disseminate to CCCM actors and other stakeholders. • Improve Information Management (IM) tools and website. • Develop and strengthen urban displacement tools.
2.	Enhanced Preparedness	<ul style="list-style-type: none"> • Share new tools created at both global and field level with all relevant CCCM actors and foster the contextualization of these tools; • Build capacity through training, going beyond the rosters; • Ensure better deployments (timely and qualified staff); • Donors' commitment: define roles and responsibilities for contingency planning.
3.	Enhanced awareness	<ul style="list-style-type: none"> • Clarify different roles and responsibilities; • Provide concrete support to national authorities through contingency planning at the sub-national levels; • Create greater visibility of the CCCM Cluster through clear messages; • Disseminate transparent communication on the CCCM's added value; • Produce a communication strategy at the global level, which is supplemented through local communication schemes in the field. • Conduct a clear identification of the needs of the CCCM Cluster at the local and global level.
4.	Enhanced Accountability	<ul style="list-style-type: none"> • Foster a stronger build-up of capacity, especially in terms of information management at both the local and global levels, as there is currently an inability to provide feedback; • Use data collected; • Ensuring accountability requires the creation of capacity to process relevant information, and to follow-up and undertake concrete action; • Explore different innovative approaches through social media, i.e. SMS support in remote access locations.
5.	Holistic Community Support	<ul style="list-style-type: none"> • Clarify how the CCCM Cluster would work with other clusters and how the cluster would complement work that is already being done; • Place dialogue with host communities and the beneficiaries at the center of CCCM operations; • Utilize the CCCM Cluster's ability to communicate with the local community; • Fill the gaps through two-way communication mechanisms that are already being pursued in the international humanitarian community.

Participants finally highlighted that when accessing next steps for the Cluster's *Three Year Strategic Vision*,

- All risks need to be considered in the different approaches;
- Consultations should be made throughout the process;
- Programming needs to be flexible; and,
- The Cluster must examine who is accountable to whom.

3.1. Future One: CCCM outside Camps: A Possible CCCM Approach for Outside Camp Displacement

(Ms Giovanna Federici, CCCM Consultant (NRC), and Mr Jørn-Casper Øwre, Norcap Advisor (NRC))

This session had two main objectives: to share CCCM observations on outside camps displacement to date; and to receive feedback on how CCCM could engage and implement possible tools and approaches in outside camp displacement operations.

Background

The approach to displacement in urban settings and outside camps is anchored in the imperative accountability to assist affected populations - not based on where they reside, but based on their rights and needs. Displacement patterns are evolving and the CCCM Cluster needs to evolve with the changing realities, in particular to respond to the demand to enhance self-reliance and resilience.

During the 2011 CCCM Cluster Retreat it was recommended the cluster explore possible ways to adapt current CCCM tools and resources for non-camp IDPs settings, such as IDPs living in isolated rural areas, hosted by local families, living in subsidized or rented housing, dispersed in urban environments (often mixed with economic migrants and the local poor), and those gathered in small informal spontaneous settlements.

As part of the ECHO funded Global CCCM Capacity Building project for 2013, the CCCM Cluster conducted a desk review of existing literature on responding to displaced populations outside camps; identifying the main gaps in the humanitarian response; and defining areas of work where CCCM could potentially offer its expertise and support. The desk review commenced in July 2013 scheduled to be finalized in March 2014. The study was conducted in a consultative manner, with various agencies and organizations provided their insight on the prominent issues surrounding vulnerable populations in outside camp settings. For this purpose the CCCM Cluster hosted an inter-agency information sharing and brainstorming workshop with NGO partners and representatives of other clusters at the end of September 2013. The workshop shared the CCCM observations on outside camp displacement to date; mapped current initiatives addressing the needs of IDPs outside camps based on key areas; and received feedback on how CCCM could contribute to filling gaps identified in the humanitarian response targeting IDPs outside camps. The desk review will summarize the main findings and the reflections on the topic.

Gaps Identified within the literature review:

- Identification of people of concern (PoCs);
- Vulnerability due to multiple displacements;
- Host families serving as *de facto response mechanism*;
- Lack of holistic approach to ensure a fair distribution of aid between beneficiaries inside and outside camps;
- Not enough commonly agreed upon guidance for practitioners working with IDPs outside of camps;
- No clear global policy for IDPs out of camps;
- Boundaries remain between humanitarian and development assistance while working towards the same goal - durable solutions.

Key Observations:

Through the literature review and consultation with CCCM practitioners and cluster partners, one of the main gaps identified is a lack of coordinated response between different actors at the *community level*. At the same time, in the IASC strategy – Meeting *Humanitarian Challenges in Urban Areas* – and in several other publications, it is suggested that an urgent paradigm shift is required when working in outside camps settings.

The needs of IDPs should be addressed together with the needs of the host community, especially if residing in impoverished or otherwise vulnerable areas. In these settings, CCCM methodologies and tools related to a community-centred approach could be an important skill-set to respond to IDP needs and to strengthen the resilience capacity of both displaced and host communities.

Furthermore, it appears to be a significant challenge for individual sectors/clusters to be present at the community level, where some form of regular physical presence within a defined area of intervention (community, sector, neighbourhood, area of responsibility, and others) would be crucial. In these outside camp scenarios, the priority is to work with local authorities who are responsible for managing the delivery of key services such as water, common infrastructure, health care and waste management. At the same time linkages need to be established with development actors. In addition, providing basic services to IDPs may mean enhancing the local infrastructure and service system to meet the needs of *both* host and IDP populations.

3.1.1. A possible CCCM Approach for outside camps: The Center for Communication and Community Management

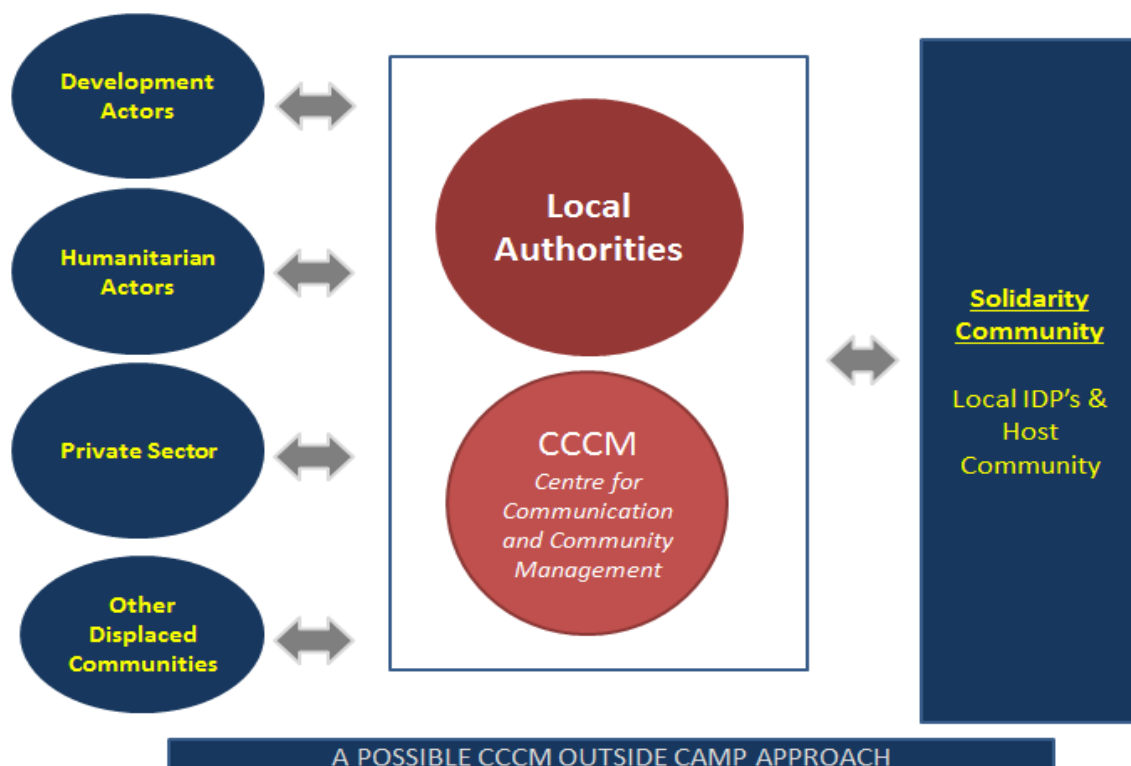
Within this framework the CCCM outside camp desk review identified four areas of work that require focused attention to fill key gaps identified:

- i) Governance and community participation,
- ii) Information management,
- iii) Monitoring and advocacy for key services and protection,
- iv) Capacity building and advocacy for durable Solutions.

For each area of work, CCCM activities were identified which could potentially be adapted to outside camp settings such as trainings for local governance structures, mobilization and outreach techniques, support and formation of community groups, tools and techniques to monitor gaps in service provision, communication/coordination mechanisms with beneficiaries, as well as service providers. Additionally, one potential outside camps approach has been developed; *Centers for Communication and Community Management*; as a first attempt to define a possible role of the CCCM Cluster in responding to the needs of outside camp displacement.

The concept of the *Center for Communication and Community Management* was developed reflecting on previous experiences within and outside the CCCM Cluster and input from field practitioners with outside camp experience. These include the IDPs Community Centers in Yemen, the Community Resource Centers in Haiti, the Camp Management capacity building of displaced communities in Sri Lanka, and several examples of urban assistance projects for refugee populations. In these scenarios CCCM actors had to adopt, or were recommended to adopt, a flexible approach beyond the traditional camp boundaries due to displacement patterns, security, access and identified needs.

The Center for Communication and Community Management has the potential to take on a number of approaches and shapes depending on the available capacity, the scale and complexity of the emergency, and the requirements of both the community and the actors involved in the response. In broad terms these approaches could be implemented independently or collectively, as an Information Center, Community Center or Communication and Coordination Center. The Center model would be flexible; it could be a fixed space or mobile depending on the context, operating in parallel, or alternatively, to reach out to the largest number of IDPs. Currently, CCCM outside camp field practices are being collected with the aim to better understand the feasibility of the proposed model to support its pilot in 2014.



3.1.2. Group Work: What would be the main challenges and opportunities of the proposed model? Do you have any alternative CCCM outside camp ideas?

Opportunities and Benefits of the Center for Communication and Community Management approach

- There is a need for outside camp support → this model fills a gap;
- The Collective Centre Guidelines can serve as a reference point for a possible approach;
- An opportunity to engage with many different actors from a variety of different sectors;
- Where a fixed physical centre cannot be pursued, mobile teams could be a viable option;
- Allows for easy integration; addresses mass communication; and provides necessary support to the host community;
- It should not be a difficult project to implement and a great opportunity and a necessity to build off of existing local structures as this methodology will strengthen the community's capacity;
- This concept supports the rationale that there needs to be a paradigm shift from focusing primarily on camps to looking at outside camp settings;
- Centers could provide access to social services and establish livelihood links;
- The CCCM approach centers around the needs of IDP whether they reside in a camp or not, the cluster cannot ignore the impact of camps on the host community;
- The Guidance Note on AA Communities is the ideal place to state what CCCM has to offer in outside camp situations and have impact analysis;
- Other clusters are working outside camps (shelter, health, WASH) so where CCCM can help is in seeing how services are being delivered in these settings and advocate where needed.

Risks, Challenges and practical questions

- Overlap with other clusters and/or agencies, therefore, including other clusters in the strategy is vital;
- Do not want to risk diluting the core functions of CCCM;
- Receiving endorsement by the IASC;
- Competing interests of IDPs and host community;
- Strong recommendation to change the name of the Cluster;
- Understanding the complex range of actors involved in outside camp work, this model will require a fundamental shift in coordination;
- Need to differentiate modalities used in rural and urban out of camp displacement;
- Challenges associated with identifying IDPs outside of camps and making assistance accessible particularly when targeting assistance;
- Need to differentiate between IDPs, economic migrants, urban poor, asylum seeker, and refugees;
- Need to identify and adapt CCCM tools, approaches and practices to fit outside camps contexts;
- Coordinated data collection should occur to avoid fatigue. The problem is that donors require their own baseline data, complicating such coordination;
- What is the role of the Cluster coordinator in outside camp context?

- How would communication be effectively coordinated?
- How would this function work in non-urban settings, for example in Mozambique?

3.2. Future Two: Accountability to Affected Populations

(Mr Nuno Nunes and Ms Kim Roberson, Global CCCM Cluster Coordinators IOM and UNHCR respectively)

Accountability to affected populations is a key priority for the humanitarian community, throughout the operation (project design, implementation, monitoring and evaluation). The IASC task force grew out of the cluster evaluation II, establishing five commitments regarding leadership/governance, transparency, feedback/complaints, participation, and design/monitoring/evaluation. The operational framework emerging from these commitments consists of following strategic objectives: system wide learning and establishing means of mainstreaming and verification; systematic communication with affected populations; and integrating accountability effectively within systems for planning needs assessment, response, and project design. While these objectives and principles were not developed for the cluster system they can serve as guidance for the clusters.

Five key areas were defined where the CCCM Cluster could work to improve its accountability to affected populations, its implementing partners, and donors. Discussions were held on key “2013 Global Questions”:

3.2.1. The CCCM Website - *will it serve as a resource for storing and sharing best practices within CCCM?*

The online CM Toolkit was well received but a comprehensive, well planned roll out strategy needs to be implemented to ensure it is utilized and that colleagues and partners in the field are able to contribute their material and knowledge, and also to decide on what the best practices are. This should be championed by CCCM Cluster Coordinators and be a cross cluster collaborative process by involving Information Management Officers from other sectors. The Online Camp Management (CM) Toolkit was overall seen as useful for CCCM actors as their first point reference to find useful information, such as TORs, IM tools, and templates. In terms of accountability and the new CM Toolkit (online and hard version) should be shared with local authorities, partner organizations, and beneficiaries.

3.2.2. Data collection / Information Management (IM) - *sharing is key but can we make it happen?*

Data that is collected and analyzed should be shared with the affected population to ensure the cluster’s accountability. In addition, sharing data and common assessments between organizations is critical to ensure accountability. The Global CCCM Cluster should work to support common assessments, e.g. through REACH, etc., so affected populations are not harassed by different organizations again and again due to poorly coordinated assessments. Assessments should be shared and linked to action, which will also improve communication.

Suggested global actions points for the cluster:

- Enhance communication management (out of camps / communication with affected populations);
- Support common assessment initiatives such as REACH and others;
- Work on enhanced systems for location management in IM systems (finding those who we have profiled);
- Create an Assessment / IM Working Group.

3.2.3. Camp Management - *what does Accountable Camp Management (ACM) entail?*

Accountable camp management involves: transparent leadership and systems; ensuring participation; using local structures; sharing information; and utilizing mechanisms for feedback, verification, and monitoring. In addition, ACM places responsibility on the State, while also holding the State accountable; through the delivery of equitable and safe access to services and in assisting beneficiaries in accessing durable solutions.

3.2.4. Co-leadership at global level - *would it be useful to have this more often at country level, too? (Avoiding monopolization)*

This was seen as useful as long as there is good communication between the co-leaders. Therefore guidelines and/or an accountability matrix are needed, focusing on the clusters and the affected population.

3.2.5. Provider of last resort? Even knowing who is where is something

The two sub-questions were discussed:

i) Even if there is no funding for a comprehensive humanitarian response, is information management alone enough?

It was highlighted that information is generally collected for advocacy purposes, so it is expected that such advocacy efforts will result in funding and having services provided. Therefore, if collecting information does raise hope that services will follow, it is important to keep this in mind when this does not occur, for accountability purposes. Additional questions raised included: when discussing a small camp that the international community is not willing to support, should information still be collected on this situation, even if the cost per capita is very high? Or should money be used to support a larger community which is easier to reach/advocate for?

ii) Can the CCCM Cluster do tasks like WASH, if the sector of concern has a shortage of resources to act? In other words, can the CCCM Cluster be the provider of last resort?

The CCCM Cluster sometimes asks for a lumpsum which covers all services during the appeals process. Yet the provision of services is very different from being a provider of last resort. This was followed by the question whether or not CCCM should have a norm of setting aside a certain

percentage of the funding received for a multi-agency contingent. The group wondered whether CCCM can realistically 'fill the gaps' without risking stepping on other clusters' toes.

3.3. Future Three: Improved Field Response

(Jennifer Kvernmo, CCCM RRT Officer, IOM; Natalia Pascual, CCCM Training Coordinator, NRC, Tom Corsellis, Shelter Centre)

The capacity building session provided an overview of the global resources available, the achievements of 2013 ECHO project, the main challenges faced, and the necessary improvements to be made in this area. The CCCM Cluster globally offers different types of trainings to build the capacity of CCCM stakeholders to effectively coordinate and manage the services in camp and camp-like settings. In addition, the CCCMCAP roster also supports field operations with short term deployments of capacity building experts. Globally, IOM and the Shelter Centre carry out their respective training programs to build local capacity with focus on national authorities and preparedness, as part of the cluster capacity building response.

In 2013, ECHO funding allowed cluster partners to conduct a number of global, regional and national training events worldwide that supported critical operations such Syrian conflict affected countries, the Democratic Republic of Congo, Myanmar and others. The profile of the participants trained showed a drastic increase in the participation of national authorities and exposed the imperative need to engage female participants. The global CCCM training materials and the Training of Trainers (ToT) package have been updated and are the Global CCCM website in different languages.

Strengthening the monitoring and evaluation component of capacity building activities (e.g. by using the website, budget for impact evaluations of national and global training projects, ensuring appropriate follow up of training outcomes) remains a challenge. Additional challenges include engaging qualified capacity building experts for long term deployments, identifying skilled trainers in different languages, consolidating the use of capacity building methodologies other than training such as mentoring, coaching, ensuring training materials are properly adapted to the training context, conducting timely Learning Needs Assessments, managing competing priorities and limited resources.

Following the presentation, during the last part of the session, participants shared some of their capacity building experiences in the field quoting some of the challenges faced.

3.4. Future Four: CCCM: Partnerships to Widen Understanding of CCCM Approach

(Jennifer Kvernmo, CCCM Rapid Response Officer, IOM and April Pham, GenCAP Advisor)

The cross-sectoral nature of the CCCM Cluster was highlighted in reference to a case study from the CCCM Cluster response to Typhoon Bopha in the Philippines. In this context, in addition to classical management and coordination of displacement sites, other project components were implemented such as two-way communication systems; crowd sourcing; shelter projects targeted at vulnerable persons in order to help them leave camps sooner; messages on anti-trafficking included assistance packages to the beneficiary population; and the training of social workers in the camps.

The Philippines has a labor “sending” profile, which traffickers take advantage of when a natural disaster strikes. This prompted the CCCM Cluster to undertake specific protection and anti-trafficking outreach initiatives during the response. These well-intentioned efforts by the Cluster to counteract and address human trafficking and sexual and gender-based violence (SGBV) in the Philippines, demonstrate the need for the CCCM Cluster to do more to mainstream gender and protection throughout its trainings and activities. Frequently when SGBV is of concern in camps, camp managers often lack the required expertise to respond effectively. This challenge underscores the importance of building partnerships with NGOs that have experience in this field. Through greater collaboration with protection actors the cluster will be able to better address critical protection-related challenges in CCCM operations through the mitigation of risks via prevention measures.

The working groups were asked to reflect on the protection challenges they encounter in their operations. Key discussions focused on how camp managers and/or the CCCM Cluster works on 1) protection issues; 2) specifically how a camp manager could act to ensure that protection and SGBV issues were addressed and; 3) which specific measures (tools, guidelines and approaches) need to be strengthened in order to ensure camp managers are able to address these issues in a more responsible and comprehensive way.

All groups prioritized rape, trafficking and honour killings as the most urgent protection and safety issues facing women, girls, boys and men in camp and camp-like settings. The groups also stated that camp managers should play a central role in referring issues to the Protection Cluster or the Protection sector/Agency, adding that there should be a focus on prevention methods. Some groups proposed that prevention could be implemented through sensitization, capacity building and the training of camp managers in SGBV and protection. Other groups emphasized that protection against SGBV should be integrated into CCCM trainings; taking into account the local context and including straightforward referral methods for follow up. In addition, it is important for camp managers to incorporate protection into every activity programmed at the camp/community level. When violations occur, the camp manager is instrumental in the referral, monitoring and daily follow up of the situation. All groups agreed that SGBV programs are fundamental to providing protection in a camp setting and that the physical layout of camps can mitigate security incidents. Camp safe havens were also highlighted as a potential site planning solution.

Some challenges noted by the groups were a lack of contact with UNFPA; the ability to manage expectations of the responsibilities of Camp Agencies and; the difficulty of referrals to government agencies, which may not have adequate facilities for providing follow up.

Action points:

- *There is need for referral mechanisms and strong linkages with protection actors;*
- *Clarify the role a camp manager should play in coordinating the response to long-term solutions to SGBV;*
- *Equip camp managers and Cluster coordinators with the practical skills through training and similar initiatives to carry out their role effectively;*

- *Strengthen gender and protection mainstreaming within activities and trainings.*

3.5. Future Five: Preparing National Authorities and Ourselves for Better Response

This session served as a wrap up, providing another opportunity for participants to once again reflect upon five important areas discussed earlier. Five presenters/resource persons for these topics shared their reflection and some key messages as follows:

3.5.3. Emergency urban planning

(Kilian Kleinschmidt, UNHCR Jordan Camp Manager)

Rapid urbanization is a fact, and it is predicted that in the near future the majority of the world's population will live in mega cities. There is a need to focus on where and how these people are living, such as those living in slums and favelas. Provided there is increase in urbanization, the humanitarian community must bring in urban management and urban planning professionals, along with those who have experience working in informal settlements. These new partnerships will allow the humanitarian community to better respond to the needs of beneficiaries residing in urban settings.

3.5.4. Training and capacity building

(Natalia Pascual, CCCM Cluster Training Roster Administrator, NRC)

This year the CCCM Cluster has organized trainings for a large number of people, including representatives from national authorities and national institutions. Aside from international agencies, at the global level there are many national rosters, for example in Botswana, Namibia, and Mozambique. It is ideal to use regional training capacity as a platform in case of an emergency within the region. Likewise, national capacity can provide support in that particular country. In principal, it is easy to identify the right capacity to match the corresponding profile for certain positions in emergency responses. The key challenge is having staff released for longer deployments from their current positions. A potential solution is to have dedicated staff assigned for these positions to avoid complications over employer release.

3.5.5. Using expertise of the countries in the Steering Committee for the Mass Evacuation Guidelines

(Vera Goldschmidt, CCCM, IOM Geneva)

Governments have enormous resources and it is necessary to tap into their expertise and not solely view them as donors; the Collective Centre Guidelines could be an example of trying to do this. The knowledge gained from working with governments needs to be shared among other key stakeholders so that they can properly implement their policies and guidance.

3.5.4. Controlling the Cluster

(Edward Benson, UNHCR Cluster Coordinator Myanmar)

The cluster should not be controlled by national authorities, yet a consensus can be built. In order to attain this balance, support should be mobilized at the field, national, global, and political levels. The central issues seem to have a political nature, therefore, transparency is necessary and the internet can be utilized as a tool to achieve this. Leadership is also vital, as decisions have to be made. Limits should be established with the national authorities and it should be agreed upon what the cluster wants to do.

3.5.5. Refugee context and capacity building in Dadaab

(Henock Ochala, Field Officer, UNHCR Dadaab, Kenya)

Through supporting, collaborating, and maintaining a dialogue with the Kenyan government, the conditions in Kenya have improved. Kenya did not have a refugee law until 2006, yet with the support of UNHCR, a refugee law was established and enforced. Through capacity building initiatives, the government now has ownership and more responsibility for the programs that are being carried out. For example, the process of registering new arrivals is now a responsibility of the government. National authorities are also taking over camp management in two camps.

3.5.6. Preparedness building from the Donor's perspective

(Yves Horent, Humanitarian Adviser, DFID)

Preparedness is cost efficient, but we should be careful not to focus too much on economic figures. Preparedness also improves the appropriateness of interventions and people's dignity. Humanitarian, development, and disaster management agencies are all working on preparedness related initiatives. Therefore, what the CCCM Cluster contributes in terms of preparedness, and how it is different to others, needs to be defined.

Action Points:

- *Expand the scope of the Cluster's partners to include urban management and urban planners;*
- *Systematize the Cluster's preparedness initiative;*
- *Be transparent when working with the government, understand the limit and to try to provide guidance;*
- *Aim to establish more dedicated positions for designated deployments;*
- *Work with other actors, including development actors, in outside camps contexts.*

The Name Game

(Kimberly Roberson, Global CCCM Cluster Coordinator, UNHCR Geneva)

During the course of the Retreat it was repeatedly stated that there is an intrinsic need to ensure the additional value of the CCCM Cluster is known among the humanitarian community. Since its conception the Cluster's name has been problematic. Over the past few years, the Cluster has discussed a possible name change for the Cluster and alternative names suggested in order to receive greater acceptance from stakeholders, and to reflect the actual nature of displacement as the majority of displaced persons reside outside camps. None of the proposed names have so far been agreed as fully reflecting the nature and scope of the Cluster's work. Retreat participants also had a change to comment on previously proposed names and also recommend new ones. It was agreed to continue the name change discussion beyond the Retreat.

Observations and suggestions regarding the name of the cluster:

- Placing "Monitoring" in the name is as problematic as "camp";
- "Community management" was too presumptuous;
- "Supporting displaced communities" was well received but it is a bit general;
- It was highlighted that the CCCM Cluster works with other clusters and is closer to a "sectoral response cluster";
- Keep one of the camps in the acronym because at the end of the day, there are still a lot of camps. Maybe "collective centres" or "communal centres" could be introduced;
- Compile list of suggested names and rate the names through a survey;
- Engage a communications company to examine the plausible options, because this is about branding and impact of name change with all considerations raised here;
- The Cluster is open to anonymous suggestions as well which can be sent to the Global CCCM mailbox.

Next Steps for the Global CCCM Cluster

Providing support to field operations is the main responsibility of the Global CCCM Cluster. As such, the field should continue to challenge the Global CCCM Cluster by calling for support. **The key priorities for the future of the CCCM Cluster were: accountability, improve field response, expand partnerships on CCCM approach, build the capacity of national authorities, and develop tools and methodologies to work with IDPs in outside camp settings.** These priorities have been reaffirmed but might need to be redefined, and the suggestions from the Retreat will thus be used to refine options and rephrase priorities and how they have been constructed. If more research is needed, the Global CCCM Cluster will come back to participants for additional comments and reflection.

The Global CCCM Cluster will spend the next year reaching out in a more direct and proactive way to other clusters, donors, partners, governments, and NGOs. The CCCM Cluster will be more responsive and deliver better. The CCCM Cluster's identity will be clearer and the vital CCCM work will have greater visibility.