

WHAT IS CAMP MANAGEMENT?



KEY MESSAGES

- ▶ States, in line with the obligations and responsibilities of sovereign bodies, are responsible for providing protection and humanitarian assistance to internally displaced nationals and refugees within their territories – including those living in camps or camp-like settings. In situations where the authorities are unwilling or unable to provide protection and/or assistance to the displaced population, humanitarian actors have a duty to support the State to do so.
- ▶ Whilst camps are an option of last resort they are sometimes the only choice for the temporary provision of protection and assistance to displaced populations forced to flee their homes due to natural disaster or conflict.
- ▶ The key aim of camp management is to ensure that standards in the camp are upheld so as to allow the displaced population to enjoy their basic human rights whilst striving for durable solutions.
- ▶ Camp management (or Camp Coordination and Camp Management in a cluster response) is a vital form of humanitarian assistance because it coordinates protection and assistance programming and takes a holistic approach to upholding basic human rights and meeting the needs of the camp population.
- ▶ Filling gaps in provision and avoiding duplication depends on effective coordination at camp level with the service providers and the camp population and information management between the Camp Management Agency and the Sector or Cluster Lead Agency and other stakeholders – including government representatives.
- ▶ Central to camp management is a sound understanding of the importance of the mobilisation and participation of the camp population – including individuals and groups most at risk – in decision-making processes and the daily life of the camp.

Legal Instruments

Camp management is informed by key instruments of international law. For further information on rights and duties in relation to refugees and internally displaced persons (IDPs) see especially:

- 1951 Convention Relating to the Status of Refugees and the 1967 Protocol
- The Universal Declaration of Human Rights, 1948
- The Geneva Conventions of 1949 and the two protocols of 1977
- The Guiding Principles on Internal Displacement, 1998

INTRODUCTION

An earthquake, flood, tsunami, civil war, regional conflict, a failed peace accord – these and other events can rapidly leave people homeless and in need of protection and assistance. Whether it is an unexpected natural disaster causing people to be internally displaced from their homes, an eruption of conflict resulting in a sudden influx of refugees or other catastrophic events, emergencies can strike anytime and anywhere. For those who have lost property, lived through traumatic events and are suddenly left outside the safeguards of their own homes and communities, camps offer a safe place to run to, a place where they can receive medical treatment, food, shelter and protection. Whilst camps cannot provide permanent or sustainable solutions, if they are well-managed they can provide a temporary refuge where vital and often life-saving assistance can be offered.

The overall aims of camp management are to raise the standard of living in the camp, to ensure that assistance and protection programmes are in line with internationally agreed laws and standards and therefore enable the camp population to enjoy access to their basic human rights. Camp management must provide effective coordination at camp level between the humanitarian assistance and protection programmes being delivered and the displaced population or beneficiaries. A Camp Management Agency works with a wide range of camp stakeholders to ensure that the camp population has equitable access to the assistance and services that they need and have a right to. It does so through the management of information about the camp and the population; through developing coordination forums and advocating for adequate provision; through developing partnerships with all those involved and by effectively mobilising camp residents to participate in leadership structures, decision-making and the daily life of the camp.

- ▶▶ *For more information on community participation, see chapter 3.*
- ▶▶ *For more information on coordination, see chapter 4.*
- ▶▶ *For more information on information management, see chapter 5.*
- ▶▶ *For more information on services and technical assistance in camps, see chapters 13–18.*

Camps exist to ensure that the basic human right to life with dignity is upheld for displaced communities. Camp management best practice is based on an understanding that all activities in a camp should be undertaken with the core aims of ensuring the protection of the camp population from abusive or degrading treatment and upholding their rights, including to food, shelter, health care and family unity.

For a Camp Management Agency every intervention in the daily life of a camp, or camp-like setting – whether, for example, repair of shelter roofs, setting up of a pre-school or distribution of commodities – must be done in such a way that camp residents’ vulnerability to violation, deprivation and dependency is reduced and opportunities to enjoy their rights and participate meaningfully and equitably are maximised. Likewise, it is the duty of the Camp Management Agency to ensure that while displaced persons – refugees and internally displaced persons (IDPs) – are staying in a camp they receive legal recognition and protection, through registration, issuance of birth and death certificates and assurance they will not be forced to return home against their wishes before it is safe to do so.

- ▶▶ *For more information on protection, see chapter 8.*

WHO IS RESPONSIBLE FOR CAMP MANAGEMENT?

The straightforward answer to this question is that the State is responsible for the management of camps and temporary settlements within their borders. This responsibility is in line with the obligation and responsibilities of a State to provide protection and humanitarian assistance to internally displaced nationals and refugees within its sovereign boundaries.

In situations where State authorities may be either unable or unwilling to provide assistance and protection to refugees, UNHCR (United Nations High Commissioner for Refugees), has an international mandate and responsibility for their protection. Working closely with UNHCR and other UN and/or international organisations, who take responsibility as Sector Leads, the camp management role is usually undertaken by an international or national non-government organisation – (I)NGO.

In situations where IDPs have been forced or obliged to flee their homes as a result of conflict or natural disaster no single agency has a mandate for their protection. In response to the rising number of IDPs, the need to ensure predictability and accountability in international humanitarian responses to humanitarian emergencies and to clarify the division of labour among organisations, the UN's Emergency Relief Coordinator (ERC) – the UN Under-Secretary General who heads the UN Office for the Coordination of Humanitarian Affairs (OCHA) – launched the Humanitarian Response Review in 2005. This has contributed to more precise defining of roles and responsibilities within the different sectors of humanitarian response. The Inter-Agency Standing Committee (IASC) – the primary forum for coordination of humanitarian assistance which brings together key and non-UN humanitarian partners – has designated global cluster leads in 11 areas of humanitarian activities, including camp responses. The primary source of information about the cluster approach is at www.humanitarianreform.org.

The global cluster leads for Camp Coordination and Camp Management (CCCM) for conflict-impacted IDPs is UNHCR and the International Organization for Migration (IOM) for those internally displaced by natural disasters. The CCCM Cluster can be 'activated', or set up at national level in new or ongoing emergencies, based on recommendations made by the UN Humanitarian Coordinator (or Resident Coordinator). S/he does so in consultation with national authorities/counterparts, country level IASC partners, the ERC and the global IASC. The CCCM Cluster then acts as a forum for humanitarian actors: national authorities, UN agencies, international organisations (the Red Cross and Red Crescent Movement and the International Organization for Migration) and

national and international NGOs and endeavours to ensure they work together in partnership to coordinate effectively and raise standards in camps or camp-like settings.

In situations where refugees or IDPs seek temporary shelter in a camp, or camp-like setting, all organisations with a role in camp coordination and camp management and other humanitarian workers, through their presence in the field, play a critical role in meeting the needs of displaced people, through the provision of services, assistance and protection. Meeting these requirements is part of fulfilling the fundamental right of all people, refugees and IDPs, to life with dignity and freedom from cruel, inhuman and degrading treatment.

►► *For more information on the CCCM Cluster roles and responsibilities, and the Lead Agencies please see the section 'Partnerships and Stakeholders in Camp Management' later in this chapter; Appendix 2, and the Reading and References section.*

CAMP MANAGEMENT AND THE ROLE OF A CAMP MANAGEMENT AGENCY

Camp management operates at the level of a single camp. Usually, but not always, an (I)NGO will undertake the role of Camp Management Agency and will often establish an office(s) inside the camp(s) it manages. Camp management responds to the changing needs of a dynamic camp environment, and is therefore by its nature, non-prescriptive and context specific. The nature of the emergency, the extent and patterns of displacement, the type of camps that are established, the resources available and the capacities of key stakeholders will all contribute significantly to the specific activities that a Camp Management Agency undertakes in the course of a camp's life cycle.

Ideally, a Camp Management Agency will 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, programme resources and the capacities and needs of other stakeholders.

A Camp Management Example from the Field

In post-tsunami southern Sri Lanka in 2005 there was a dispersed, fragmented and highly mobile camp population, living in relatively small sites around the coast of the island. Some families were self-settled, preferring to stay close to their original land, whilst others had moved to camps or sites. These were built by a diversity of agencies lacking the mandate or resources to manage or maintain the sites and shelters they had constructed in the emergency phase. With over 50 small sites in one district alone, it was not feasible for a Camp Management Agency to establish a permanent on-site presence. An international NGO responded by initiating a Transitional Settlement Site (camp) Management Project, with the initial aims of developing camp management awareness amongst humanitarian and government actors and building the capacity of the camp or site populations to self-manage. To do so, they developed a programme of camp management training and coaching. The process of building permanent houses for the site populations took longer than everyone had hoped, changing field realities and the needs of the camp populations and the humanitarian community. Coordinated by the Government of Sri Lanka and UNOCHA, the Site Management project responded to the new situation by implementing activities to meet three objectives:

- training and coaching camp residents, aiming specifically to build functioning and representative camp committees able to take responsibility for the continued management of the sites
- implementing a repair and upgrade programme for site infrastructure and shelters using camp resident and host community skills and labour
- taking over the updating of a cross-sectoral, cross-site database and disseminating information to support the government and other humanitarian agencies to plan appropriate interventions.

The tasks undertaken by camp management 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.

! It should be remembered that at all stages a Camp Management Agency requires, above all else, the humanitarian space in which to operate. That implies access to the camps, assurances of security for agency staff and the invitation, or at least the consent, of the national authorities of the country in which they are operating.

▶▶ *For more information on setting up and closing camps, see chapter 7.*

The work of a Camp Management Agency encompasses activities in one single camp that focus on:

- coordinating services (delivered by NGOs and other service providers)
- establishing governance and community participation/mobilisation mechanisms
- ensuring the maintenance of camp infrastructure
- information management (including collecting and disseminating data appropriately)
- advocating for, or providing, key services in gap areas
- monitoring the service delivery of other providers in accordance with agreed standards.

Mobile Teams in Pakistan

In situations where it is not feasible for a Camp Management Agency to have a permanent presence in a camp, mobile camp management teams may be used. This was done by a Camp Management Agency in Pakistan after the 2005 earthquake. With camps scattered over a large geographical area, the mobile teams worked to give support and advice to less experienced actors working in camps. The mobile teams firstly implemented a camp management training programme for agencies working at camp level, including local government authorities and civil society organisations. Focusing on issues including coordination, winterisation of camps and technical standards, the mobile camp management team then travelled between camps to provide follow-up.

Their objectives were to:

- visit the camps where camp management training participants work
- advise and coach the participants in their daily work
- intervene directly in camp management where necessary
- report on and document the improvement (or deterioration) of the situation in the camps.

The information that the mobile teams gathered included:

- camp data: name, location, population
- date of visit
- sectoral gaps and challenges
- the condition of the camp prior to and after camp management training.

ROLES AND RESPONSIBILITIES IN IDP SITUATIONS WHERE THE CCCM CLUSTER IS ACTIVATED

The global CCCM Cluster has outlined the roles and responsibilities in the management and coordination of camps in IDP responses. These guidelines, which should be read in full – see References at the end of the chapter – are summarised below.

Camp Administration (Supervision)/Role of Governments and National Authorities:

Camp Administration refers to the functions carried out by governments and national (civilian) authorities that relate to the oversight and the supervision of

activities in camps and camp-like situations. It comprises such sovereign State functions as:

- designating, opening and closing camps
- securing land and occupancy rights for a temporary settlement, resolving disputes arising from land appropriation and preventing claims against individuals/agencies living/working in a camp
- providing security, maintaining law and order and guaranteeing the civilian character of a displaced persons' camp
- issuing documentation, permits and licenses (such as birth certificates, ID cards and travel permits) to camp inhabitants
- protecting citizens and preventing evictions, relocations or any other further displacement of those living in the camp before they can regain their original homes in safety and dignity or are offered other residence that conforms to international standards
- facilitating access to camps by humanitarian agencies.

Camp Coordination: The Role of IASC-designated Cluster Leads:

The primary objective of the Camp Coordination function is to create the humanitarian space necessary for the effective delivery of protection and assistance. Camp Coordination also entails:

- coordinating roles and responsibilities directly relating to the development and support of national/regional plans for establishment and management of camps
- ensuring these plans incorporate exit and solutions strategies
- coordinating roles and responsibilities in the overall humanitarian camp response, including ensuring adherence to agreed IASC standards and operational guidelines regarding the CCCM Cluster
- ensuring situational assessment, operational planning, strategic design, monitored implementation, technical support and overall cluster coordination
- ensuring that during the humanitarian response there is full and appropriate consultation with:
 1. beneficiary populations, making sure they are involved in needs assessment, delivery of protection/assistance and development/implementation of durable solutions
 2. national government authorities – or, if not-present, the non-state actor in effective control of the area where the camp(s) are situated
 3. humanitarian and development partners within the CCCM Cluster – including camp managers and service delivery partners, as well as other cluster and/or sector partners and the IASC country team
 4. other actors such as civil society, donors, the diplomatic community, local/host communities and the media.

- providing appropriate support to national authorities, including capacity building
- establishing an open dialogue with the authorities so as to be in a position to discuss any problem that might arise as a result of efforts to comply with obligations a government, UN agencies and humanitarian organisations have undertaken
- promoting and encouraging government ownership of the protection and assistance strategy for camps and camp-like temporary settlements
- ensuring that international standards are being applied and maintained within and amongst camps
- identifying and designating Camp Management Agencies and service providers
- monitoring and evaluating service provision
- effectively addressing issues of poor performance by camp management and/or service delivery partners
- providing training and guidance to all humanitarian partners
- setting-up and maintaining assessments and monitoring and information management systems
- ensuring that all partners and service providers have access to, and share, operational data at the camp and inter-camp levels to help identify and address gaps and avoid duplication by service providers.

Camp Management/Role of Camp Management Agency, normally National or International NGOs:

Under the overall coordination and support provided by the Camp Coordination Agency, the respective Camp Management Agencies will closely collaborate with the on-site authorities (the Camp Administration) and liaise with them on behalf of all humanitarian actors and service providers.

Camp management encompasses those activities in one single camp that focus on:

- coordination of services (delivered by NGOs and others)
- establishing governance and community participation/mobilisation mechanisms
- ensuring maintenance of camp infrastructure
- data collection and sharing of the data
- provision of defined services
- monitoring the service delivery of other providers in accordance with agreed standards
- identifying gaps in the provision of protection and assistance and avoiding duplication of activities

- referring all problems that cannot be resolved at the camp level to the CCCM Cluster Lead Agency/Camp Coordination Agency
- assisting the Camp Coordination/Cluster Lead Agency in defining the standards and indicators that are to be applied in particular responses requiring camp or camp-like situations.

The Camp Management Agency should also feed information and data to the Camp Coordination Agency and to any information systems which might have been set up within the cluster.

PARTNERSHIPS AND STAKEHOLDERS IN CAMP MANAGEMENT

The Camp Management Agency works in close coordination with a variety of other actors or stakeholders, all of whom have a vested interest in the life of the camp. Key partnerships for a Camp Management Agency include:

- the Sector or Cluster Lead Agency for the camp response (e.g.: UNHCR, IOM)
- the national government and/or on-site authorities where the camp is established
- service providers and other humanitarian workers in the camp – often NGOs, INGOs or community-based organisations
- protection actors in the camp – often mandated protection agencies such as UNICEF, UNHCR or the International Committee of the Red Cross (ICRC)
- the camp population – including leaders, representatives, women, men, girls and boys
- the host population – those living in the vicinity of the camp or nearby towns/villages.

The Sector/Cluster Lead (Camp Coordination Agency in a Cluster Response)

The Camp Management Agency works closely with the Sector or Cluster Lead Agency, whose responsibility it is to coordinate with national authorities in the provision of an overall camp response. It is under their guidance and support that inter-camp coordination is assured, and levels of assistance between camps are monitored to ensure standards are comparable. Should this not be the case, the inequalities can create a ‘pull factor’ as people from other camps and surrounding host communities move to camps with better services or facilities, sometimes known as ‘Hilton’ camps. All problems at camp level, that cannot be resolved may be referred by the Camp Management Agency to the Sector or CCCM Cluster Lead Agency.

The Authorities

A Camp Management Agency also works closely with on-site authorities (known as Camp Administration in a CCCM Cluster response) and liaises with them. On specific issues the Camp Management Agency may do this on behalf of all humanitarian actors and service providers in a camp. Often sector-specific NGOs may work directly with relevant departments or line ministries such as education or health on sector-specific interventions. The Camp Management Agency may ask for the support of the Sector or Cluster Lead in advocating for government backing for specific initiatives, or in the face of a particular challenge.

! It is of the utmost importance that a Camp Management Agency should work to develop positive, cooperative and mutually beneficial partnerships with the authorities in the interests of soliciting their support and developing their capacity to uphold the human rights of the displaced population. The State authorities are responsible for providing protection and assistance to IDP and refugee populations on their territory. Whilst an agency may only be present for the duration of an emergency, the authorities were often in place long before an agency's arrival, and may be there long after the departure of humanitarian relief programmes. However, developing and maintaining an effective partnership can be complex, and might at times be affected by limited mutual understanding, political agendas, conflicting priorities and/or a lack of capacity and resources.

The Service Providers

Effective camp management, should also work to empower service providers. It is a key function of a Camp Management Agency to enable others to deliver appropriate and effective assistance. With effective camp management support, service provision that is equitable, impartial and accessible for groups with specific needs and especially vulnerable groups should be ensured. Agencies will expect accurate and up-to-date information on the camp population and camp life; facilitation in developing mutually beneficial partnerships with the Sector or Cluster Lead and national/local authorities and forums for effective coordination. Likewise, service providers should enjoy opportunities and guidance in developing effective community mobilisation and participation as part of their projects. This, in turn, can promote their initiatives and gives beneficiaries chances for input and feedback, which can have a positive impact on quality.

A more challenging dimension of the partnership with service providers can be that the role of camp management is also to monitor and report on the

standard of assistance and provision. A Camp Management Agency's role in relation to monitoring service-providing agencies must be clearly outlined in MoUs (Memorandums of Understanding) and supported by Sector/Cluster Lead Agencies to ensure it has legitimacy and is respected. Best practice in camp management involves developing relationships of mutual trust, respect and support. Although inter-agency competition, incompatible agendas, disagreements, politics – or simply a lack of accountability – can all make for difficult negotiations, a Camp Management Agency has a responsibility to advocate for coordination and to identify ways in which all parties work in a cooperative and transparent manner for the good of the camp population. The level of services in a camp can fluctuate or change for many different reasons. It is the role of camp management to find out what the status is at any given moment, the reasons for it, and take appropriate action with all those involved.

Camp Management Agencies also work with authorities, with the Sector/Cluster Lead Agency and with service providers to define the standards and indicators to be applied within the camp. Identifying and agreeing on common standards for the provision of services and assistance plays an important role in a Camp Management Agency's ability to hold service providers accountable, and to advocate for improvement if standards fall below an agreed minimum.

The Camp Population

Working to mobilise the camp population and to ensure effective governance, representation, involvement, and participation – vitally, also including groups and individuals with specific needs – is central to the role of a Camp Management Agency. How this is achieved, the processes employed, and the resulting outcomes, is, once again, highly context specific. However, it is arguably one of the greatest disservices that humanitarian organisations can do to a displaced community, if they work *for* them instead of *with* them. Displacement renders people vulnerable and dependent, and if they additionally become passive beneficiaries of support and assistance, their dependency and therefore their vulnerability are further increased. Actively developing positive partnerships with the camp population is one way of using and developing the capacities – and thereby restoring the independence and dignity – of the camp population.

The Host Population

For a nearby village, town or other local community, hosting a camp population can place significant demands on precious and limited resources. Often the host community may be poor, lacking economic and natural resources, few livelihoods opportunities and inadequate or non-existent facilities. They may have needs as great, if not greater, than the displaced population, and may feel that their land,

livelihoods, culture, security or natural resources – particularly water – are under threat from the camp population. They may resent the camp population and the assistance that the camp population is receiving, especially if they do not share the same ethnicity, language, history or traditions. They may be fearful of the impact that the camp will have or the trouble it could cause them.

The role of the Camp Management Agency is to establish and promote effective links with the host community such that their fears and needs can be heard and participatory action taken to ensure that the impact of the camp on the host community is effectively managed – insofar as this is possible. Establishing forums and lines of communication and ensuring host community representatives at camp meetings is important, as is jointly exploring scope for interventions – particularly in health and education – which could be mutually beneficial for camp and host communities. Furthermore, action should be taken by the Camp Management Agency to ensure that scarce natural resources, like firewood and water, are protected and alternatives are found whenever possible. The Camp Management Agency should undertake advocacy with other humanitarian agencies providing assistance to consider the needs of the host population when identifying their beneficiaries.

WHY IS THE CAMP MANAGER'S ROLE SO ESSENTIAL?

The roles and responsibilities of a Camp Management Agency are diverse, extensive and often challenging, even where humanitarian assistance programmes are functioning well. Building effective relationships with the camp population and establishing trust and legitimacy in the eyes of the displaced community, involves more than ensuring their participation. It also entails increasing their experience of equitable access to services, security, protection and empowerment.

A Camp Management Agency should at all times promote a holistic approach to assisting a camp population which takes into account their physical, psychological, cultural, social and emotional well-being. This is achieved through establishing and maintaining an inclusive overview of the many aspects and stakeholders involved in the life of a camp. The agency must work for the promotion of adequate and appropriate assistance and protection, which enables displaced women, men, boys and girls to enjoy access to their basic human rights in a camp setting.

Above all else, it is incumbent upon all those involved in camp management to heed the advice given by the Active Learning Network for Accountability in Humanitarian Action (ALNAP):

«Every humanitarian agency (should) look beyond people's immediate material needs to wider questions of personal safety, and the dignity and integrity of the whole person».

Protection – An ALNAP Guide for Humanitarian Agencies, p.14

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

- The Camp Management Agency has signed an MoU with the national authorities outlining roles and responsibilities in the provision of assistance and protection to the displaced community.
- The camp(s) have been established as a last resort to provide temporary assistance and protection for people forced to leave their homes due to conflict or natural disaster.
- The search for durable solutions has been prioritised from the outset.
- The Camp Management Agency's project planning is in line with, and takes account, of International law, standards, guidelines and codes.
- The establishment and development of effective information management and coordination systems with other key stakeholders in the camp response is planned so as to ensure the equitable and impartial provision of assistance and protection.
- Participation of the camp community is planned for in all interventions. Camp management activities are planned, implemented, monitored and evaluated in ways that promote effective governance and the representation and involvement of the camp community in all areas of camp life.
- Systems are in place for the collection, analysis, storage and dissemination of data and information about life in the camp to a range of stakeholders – but with due regard for data security and confidentiality.
- The mandate, objectives and capacities of the Camp Management Agency are clear and well known – including the provision of any additional sector-specific assistance that the same agency may also be providing.
- The protection of persons with specific needs, and groups and individuals most at risk is integrated (mainstreamed) into all camp management activities.
- The Camp Management Agency works to develop inclusive, transparent, supportive and mutually beneficial partnerships with the national authorities, the Sector/Cluster Lead Agency, providers of services and assistance, the camp population and the host community.

- ❑ The overall aim of the Camp Management Agency’s programming is to raise the standard of living in the camp and to enable the camp population to enjoy access to their basic human rights.
- ❑ The Camp Management Agency refers any issues that it is unable to solve at camp level to the Sector/Cluster Lead.

TOOLS

! Almost all the tools, publications and other documents referred to are available on the Toolkit CD attached to every hardcopy binder. Weblinks are provided for downloadable online resources.

- **Linda Richardson and Gill Price, 2007. *All In Diary. A Practical Tool for Field Based Humanitarian Workers.*** www.allindiary.org/uploads/final_All_in_Diary_cd.pdf

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