

ROLES AND RESPONSIBILITIES



KEY MESSAGES

- ▶ The Camp Management Agency is responsible for the coordination of assistance, protection and services at camp level. This entails building effective partnerships with a diversity of stakeholders.
- ▶ The Camp Management Agency works to establish effective and representative camp governance and for the promotion of camp residents' participation in decision-making and in the daily life of the camp. Well-functioning camp environments depend upon the direct and indirect participation of camp residents. This can take many forms.
- ▶ The human resources required and the composition and organisation of camp management staff will differ according to context. The inclusion of women on the staff, clear roles and responsibilities, as well as training and staff development are central to the quality and accountability of a Camp Management Agency's work.
- ▶ Effective information sharing is key to avoiding duplication of activities, filling gaps in provision and ensuring consistent monitoring and reporting procedures. Within Camp Coordination and Camp Management (CCCM) cluster structures, the Camp Management Agency needs to contribute to formulation of a sound CCCM terms of reference. Such a ToR is key to a strategy that reflects the needs on the ground and establishes and maintains links with other clusters.
- ▶ Camp Management Agencies need to establish transparent and inclusive partnerships with all stakeholders involved in the camp. Developing monitoring and feedback systems with service providing agencies – including effective and accessible systems for handling complaints and incorporating lessons learned – builds trust and legitimacy.

INTRODUCTION

! It is 25 minutes to a coordination meeting in the camp. A line of angry camp residents is outside the office wanting to talk about flooding in their block. The food rations from the Food Pipeline Agency are running low. A meeting needs to be scheduled with the Camp Food Committee to alert them as soon as possible. They need to sensitise the greater camp community to the fact that the full food ration will not be available this month. The monthly report was due yesterday. A call comes on the radio that a high-level donor representative is en route to the camp for an unplanned inspection tour. Your boss wants you to ensure the visit goes smoothly.

What do you do first?

For those who have been in the role of a camp manager, or worked for a Camp Management Agency, this hypothetical scenario is not so out of the ordinary. Daily operations in an IDP or refugee camp often pull staff in multiple directions, rarely making the task of ranking priorities straightforward.

The Camp Management Agency's job is one of constant motion. Responsible for coordinating other service providing agencies, monitoring humanitarian standards and indicators, listening and managing situations of potential conflict, promoting harmonious relationships and participation and addressing administrative tasks and broader staffing and agency issues. A camp manager can take the role of a mayor, an ambassador, a diplomat, a finance officer, a protection monitor, a technician, a trainer and an all-round fixer. Camp management requires quick thinking, innovation and careful planning.

Camp management interventions can take many forms – from a mobile team visiting numerous camps infrequently, to a permanent on-site presence. In many cases, a national or international NGO, made up of a team of staff members, is responsible for day-to-day camp management operations. Each situation will determine the most appropriate and feasible management structure. If accountability is to be ensured, it is essential that roles and responsibilities are clear. A Camp Management Agency needs a clear and transparent ToR which matches needs on the ground. The Agency must have sufficient capacity (both funding and human resources) to carry out the required tasks.

The tasks or core responsibilities of a Camp Management Agency can roughly be grouped into six categories:

- managing and training staff
- coordinating and monitoring assistance and services
- setting up governance and community participation mechanisms
- ensuring the care and maintenance of camp infrastructure
- managing information
- communicating with the camp population.

KEY ISSUES

MANAGING AND TRAINING STAFF

Camp Management Agency Core Staff

Agency funding, human resource policies and the context will determine many of the staffing and human resource decisions made when assembling the Camp Management Agency's core team. Each setting will require a different staff composition or organisational structure. An agency's core staff and their capacity will determine much of the effectiveness of daily operations. In most settings there will be a diversity of tasks and variety of professional backgrounds required. Expertise in information management, construction, water and sanitation and community mobilisation or training may all be required. It is important to ensure that the gender balance within the team broadly reflects the ratio of men and women within the camp population. It is also vital to employ staff with sufficient maturity and experience to manage challenging situations and confidential information with sensitivity and sound judgement.

Key staff proficiencies include:

- willingness and ability to assume responsibility
- an open and inclusive approach
- an ability to prioritise and plan
- communication and coordination skills
- the ability to manage conflict and reach and build consensus
- innovation, flexibility and a solution-oriented approach
- a positive and proactive approach to community mobilisation and participation.

! When engaging camp management staff, it is important to ensure good representation of women – ideally reflecting the ratio of men and women in the camp. Given the profile of the displaced population – usually comprised primarily of women and children – staff with skills in specific technical sectors, or a background in protection, prevention of gender-based violence and human rights is always recommended.

Recruitment

Different stages of operations and changing needs on the ground require different personnel, skills and capabilities, so a flexible approach that allows for building the capacity of team members should be implemented from the outset. In many settings, camp residents can act as qualified and professional members of a camp management team. Where personal qualifications and host country employment laws permit, Camp Management Agencies should consider recruiting both paid and voluntary staff.

! One recruitment method is to seek out trained personnel in the displaced population during registration exercises. If professional documentation is unavailable, proficiency examinations can be offered as a means of verifying skills.

Training

It is important to remember that training is ongoing and can be undertaken both formally and informally. The Camp Management Agency is responsible for striving to increase the capacity of camp management staff to perform their specific job functions. All staff working in a camp should also receive training in:

- interviewing and observation techniques
- monitoring, reporting and documentation (based on standards like Sphere or best practice guidelines, like the Camp Management Toolkit)
- vulnerability categories and persons with specific needs (noting any special assistance that these beneficiaries may qualify for)
- protection, human rights and gender awareness
- community mobilisation and participation methods.

Camp Management staff should be trained and supervised to report on gaps in humanitarian assistance and protection, on any violent or criminal incidents that could affect the population and the stability of the camp, and to be able to identify those groups and individuals most at risk and with specific needs:

- individuals with specific needs, such as the sick, older people or those with disabilities
- those at risk of gender-based violence (GBV)
- new arrivals in the camp
- households with specific needs such as female-headed households
- unaccompanied or separated children.

Codes of Conduct

Codes of conduct can be agency-specific, be developed specifically for one camp or be universal in their application – most notably, the *Code of Conduct of the Red Cross and Red Crescent Movement and NGOs in Disaster Response Programmes* (see Reading and Reference section of this chapter). They seek to establish standards for ethical behavior among camp staff and promote greater accountability and transparency for all agencies working in a camp setting. Each staff member and volunteer should have the applicable code of conduct explained to them and be required to sign a copy of it upon commencement of employment. It is essential that both training and codes of conduct are translated as appropriate, and are available in the language(s) that camp management staff can easily understand. Where a translator is used, it is important to double check the accuracy of the messages communicated.

To encourage proper treatment of refugees and IDPs, training or camp-wide sensitisation on the Camp Management Agency’s code of conduct should cover:

- humanitarian principles
- confidential reporting procedures
- complaints and investigative mechanisms
- actions that will be taken if any member of staff violates the code.

 Many donor agencies now require the signing of a code of conduct statement as a standard component of their sub-agreements.

Each setting will require an appropriate reporting structure and procedures. Measures to ensure confidentiality of reports need to be balanced with encouraging camp residents to come forward and report abusive behaviour by community leaders or Camp Management Agency staff.

►► *For information on protection and procedures for reporting and investigating complaints, see chapter 8 and the Tools section.*

COORDINATING AND MONITORING SERVICES

Ensuring gaps in assistance are filled, avoiding duplication of activities and ensuring equitable provision of services needs regular and systematic monitoring of service delivery in the camp. Many sector-specific agencies carry out monitoring of their own projects, and the Camp Management Agency needs to coordinate closely with them to ensure that monitoring activities are complementary. All should recognise that effective monitoring, and the information it generates, inform relevant and effective coordination.

This will require:

- using well-planned and field-tested monitoring tools
- obtaining accurate, relevant and up-to-date information
- having capacity to analyse the data to extract useful information
- sharing information in a timely and transparent manner
- facilitating coordination forums for both information sharing and joint planning of specific programmes.

A variety of coordination fora can assist a Camp Management Agency in coordinating service delivery. Regular sector-specific meetings with agency or programme heads – are essential – and quite distinct from meetings used to discuss political developments, overall security conditions and staff concerns.

An often stressful and uncertain climate on the ground, combined with differences of opinion between agencies providing services can lead to inter-agency conflict. A breakdown of communication can prove challenging for a Camp Management Agency and have negative consequences for the provision of assistance to the camp community. It is therefore important that the Camp Management Agency liaises with other agencies frequently and establishes and maintains harmonious relations.

At the same time, holding agencies accountable for programmes – including

the failure to show up for coordination meetings or declining to share essential information which may impact the programming of others working in the camp – is an important way of gaining legitimacy with the camp population and upholding their rights.

! The Camp Management Agency may also be involved in other aspects of camp operations as a service provider. For example, they may also provide teacher training, health services, shelter repair or income generation projects. While the responsibilities may be carried out by different staff members of the same agency, those activities may or may not be considered part of camp management operations.

►► *For more information on coordination and information management, see chapter 4 and 5.*

Monitoring and coordination help to uphold standards and hold agencies accountable in the provision of services and assistance. Where performance levels are poor, and quality or quantity is inadequate, the Camp Management Agency, with the support of the Sector/Cluster Lead as appropriate, has a duty to advocate strongly for agreed-upon standards and minimal levels of assistance.

Monitoring of all sectors operating within the camp should take place, with an emphasis on:

- commodities like food and non-food items (NFIs)
- technical services related to water, sanitation, health and nutritional status
- cultural and psycho-social programmes, including education and youth activities
- maintenance and development of infrastructure such as roads, drainage and educational or communal facilities.

The Camp Management Agency's monitoring of services provided by other agencies does not substitute for those agencies' own responsibilities to monitor how people can access their projects and the progress and efficiency of their services. However by carrying out monitoring across sectors, the Camp

Management Agency is able to get an overview of the standards in the camp, and a holistic understanding of daily life and the provision of assistance. This is especially important as camp services and assistance programmes do not operate in isolation.

Often projects impact directly and indirectly on each other, often with positive consequences, but sometimes with unintended or negative results. Working to raise the standard of living in the camp necessitates monitoring a broader picture – the overall quality of life for the camp population. It is part of a Camp Management Agency’s responsibility to understand the impact that projects have, not only in themselves, but as part of a whole camp response.

! Monitoring by the Camp Management Agency is even more important when assessing the conditions of persons with specific needs. Members of the camp population like unaccompanied and separated children, children living in foster care or group homes, child-headed households, single older persons, households headed by older people, or people with disabilities, have needs and protection concerns that should be analysed throughout displacement.

! Monitors can be recruited and trained from among the displaced community.

Formalising Roles and Responsibilities with Service Providing Agencies

Identifying and formalising roles and responsibilities between agencies providing services in the camp is crucial to addressing gaps and can help to avoid misunderstandings. In some instances, it may also enhance a Camp Management Agency’s legitimacy. Formalised written agreements on who does what, when, where and how, even simply stated, may improve coordination and could serve as an advocacy tool when services are below standard. Camp Management Agencies should have copies of agency agreements and work plans for all partners operating in the camp. Drawing up a simple non-binding inter-agency agreement or Memorandum of Understanding can also assist in formalising the sharing of resources and stipulating entitlement to services provided by programmes within the camp.

Reporting to and Coordinating with the Sector/Cluster Lead

A Camp Management Agency is accountable, as part of the overall camp response strategy, to the Sector/Cluster Lead. Management in any one camp is invariably part of a broader strategy, involving a diversity of stakeholders and organisations.

In situations where the cluster is active, a distinct ToR and strategy for the CCCM Cluster needs to be established for each specific context, and roles and responsibilities will, to some extent, be context dependent. However, in general, as stated in chapter 1, the CCCM Cluster Coordinator will:

- apply standards in camp management
- monitor and report on the impact of displacement in all of the camp settings in the region
- advocate for resource mobilisation to the HC (Humanitarian Coordinator) and globally
- train and build capacity of national and regional actors including the Camp Management Agency.

Ensuring that the CCCM ToR and strategy reflect the needs on the ground is a pre-requisite for effective camp management. It is equally important, in a context where the cluster approach is implemented, to establish the link between the CCCM Cluster and other clusters in order to avoid duplication of activities and ensure consistent reporting and monitoring procedures.

Problems that can not be addressed at camp level should be referred up to the Cluster Lead/Camp Coordination Agency. In turn, the Camp Coordination Agency will intervene with authorities, donors and other stakeholders when problems arise. Issues such as the involvement of representatives of State bodies in protection incidents, or misbehaviour by an agency representative working in the camp, could be problems that require the Camp Coordination Agency's attention.

! One advantage of working and cooperating with a Camp Coordination Agency may be where camp populations are in opposition to authorities, particularly in situations of internal displacement arising from ongoing conflict. Camp Management Agencies operating in these environments may find it difficult to obtain the humanitarian space necessary to operate. The Camp Coordination Agency, which has a closer diplomatic link to the government authorities, may be able to ensure that regional frameworks are put in place to clarify the camp management role. Moving disagreements up to the national level can reduce pressure on the daily activities of Camp Management Agencies.

Working with Integrated Missions

Increasingly, UN peacekeeping and peacemaking missions are deployed to areas of ongoing conflicts and to post-conflict settings. In an integrated mission a Special Representative of the Secretary-General has responsibility for all the elements of the mission – political, military and humanitarian. Mandates for integrated missions can range from immediate stabilisation and the protection of civilians and supporting humanitarian assistance, to assisting in the development of new political structures and disarming, demobilising and reintegration of former combatants. The integrated mission approach subordinates the individual components of the UN system to a cohesive whole to achieve political stabilisation and promote recovery.

While the integrated mission approach is a constructive attempt to address shortcomings in UN interventions, it does pose ethical and/or operational challenges for a Camp Management Agency or other humanitarian agency. When the mission includes military forces from the UN or different international bodies (such as NATO or the African Union) the array of objectives pursued by the integrated missions can lead to confusion and at times contradiction between the actions of agencies.

For example, the arrangement between the military and humanitarian elements of an integrated mission means that the impartiality of humanitarian assistance is sometimes viewed as tainted because of the support given to one particular ethnic group or political faction. The issue is then one of ensuring humanitarian space that allows non-military, apolitical actors to reach and assist displaced populations.

Further complications, like the impact of human rights abuses created by peacekeepers, are often felt by all international agencies working in a regional area or country. Sexual misconduct continues to be one of the most common human rights abuses against displaced populations and often remains unpublicised and unpunished by peacekeeping command structures.

Integrated missions can offer some advantages to Camp Management Agencies. UN missions usually have considerable monetary and logistical resources that can be mobilised to address specific needs within camps. Access to these resources however often requires many administrative formalities.



Integrated Mission Support in Post-Conflict Liberia

Following Charles Taylor's departure from Liberia in July 2003, the UN became comprehensively engaged. Two agencies initiated a programme to phase out the camps in the capital, Monrovia, in which an estimated 310,000 IDPs were living. The 2004–2005 Camp Phase Down strategy was closely linked to an organised and spontaneous return process. Return policy and operations were organised by a Joint Planning Team for IDP return which was initially led by a third agency managing the returns process. The United Nations Integrated Mission provided political support for the camp phase-out and returns process, but offered little in terms of material or operational support.

Given the scale of displacement and the numbers of IDPs requiring return assistance the returns process was significantly under-funded. Despite having the logistical capacity to provide trucks – and despite repeated requests – the integrated mission did not provide vehicles, forcing the agencies supporting return to make other inadequate arrangements. Despite the availability of vast resources, there was a lack of political will to deploy these assets for humanitarian operations.

By contrast, however, the integrated mission greatly assisted camp management and camp phase-out efforts. The mission used its network of radio stations and print media outlets to assist with an information campaign on camp closure and return plans. This assistance proved invaluable and agencies working on return and registration modalities and their partners would not have been able to access such support and inform IDPs outside an integrated mission model.

! (I)NGOs implementing Camp Management on the ground may feel disenfranchised by a seemingly monolithic integrated mission. They may have inadequate humanitarian space or autonomy in which to operate, and feel that their mandates are being subsumed into the overarching political strategy of the UN Mission.

Leadership and Participation of Camp Residents

Experience has shown that creating a well-functioning camp environment is dependent upon the direct and indirect participation of camp residents. A commitment to participation, a belief in its value and a resourceful and positive approach are important for Camp Management Agency staff. Participation and mobilisation can take many forms. Some ways of engaging camp residents include:

- holding leadership elections to elect camp leaders and representatives
- having formal meetings and dialogue with both traditional and elected leaders
- establishing informal contacts within the camp
- developing camp committees whose members are representative of the camp population, with a specific technical or cross-cutting sector focus: these may include a Water, Sanitation and Hygiene (WASH) committee or those representing older people and women
- engaging members of the camp population as volunteers in specific tasks/projects which use and/or develop their skills e.g.: carpenters, teachers
- ensuring that camp management feedback procedures and complaints mechanisms are in place, and forums developed for the camp population to contribute and be listened to
- offering employment to camp residents such as cash-for-work initiatives
- encouraging community participation through such groups as neighbourhood watch schemes, care groups for persons with specific needs and recreation groups
- ensuring the representation and involvement of groups with specific needs and those at heightened risk.

- ▶▶ *For more ideas on the participation of camp residents, see chapter 3.*
- ▶▶ *For more information on working with persons with specific needs, see chapter 11.*

Community Leaders and Representatives

In some cases, it may require a special effort by the Camp Management Agency to find a balance between respecting traditional or self-organised leadership structures and ensuring equitable representation of all groups within the camp.

Firstly, it is important to recognise how 'leaders' have been identified:

- Did the population become displaced as a unit and maintain their traditional leadership structures?
- If displacement was more disruptive is the population now self-organising and how is it promoting certain people as leaders?
- Is there little actual organisation?
- Are those with apparent power simply presenting themselves to the community and camp agencies as leaders?

Secondly, the Camp Management Agency has to determine the extent to which the leadership structure is representational and working in the interests of camp residents. This requires speaking with different members of the community as much as possible and trying to get a holistic picture of intentions, capacities and any gaps.

Unless there is no structure at all or there is deep dissatisfaction with the leadership from the community, it is generally advisable to assist the community to self-organise or work with whatever structures are in place. Gaps with regards to representation and equitability in the system should be addressed through complementary mechanisms, not by ignoring or bypassing the existing one. For example, if the Camp Management Agency finds women's representation to be lacking, it may be able to encourage a male and female leader for each constituency or area. However, care must be taken that this would not be just a hollow exercise in which the women still have no real voice. A more effective method may be to support a network of women's groups which then have a single voice at the highest levels. In addition to gender representation, minority groups should also be assured equal representation.

In working with the community to design and set up camp governance structures, the Camp Management Agency needs to be aware of how leaders are selected; and not advocate for artificial or culturally inappropriate procedures. Equally, community leaders and representatives need to be given clear functions and written, agreed upon ToRs. Humanitarians should respect and act upon any fears the community may have of corruption and opportunities to create patron-client systems. Ensure transparency and openness in all processes to avoid suspicions and temptations to abuse positions.

Agree upon codes of conduct for leaders and group members. Transparent ToRs, confidential complaints' mechanisms, removal procedures and mechanisms to ensure rotations of membership are all issues to be considered in order for effective governance and participation to be established.

By-laws

Under stable camp conditions, establishing guidelines governing the use of public facilities can be one method to discourage the misuse of common camp facilities and prevent possible tensions. Such guidelines (or by-laws) should be the result of genuine cooperation between all stakeholders, notably the camp residents.



Refugee Grievance Committee – Sierra Leone

In Sierra Leone a refugee grievance committee was established, to deal with minor offences and disputes within a camp, thus engaging refugees in their own problem-solving and conflict mediation. The committee used alternatives to in-camp detention for offenders through the use of such community-imposed sanctions as fines and community work.

▶▶ *Other examples of governance structures can be found in UNHCR's "Operational Protection in Camps and Settlements".*

ENSURING THE CARE AND MAINTENANCE OF CAMP INFRASTRUCTURE

Maintenance of Camp Infrastructure

Ensuring the maintenance of camp infrastructure such as roads, distribution sites and drainage is typically the responsibility of the Camp Management Agency. The Camp Management Agency may undertake the work themselves, or coordinate it with other service providers, depending on factors including budgets and capacity. Where there are temporary emergency facilities on site, for example while families are constructing their houses, the upkeep of latrines and bathing facilities can fall to a Camp Management Agency as well. Community systems for garbage and waste treatment and removal can be shared with the WASH cluster lead agency, while in urban settings the local authorities may be responsible.

Creative ideas for caring for and maintaining public facilities, such as latrines located at clinics, schools and market places, can be addressed by special camp committees.



In post-tsunami Sri Lanka, part of the Site (camp) Management Project entailed working with the local authorities to upgrade the provision of latrines in transitional sites (camps). One significant challenge was to ensure that the latrines were regularly emptied, a task for which the municipal council had limited capacity. The solution was a joint venture whereby the Camp Management Agency funded a private 'gully sucker' – a vehicle equipped with a pump – to undertake clearing a backlog of work in a short time period, whilst simultaneously advocating for government support. With the most urgent needs attended to through a private contractor, the local council was able to gradually take over and make longer-term and more sustainable arrangements.

Environmental Protection

Environmental concerns are a feature of every camp and need to be taken into account from the moment a site is being selected to after it has been responsibly closed. Early preparation, sound planning and good coordination between all stakeholders – from the affected communities to national authorities – should start at the very beginning of camp operations. Soil erosion and the loss of natural vegetation cover are some of the most common and visible environmental impacts. Others such as ground water pollution and soil contamination might be less visible but are equally important. The nature and scale of these concerns will vary according to the physical location and nature of the operation.

Care and management of the environment within and around the camp should be coordinated with the Camp Coordination Agency, National Authorities and host community.

! An environmental management plan made together with camp residents/committees (or, where available, village-based environmental groups), can identify the priority areas to be addressed.

▶▶ *For more information on the environment, see chapter 6.*

MANAGING INFORMATION

Registration

In most contexts the management of information is closely linked to the registration of camp residents. Registration is the starting block for a Camp Management Agency in order to provide baseline information on the characteristics of a population, which in turn can inform additional assistance programmes and the effective coordination of distributions. Furthermore, registration:

- ensures all camp residents' access to basic rights and services during displacement
- identifies which groups and individuals in the camp population have specific needs and are in need of special assistance or protection
- enables humanitarian agencies to monitor the movement of the displaced population – both those leaving the camp and new arrivals.

Registering people – including women, unaccompanied and separated children – can reduce vulnerability, increase access to assistance and diminish incidents of exploitation. Whilst registration in IDP camps will often be done by the Camp Management Agency, in refugee camps it clearly falls under the mandate of UNHCR.

▶▶ *See Chapter 9 for specific guidance on setting up registration systems.*

Identification of Persons with Specific Needs

Displaced populations hardly ever constitute homogeneous groups. Variations in gender, ethnic origin, physical ability and age can all affect vulnerability and coping strategies during displacement. Properly identifying the needs and impact of the disadvantages faced by groups with specific needs and those at heightened risk is a major challenge for a Camp Management Agency in order to prevent their situation from deteriorating even further.

! Women and children are often more at risk of sexual violence and exploitation and often face more difficulties than men when traditional ways of living and support systems are disrupted. People living with HIV/AIDS may suffer from physical disabilities and may be stigmatised, leading to even greater disadvantages in a camp setting.

The list of individuals or groups with specific needs and those at heightened risk is not fixed. Varying within each context, common categories are:

- female-headed households
- pregnant and breast-feeding women
- children (younger than five, separated, unaccompanied children and former child combatants)
- older people
- people with mental disabilities
- people with physical disabilities
- persons living with HIV/AIDS or other chronic diseases.

▶▶ *For information on persons with specific needs, see chapter 11.*

▶▶ *For more guidance on groups at heightened risk, see chapter 10.*

Camp Population

In most planned camp situations, a camp's population will be established through an organised registration and referral system in cooperation with the national and local authorities and the Camp Coordination or Sector Lead Agency. In order to avoid multiple registrations a single registration system should be established and agreed by all actors. This information forms the basic demographic database for overall camp population figures throughout the life of the camp and should be updated regularly to reflect births, deaths, arrivals, departures and other fluctuations in the population.

! Harmonise lists kept by service providers and camp population figures into a central camp database that can be used by all service-providing agencies.

▶▶ *For more information on registration, see chapter 9.*

The confidentiality of camp residents' private information must be respected. Routines for systematically backing up and protecting the sensitive data obtained in the registration process must be in place prior to gathering information. Data security is of particular importance in conflict situations when rival ethnic groups or authorities may have a vested interest in obtaining lists of who has been received into a camp. The sensitive nature of camp residents' data extends to information on human rights violations, which may be also detectable from registration information. Information on survivors of gender based violence (GBV), or on children who have been separated from their parents or carers, should also be treated with great sensitivity and care.

▶▶ *For information on registration and information management, see chapters 9 and 5.*

Protection Monitoring and Reporting Critical Incidents

The task of managing information can also be associated with tracking protection-related incidents in a camp setting. This is an extremely sensitive task that must always be accompanied by extensive staff training from a specialised protection agency. Protection information can be used to improve either the humanitarian or security situation. The impact and effectiveness of protection monitoring in camps is dependent to a large degree on the availability of response capacities within the local society and administration or amongst the humanitarian community. Responding to protection incidents falls to the mandated protection agencies. In refugee settings this responsibility is always led by UNHCR.

When a Camp Management Agency undertakes protection monitoring work there must be both clarity and capacity to ensure that the task is undertaken responsibly. This involves clear understanding of:

- the agency's mandate
- the specific situation, the actors involved and their agendas/capacities in relation to protection
- the sensitivity of the information and the harm that can potentially be done
- what data/information is specifically required and why
- the need to train staff
- the accountability to the camp population in terms of response capacity: what feedback can they expect?

- the possible consequences of collecting data on the abuse of human rights and other protection issues
- the possible consequences of not collecting data on these issues.

This will enable a Camp Management Agency to carry out protection monitoring work knowing why it is being done; what response capacity is in place, what the camp population can expect and should be informed about, and what security and confidentiality procedures must be followed to ensure compliance with the *Do No Harm* principle.

Do No Harm

The Camp Management Agency and other actors working in the camp should carefully consider whether any assistance programme or advocacy activity can put the camp and host populations or others at risk of security threats, deprivation of basic services and/or compromise the dignity and integrity of the displaced population. The safety and security, dignity and integrity of displaced persons should be at the centre of all assistance programmes.

 The Do No Harm project is a collaborative effort, arising from experiences of humanitarian workers in many different contexts in the early 1990s, who recognised the challenge of providing humanitarian assistance in conflict settings in ways that did not exacerbate or intensify the conflict, but rather contributed to peace. The Do No Harm principle requires humanitarian agencies to reflect upon the consequences, both intended and unintended, of their interventions. It seeks to identify the ways in which international humanitarian and/or development assistance given in conflict settings may be provided so that rather than worsening conflict and divisions, it helps those involved to disengage from fighting and develop systems for settling the issues which underpin conflict. The project urges humanitarian workers to address the complexities of providing assistance in conflict situations – to achieve clarity and minimise the risk of harm for the societies where assistance is provided. The Do No Harm principle can assist the Camp Management Agency and the other stakeholders working in the camp to understand the complex relationship between the context of the conflict, the camp setting and the humanitarian assistance that is being offered to the camp population.

! Obtaining accurate information on what are often personal and highly sensitive, or culturally taboo protection issues can be very challenging. Not least it involves the establishment of trust between Camp Management Agency staff and the population. For example, when interviewing women, the use of well-trained female staff and small, confidential and consistent focus groups, through which trust can be built over time, may help to yield accurate information.

►► For more information on focus groups, see chapter 3.

▲ Camp Monitoring: an Example from a Sudanese IDP Camp

Camp management staff collecting information had been trained, were well-known to residents and were regularly seen moving about the camp. The topics about which they gathered information changed, often as a result of seasonal changes. In the rainy season they collected information on cholera and flooding of shelters when it was important to quickly contact relevant agencies to fix a broken water pump, register new arrivals or distribute sand to an area that was flooded. In their work they helped to defuse seemingly small local issues which could have rapidly escalated and had camp-wide security and well-being implications.

The form they used was this:

CAMP MONITORING FORM	
Collected by: Sector where information was received:	Date:
Food and Water	
Reported lack of food/poor quality food	
Reported lack of water/poor quality water	
Health	
Increase in presence of mosquitoes or other insects	
Dangerous materials affecting health	
Other evidence of health problem	

Sanitation	
Flooding in camp or other drainage issues	
Flooded latrines or lack of latrines	
Collapsed or otherwise dangerous latrines	
Accidents (physical well-being)	
Accident involving latrine	
Other accident	
Shelter	
Lack of plastic sheeting	
Damaged shelter or lack of shelter (other than plastic sheeting)	
Abandoned shelters	
Education	
Incident relating to school infrastructure and educational tools	
Procedural failure, including distribution issues	
Failure to register	
Complaint relating to distribution (food and non-food items)	
New arrivals in camp	
New arrivals of IDPs (number of people and sector)	
Unusual events inside camp	
Unusual trade	
Unusual or confusing NGO activity or lack of activity	
Unusual meeting	
Allegations, complaints and rumours	
Allegations or complaints made against specific people or group of people	
Rumour circulating the camp	
Security	
Presence of armed persons or unauthorised unarmed persons inside the camp	
Shooting inside camp	
Shooting outside/on perimeter of camp	
Disappearance	
Incidents and Social Problems between IDPs	
Violence between IDPs	
Theft or attempted theft by IDP or unknown person inside camp	
Problems faced by IDP women other than violence (for example, consequences of unwanted pregnancies)	
Other	
Information or description of incident	

►► *For more information on protection, see chapter 8.*

COMMUNICATING WITH THE CAMP POPULATION

Mass Communication and Information Dissemination

Access to information is a basic human right. Everyone needs and wants to feel they are informed about the situations surrounding their lives – be they security issues, the whereabouts of family or friends, current debates and opinions, prospects for the future or opportunities for making choices or decisions. In situations where a crisis has interrupted the lives of the displaced population, an information vacuum often develops. Unfortunately, in the absence of information it is common to find rumour or deliberate spread of misinformation.

! “In practical terms information is power – and the more information is shared with refugees about issues of concern to them, the more involved, engaged and empowered they will be. Accurate up-to-date information will assist them to make informed choices and decisions. Sharing information with the refugee community demonstrates trust, openness and respect for them and their ability to make sound decisions on the basis of the information presented.”
UNHCR, Operational Protection in Camps and Settlements, Specific Protection Issues.

To ensure that information is received and understood by women, men, girls and boys a variety of strategies need to be used. It is important to:

- field test information before it is widely circulated in order to understand how to present key messages
- realise that use of certain words can have different impacts on different target groups
- utilise a variety of techniques to share key information: holding meetings – which may include house-to-house visits for populations that are not mobile; radio or newspaper announcements; information boards; formal addresses from key persons in the community; employing educated and respected members such as heads of religious communities or teachers to hold discussion groups
- follow up to make sure that messages have been understood and acted upon. This often overlooked step provides an important option not only for clarifying that messages have been understood, but also to receive important information back in relation to the issues under discussion.

►► For more information on information management, see chapter 5.

The following table gives a good overview of the communication strategies used to disseminate information:

ACTIVITY	STRENGTHS	CHALLENGES
Notice (Bulletin) Boards	<ul style="list-style-type: none"> • details of announcements can be listed and referred to • information is standard and uniform for all camp residents 	<ul style="list-style-type: none"> • not everyone who needs to know the information may pass by the notice board or be able to read.
Story Boards	<ul style="list-style-type: none"> • good with non-literate populations • suggestive way of recalling information 	
Community (Town Hall) Meetings	<ul style="list-style-type: none"> • simple way to announce and extend question and answer time to all 	<ul style="list-style-type: none"> • not all members of the camp may be able, invited, feel comfortable to come
House Visits	<ul style="list-style-type: none"> • able to reach house bound persons 	<ul style="list-style-type: none"> • time consuming for staff • may open up questions that the staff may not be able to answer
Theatre	<ul style="list-style-type: none"> • creative, widely enjoyed • can be easily remembered 	<ul style="list-style-type: none"> • dramatic presentations may lead to misinformation with no opportunity to correct or clarify
Key Leaders	<ul style="list-style-type: none"> • likely to be respected 	<ul style="list-style-type: none"> • may have their own political agenda in sharing the information
Adapting Traditional Stories	<ul style="list-style-type: none"> • could be familiar and well loved 	<ul style="list-style-type: none"> • original conclusion of story may be remembered rather than the new message
Songs	<ul style="list-style-type: none"> • easy to remember and entertaining 	<ul style="list-style-type: none"> • may not be suitable for all subjects (content) • may be too short a method for a long message
Camp Parade /Rally	<ul style="list-style-type: none"> • great at raising awareness of people who may not be immediately interested in town meetings or religious events. • celebratory in nature. 	<ul style="list-style-type: none"> • no opportunity for questions and answers

CHECKLIST FOR A CAMP MANAGEMENT AGENCY

MANAGING AND TRAINING STAFF

- Staff on the team at camp level have a balance of skills and capacities – whether in protection, assistance, technical sectors, administration, IT, information management and/or community mobilisation.
- Women are adequately represented on the team – ideally reflecting the ratio of men and women in the camp.
- All camp management staff have clear ToRs, job descriptions, roles and responsibilities.
- There are clear procedures for the monitoring and appraisal of staff performance.
- There is a plan in place for ongoing training and staff development.
- Awareness and specialised training on protection is provided to staff.
- All staff are clear on the mandate of the Camp Management Agency.
- All staff have been trained in and signed the code of conduct, in an appropriate language.
- Staff have been trained in integrating the needs of people with specific needs into programming.

STANDARDS, POLICIES AND OPERATIONAL GUIDELINES

- Adequate and appropriate standards, indicators, policies and operational guidelines have been established and disseminated to shape camp level interventions.
- The aims and capacities of the Camp Management project are clear and transparent and in line with the overall camp response strategy.

- ❑ The Camp Management Agency coordinates effectively with the Cluster or Sector Lead Agency in ensuring standards are maintained.
- ❑ The Camp Management Agency's mandate and project plan have been made available to the camp residents.
- ❑ Information on the applicable code(s) of conduct has been made available to the camp population.
- ❑ There are complaints and feedback mechanisms in place in the camp.
- ❑ The camp population (including women and children) know where to report a case of humanitarian misconduct or abuse.
- ❑ There is a designated reporting officer for the Camp Management Agency and the camp overall.
- ❑ Standards, policies and guidelines are part of the training that staff members receive.
- ❑ Standards are monitored and reported on regularly.

COORDINATING AND MONITORING SERVICES

- ❑ A comprehensive assessment of the protection and assistance needs of the camp population has been carried out.
- ❑ Coordination and monitoring procedures are agreed upon, and well-communicated to all key stakeholders.
- ❑ Ongoing monitoring at the camp level is in line with, and feeding into a total camp response strategy.
- ❑ The Camp Management Agency has the trust and legitimacy required to coordinate effectively at camp level.
- ❑ A range of effective coordination forums are being used at camp level.

- ❑ The Camp Management Agency is advocating for coordination, monitoring and feedback.
- ❑ Ongoing, community-based assessment and monitoring systems are in place.
- ❑ Participatory strategies involving camp residents – (including women, children and groups with specific needs) – are being monitored.
- ❑ Available national services are being mobilised and coordinated to benefit the camp population.
- ❑ Service providers are coordinating and collaborating towards shared goals and the benefit of the camp population.
- ❑ A protection focus is integrated into the monitoring of sector-specific interventions.
- ❑ The protection and care of groups and individuals with specific needs and those at heightened risk is being monitored.
- ❑ Protection monitoring work is being carried out with due regard for staff training, confidentiality and response capacity.
- ❑ The cultural, religious and social appropriateness of specific sector programmes is being monitored.
- ❑ A reporting system exists for all interventions being monitored.
- ❑ The views and concerns of a range of stakeholders, including the camp residents, are captured by the reports.
- ❑ There are mechanisms to ensure that lessons learned in coordination and monitoring inform future planning.
- ❑ The Camp Management Agency is providing coordination and monitoring which are effective in ensuring the provision of assistance and protection programmes in the camp.

SETTING UP GOVERNANCE AND COMMUNITY PARTICIPATION MECHANISMS

- Local leaders are regularly involved and consulted.
- Leadership is representative and legitimate in the context of the camp population.
- There are agreed upon codes of conduct in place for camp leaders.
- Participatory strategies and forums are used to implement camp activities and deliver services.
- Children and women are provided appropriate opportunities to talk about their concerns, ideas and questions.
- Groups with specific needs are involved in the life of the camp.
- Information about the services and programmes within the camp is well-mapped and disseminated.
- Community coordination forums, mechanisms and information channels are effective.
- Sector specific and cross-cutting Camp Committees are established.
- Camp Committees have clear and agreed upon ToRs.
- The camp community is represented in decision-making processes.
- There are effective complaints and feedback mechanisms in place.
- There are procedures for ensuring that feedback from the camp population informs changes and programme planning.

ENSURING CARE AND MAINTENANCE OF CAMP INFRASTRUCTURE

- The infrastructure in the camp meets agreed standards and indicators.
- Existing standards enable the displaced population to enjoy their basic human right to life with dignity.
- Sector-specific service providers have the capacity to repair and maintain camp infrastructure.
- National authorities have the capacity to take responsibility for the upkeep of camp infrastructure as appropriate.
- The Camp Management Agency has the capacity to fill gaps in the care and maintenance of camp infrastructure as needed.
- The general living conditions and social organisation of the displaced population allow for the protection and care of persons with specific needs.
- The status of the camp infrastructure is being reported to the Cluster/Sector Lead Agency and in coordination meetings.

MANAGING INFORMATION

- The Camp Management Agency is working closely with the Cluster/Sector Lead (Camp Coordination Agency in a CCCM response) on the management of information.
- The national authorities are involved in effective management of information.
- There are agreements with service providers about who is gathering what information and why, at camp level (to avoid duplication and camp community data fatigue).
- The camp population is registered.
- Detailed demographic information is being regularly updated.

- Data is stored in a secure location and being treated confidentially.
- A baseline database has been established on camp welfare issues for future comparisons.
- Camp management staff are trained in the collection of data.
- Data is being collected for a reason.
- Data is being analysed and disseminated for the benefit of all service providers.
- Information is cross-checked for accuracy and regularly updated.
- There is response capacity in place for the data that is collected.

COMMUNICATING WITH THE CAMP POPULATION

- The camp population knows the roles and responsibilities of the Camp Management Agency.
- The Camp Management Agency and the camp population have a relationship built on trust and mutual respect.
- The local language is used when interacting with the camp residents.
- When translators/interpreters are used, the message to be communicated is double-checked for accuracy.
- A variety of information dissemination and sharing mechanisms are being employed.
- The needs of the non-literate are being catered for.
- Complex messages are being handled sensitively and with clarity.
- The camp population knows what information channels are available to them, both to give and receive information.

- ❑ Camp Committees and other representative groups are used as vehicles for the dissemination of information.
- ❑ Camp leaders act to facilitate effective communication between the camp population and the Camp Management Agency.
- ❑ The needs of groups with specific needs are accounted for in communication mechanisms.
- ❑ There are agreed upon and effective ways for dealing with disagreements and disputes between the camp population and the Camp Management Agency.
- ❑ There is a Communications Officer on the camp management staff.
- ❑ Communication between the camp population and the Camp Management Agency is a safe, accessible and two-way process.

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.

- **The global Camp Coordination Camp Management (CCCM) cluster is currently drafting generic Terms of Reference for a Camp Coordination Agency and for a Camp Management Agency. Both documents should be ready and accessible in 2008. Further information can be found at www.humanitarianreform.org**
- **Checklist for Camp/Cluster Coordinator**
- **Inter-Agency Network for Education in Emergencies (INEE) – *Code of Conduct for Teachers (sample)***
- **People In Aid, 2007. *Information Note. Basic Elements in a Human Resource System.* www.peopleinaid.org/pool/files/publications/basic-elements-in-an-hr-system-final.pdf**
- **People In Aid, 2004. *Information Note. Developing Managerial Competencies.* www.managing.peopleinaid.org/files/Developing%20managerial%20competencies%20%20People%20In%20Aid%20information%20note.pdf**
- **Performance monitoring form for CM Teams
WASH and CCCM Clusters, 2007. *Roles and Responsibilities Matrix.* www.humanitarianreform.org/humanitarianreform/Default.aspx?tabid=311**

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