

# SOUTH ASIAN EARTHQUAKE RESPONSE

## STRATEGY ON CAMP MANAGEMENT

prepared by

**United Nations Camp Management Cluster**

*This strategy paper is prepared by the Camp Management Cluster partners as general strategic guidance. It has now been agreed with the Government of Pakistan and endorsed by camp management cluster partners. Area specific operational plans will now be implemented at the field level.*

*Camp coordination & management represents a sector that has many components and requires the work of many actors to ensure the rights of those who are displaced during a humanitarian crisis. Camp management/coordination can cover many living situations from formal camps to dispersed populations. The work demanded requires a multi-sectoral protection and assistance response as well as an effort to find durable solutions to ensure that the rights of those displaced are upheld.*

*The CMC strategy is based on the understanding that camps are not considered a durable or an ideal solution every effort should also be made to assist the displaced who are living in non-camp situations. However, the CMC advocates for improved camp coordination and management in the situations where camps are the only option where fundamental human rights such as shelter, water, food, education and health services may be ensured.*

*The Government of Pakistan retains overall responsibility for camp management with the support of the camp management cluster and lead agency.*



Earthquake devastation in Mansehra Town



Planned Camp in Muzaffarabad



Spontaneous Camp in Muzaffarabad

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# STRATEGY ON CAMP MANAGEMENT

## I. Background

1. In response to the devastating South Asian earthquake of 8 October 2005, the Government of Pakistan (GOP) and the military have been at the forefront in establishing camps for the displaced, as well as meeting the enormous logistical requirements needed to keep camp populations alive in the immediate aftermath.

2. The United Nations Country Team (UNCT) in Pakistan established a sectoral cluster system as the basis for its relief efforts within the collective national and international response. UNHCR was designated the lead agency for camp management in support of the GOP, with cluster partners: NGOs/CBOs, UNICEF, IOM, WHO, WFP etc.

3. The camp management cluster (CMC) operates in close collaboration with the other clusters and their lead agencies: Shelter (lead: IOM), Food and Nutrition (lead: WFP), Health (lead: WHO), Water and Sanitation (lead: UNICEF), Logistics (lead: WFP), Protection (lead: UNICEF), Education (lead: UNICEF) and IT/Telecommunications (lead: WFP).

### **Capacities and Gaps:**

4. The establishment of clusters as part of the UN's humanitarian reform programme is being implemented for the first time in the context of the South Asia Earthquake. The role of the Camp Management Cluster, its lead agency and partners, is still to be clearly defined by all relevant actors at the institutional level and in the field. At the global level, an agreed operational framework and implementation plan for camp management have yet to be produced. The Pakistan Camp Management Cluster is therefore producing its own strategy in response to immediate and urgent situation specific needs.

Management in a natural disaster is very difficult to “switch on.” The needs are immediate and overwhelming and assistance organizations scatter in every direction to meet those needs. In addition, this natural disaster has many unpredictable elements, leading to competing priorities and agendas, and in the case of camp

management requires a great deal of firefighting. There is a clear need to strengthen local capacity that is local authorities, NGOs and community organizations, in the area of camp management, through training, mentoring and partnerships with international actors.

At the inter-cluster level, there is clear agreement to cooperate as evidenced by the many meetings, documents and regular information exchange that is taking place. However, the synchronization of competing agendas and priorities, further complicated by scant resources being available or slow to come on line, means that operational alliances which deliver services quickly and effectively are happening more slowly than we need. In the field, operational responses based on teamwork need to be more strongly developed.

## **II. Strategic Direction for an operation of six months' duration**

5. The first priority is survival of the winter for all those affected by the earthquake. Collective relief efforts should focus simultaneously on a number of interlinked areas: existing spontaneous settlements, existing planned camps and new camps as well as contingency planning for a possible mass exodus from high altitude areas induced by the on set of harsh winter.

- **Provision of emergency humanitarian assistance and life sustaining services** in organised camps (military/civilian authority with the support of and in coordination with camp management cluster (CMC) during the 6 months of the operation). Items provided: tents, plastic sheeting, blankets, mattresses, sleeping bags, kitchen sets, jerry cans and lanterns, heating/cooking stoves etc.
- Support the survival strategies of camp populations (both planned and spontaneous) by **incorporating possibility of accommodating livestock in site planning**, where land is available to do so. FAO to provide guidance and appropriate resources for upkeep and welfare of livestock.
- Ongoing mapping and survey of camps completed and recommendations for consolidation/closure implemented. This process should continue using

participatory assessment methodologies, taking into account gender and age perspectives.

- Task Force/CMC/ INGOs/NGOs to address the issue of standards and transfer of guidance on winterization and decongestion of camps and the implementation of service delivery particularly in the water and sanitation sectors.
- Ensure that an **appropriate protection/assistance framework for IDPs** in accordance with the U.N. Guiding Principles on Internal Displacement and the Human Rights Commission of Pakistan's Operational Guidance for the Human Rights Protection of People Affected by the 8<sup>th</sup> October Earthquake is in place.
- Continued support for collective efforts to **supply necessary relief items to those choosing to remain in/near their homes at high altitudes** with "self help winterization of one room" kits.
- **Contingency planning.** While it remains unclear how many more will come down from the high altitude areas or when, the CMC has been requested by the GOP to support ongoing contingency planning efforts (new site selection, development of new camps able to accommodate significant numbers.) NWFP authorities estimate 100,000-200,000 new and potential arrivals.
- The Pakistani administered Kashmir (AJK) Government estimates that 30,000 more may require shelter; a further 14,000 are likely to move from camps in Islamabad who will also require assistance in camps.
- Several new sites have been identified in NWFP in Abbotabad, Haripur, Mansehra and Batagram districts. Similarly in AJK, some nine sites have been identified in Bagh and in Muzaffarabad. The GOP has, so far, restricted the establishment of camps for the displaced populations to areas affected by the earthquake. However, given the scarcity of land to support large populations for a six month period, there is an urgent need to identify potential camp sites away from the earthquake impact zone in both the Punjab and the NWFP. The Punjab

Government has requested the CMC to assist in establishment of camps in Fatehjang and with technical help in improving the infrastructure of existing camps. The CMC is also working with the military and Civil Authorities to expand existing organized camps where land is available to do so. The GOP has set aside 25,000 tents for use in new camps.

- Camps should only be established in areas which are accessible by road and which will not become cut off by snow or landslides.
- People are continuing to come down from the high altitudes by airlift and in every returning jeep and truck after delivering supplies. This currently *ad hoc* movement must be coordinated. As a priority, people must be fully informed of their choices, of whether to stay near their homes or to go down into organized camps. A mass radio information campaign informing people of locations where they can receive assistance would be appropriate.

### **III. Emergency Response to scattered/spontaneous camps**

- Ensure strong **collaborative emergency response/service provision for hundreds of spontaneous settlements** led by military supported by all UN clusters, CMC partners, local technical Departments, especially those responsible for public health issues, water and sanitation, as well as tribal, religious and other community leaders. Here the initial priority must focus on decongestion of spontaneous settlements in urban areas as well as control of possible outbreaks of disease through improved access to water and sanitation.
- There is a continuing influx of new arrivals from the high altitudes into these spontaneous camps, many of whom are already infected with pneumonia, severe diarrhea and skin diseases. The new emergency task force will incorporate the existing health task force involving WHO, UNICEF, UNHCR and local health officials. Among the first issues the expanded task force should address are:
  - Lack of proper or sufficient sanitation facilities
  - Decongestion of camps to ease over crowding

- Lack of adequate access to clean water
- No proper waste disposal
- No proper facilities for children
- Prevention of fire outbreaks
  
- Those in spontaneous settlements in urban areas must be the first to receive this assistance in decongestion and improved water and sanitation: Mansehra, Muzaffarabad, Batagram, Gari Habibullah, Bagh.
  
- Clusters led by UNDP, IOM, WHO, UNICEF and UNHCR would have the primary responsibility for mobilizing the resources needed for the success of these emergency efforts, which should be completed no later than end December 2005/early January 2006.
  
- To ensure the sustainability of the efforts, the planned early recovery/reconstruction of infrastructure in sectors related to water and sanitation should begin immediately. All of these urban centers will remain accessible throughout the winter months. There is no need, therefore, to wait until the spring. To do so would put a large number of people both inside and outside camps at risk and reduce the prospects of saving lives this winter.
  
- Efforts will be made by the CMC to secure additional access to trained camp management staff in the field and in Islamabad to further strengthen staff deployed to individual camps or groups of camps.
  
- Tasks of the new emergency task force: to finalize mapping of the scattered/spontaneous settlements in each area (by end of December early January), quickly identify which are sustainable and make immediate recommendations to the GOP on which need to be closed/consolidated. For those that are sustainable (based on national standards), conduct rapid needs assessment, draw up implementation plan and assign responsibility for actions,

ensuring all activities covered and no duplication. Establish ongoing monitoring/reporting mechanisms.

- The GOP should establish a policy for declaring spontaneous settlements “official camps,” so as to ensure sustainability and the delivery of necessary services. In particular, the Government focal point for camp management should ensure that tents do not continue to be distributed in urban settings without services (food, water, sanitation) being in place and an appropriate site selected. Scattered settlements not meeting criteria for sustainability in urban areas should rapidly be closed and/or consolidated. The CMC will provide GOP officials technical guidance and support in this process.
- Current inputs in support of regularizing services to sustain spontaneous camps should continue: mapping, sustainability recommendations, UNICEF/WHO WatSan assessment, UNICEF/UNHCR training of military and all involved in basics of camp management – decongestion, site planning, improved service delivery, etc, rapid response interventions by Quick Impact Mobile Technical Teams.

## **B. Transition from military to civilian administration of camp management**

7. The Government of Pakistan (GOP) has stated that camps are one of the keys to survival of the winter for the earthquake affected populations. Now that the first phase of the emergency response is shifting into a more ordered second phase response, it is important to assist the GOP to ensure **a smooth transition from military to effective civilian administration management of the planned camps and the emergency response urgently required for the Spontaneous Settlements.** Compliance with international standards and the framework outlined in e.g. the camp management tool kit will remain critical if the relief efforts are to be effective, sustainable and supported by the larger community.

## IV. Role of Camp Coordination and Management

Camp coordination is understood as the framework for managing and coordinating the over-arching response and standards setting. While camp management focuses on practical running of particular camps.

### Camp Coordination

8. At the **camp and inter-camp/country level, the coordination function** entails:

- Organizing and maintaining the relationship with host authorities and the provision of appropriate advice and capacity support to them;
- Advising the RC/HC and IASC Country Team partners on policy issues;
- Carrying out comprehensive situational analyses using participatory assessment methodologies to identify threats to the rights of the displaced (and host) populations and assess protection risks, assistance gaps, resources and opportunities available within the displaced and host communities as well as those offered by the national and international players;
- Identifying, mobilizing and managing camp management agencies and other sectoral partners, ensuring that there is no duplication or overlap among the various camp managing agencies and between these and other sectoral partners;
- Evaluating the performance of camp managing agencies;
- Ensuring that assessment, protection activities, programme delivery and camp governance are all conducted through community-based approaches and with an age, gender and diversity perspective;
- Monitoring and regularly reviewing development, implementation and evaluation of protection mechanisms and assistance programmes;
- Promoting best practices in camp management, including harmonizing protection/assistance standards between camps taking into consideration the host community.

## Camp Management

9. A camp manager has overall responsibility to:

- Ensure access to and enjoyment of basic human rights by all segments of the displaced population;
- Carry out individual registration and issue documentation;
- Protection, with an explicit focus on the most vulnerable ;
- Set up and maintain a settlement that provides a safe, secure and dignified place for displaced persons to live in, according to internationally accepted standards of well being;
- Ensure the efficient and timely delivery of all services through coordination, identification of gaps and monitoring and by avoiding duplication;
- Act as the intermediary between the camp population, the authorities, security forces, implementing agencies and local host communities;
- Promote appropriate and widely acknowledged representation of the various groups and must both make use of and further develop local capacity where possible.”
- The camp manager also has a responsibility to keep the camp coordinating agency informed of activities and developments within their camp. This allows for effective and timely intervention by the camp coordinating agency vis-à-vis the Government, donors and international community;
- Camp planning, construction, and management are multi-disciplinary activities that need to be carried out in a protection-oriented manner, through a community-based approach, which takes into account age, gender and diversity specificities. While a number of camp-specific sectoral and specialized activities might be delegated to other agencies (e.g. water, sanitation, health, etc.), camp management includes certain core functions, such as:
  - **Proximity:** Field presence and development/maintenance of relationships with displaced and local communities, as well as with local authorities;
  - **Registration:** Establishing, maintaining and updating population registers, ensuring appropriate documentation and identifying those with specific needs, e.g. unaccompanied/separated children, in close cooperation with the entity

mandated for specific population categories and in accordance with established international standards;

- **Participation and community involvement:** Working with displaced communities, especially identifying and developing their capacities, developing sustainable skills and recruiting staff from these communities / mobilizing the participation of persons of concern in all aspects of camp life and camp governance with particular measures to ensure meaningful participation by women and young people;
- **Coordination of services and assistance:** Organizing internal camp coordination processes with all stakeholders (international agencies, NGOs, displaced and host communities, local authorities); information sharing, monitoring (standards), formalizing roles and responsibilities, conducting vulnerability assessments;
- **Protection:** Liaising with authorities responsible for protection and security; with regard to crime, abuse and exploitation, ensuring that monitoring, reporting and response mechanisms are established and known to all of the camp community in order to facilitate access to justice;
- **Resources:** Ensuring training and compliance of humanitarian workers with IASC Code of Conduct;
- **Reporting** regularly to the Camp Coordination lead agency, which in turn will report to the RC/HC and host authorities;
- **Advocacy:** Firm and effective leadership complemented by lobbying for assistance and funding;

Compliance with international standards and the framework outlined in e.g. the Camp Management Tool Kit, will remain critical if the relief efforts are to be effective, sustainable and supported by the larger community;

**In summary, the roles of the main actors:**

- GOP acts as coordinator / overall supervision
- RC/HC coordinates international assistance
- CMC as attached in Annex 2

- Cluster lead Agency supports GOP and assists RC/HC in coordination of International assistance.

Camp managing agencies manage camps

## V. Terminology

10. It should be understood that the beneficiary population is a mixture of IDPs and affected populations. <sup>1</sup>

**Camp:** the term is used to identify those places hosting people who have moved from their villages and towns. The term is used for settlements where IDPs find accommodation in purposely-built sites where a full range of services may be provided, usually exclusively for the population of the site. In Pakistan the term is used to identify those places hosting IDPs who have moved from their villages/towns.

The main characteristics are: (1) the displacement of the beneficiaries; (2) the high concentration of persons on a single site. (3) The GOP is strongly urged to ensure that camps should only be established on Government owned land, unless the unavailability of suitable land makes this impossible. One criterion for a camp is that people are no longer settled on their own land. (4) Camps should only be established in areas which are accessible by road. No camps should be established in areas which could become cut off by snow or landslides.

**Scattered Settlements:** reference is made to those groups of people living in the immediate vicinity of their homes or within the ruins of their villages and towns. The scale of the settlements may vary from a few tents to larger groups of up to approximately 50 tents. While these settlements do not constitute “camps” as such, it does not mean that those in scattered settlements will be denied assistance.

### Different types of camps and settlements

**11. Spontaneous (self-settled) camps:** A displaced community or displaced groups who may have settled in camps, independent of assistance from local government or the aid community. Self-settled camps are often sited on state-

owned, private or communal land, usually after limited negotiations with the local population or private owners over use and access.

**Planned camps:** Planned camps are places where displaced populations find accommodation on purpose-built sites, and a full services infrastructure is provided, including water supply, food distribution, non-food item distribution, education, and health care, usually exclusively for the population .

## VI. Operational Priorities

12. In areas in which the CMC is contributing to the relief effort:

### 1) Camp Management

- **Mapping/assessment of spontaneous camps and settlements** to determine their viability, population numbers, cross-checking existing figures, quick interventions required and needs for sustainability, using participatory methodologies taking age/gender/vulnerability into account;
- Ensure **urgent delivery of services to spontaneous settlements** through collaboration between CMC/other clusters/NGOs/others under the leadership of GOP/military at provincial level;
- **Improvement in delivery of services** in both planned and spontaneous camps at the sectoral level with a particular focus on water, sanitation, waste disposal, food, camp management, health, education, protection etc. based on strong, timely and coordinated participation of the clusters responsible for e.g.: sanitation, water supply, health, food, etc;
- **Identify national and INGOs to assist the camp management coordinator within the provincial administration in the day to day camp management** coordination and administration for new official camps being opened;
- **Support /train/empower national NGOs** already assisting in the camp management of existing official/spontaneous camps;
- Support GOP's **registration exercise. This registration is urgently needed to inform the provision of shelter as part of early recovery & reconstruction, food delivery and nutritional data, as well as effective**

**camp management.** Lack of registration should in no way delay or restrict assistance to all affected populations;

- **Identify un-met assistance needs;** coordinate with cluster partners, national and INGOs to bridge those gaps to ensure minimum water points and latrines according to international standards;
- **Establish community based camp management committees by way of self-help** for security, health, food, water & sanitation. Support/train/empower camp populations, authorities, national and INGOs to manage camps. Provide essential tools and materials in order to build capacity for self-help. As appropriate, ensure women's participation, or where needed, set up women's sub-committees to ensure that their problems are addressed;
- **Ensure appropriate protection/social response at camp level based on a careful protection gap analysis** taking into account the special needs of women, particularly unaccompanied women as well as single parent and minor-headed households, in coordination with Protection cluster, e.g. addressing Sexual and Gender Based Violence; and with UNFPA on special issues relating to women and reproductive health;
- **Deploy Camp Management Support Mobile Teams** to support and advise on camp management, water and sanitation and community mobilization in **spontaneous camps;**
- Identification, selection and development of **new sites** and **improved physical layout of existing camps, site planning,** improved infrastructure in existing camps with GOP and other clusters; consolidation of spontaneous settlements in urban areas;
- **Secure camp perimeters:** particularly to protect vulnerable persons;
- **Deploy Quick Impact Technical Support Teams** to assist in site construction and development, decongestion and winterization (construction, shelter, fencing, lighting, community spaces) and work with NGO partners, the GOP/military, civil administrations and others to strengthen capacity. Bring in local expertise and resources to ensure greater ownership and sustainability of ongoing efforts.

### 13. Winterization

- **Prioritize** locations at greatest risk for additional assistance. Provide training on winterization and ensure appropriate materials are supplied and distributed.
- **Additional relief items to be provided** -3 blankets, sleeping bags/mattresses per individual; 2 pieces plastic sheeting, stoves: kerosene, gas, coal, charcoal, wood (safety testing underway in some camps)

### 14. Link with early recovery and rehabilitation

In order to link up to the early recovery and rehabilitation, the following actions are identified:

- Ensure an **active participation of affected people in early reconstruction and rehabilitation** by identifying, registering and promoting family and community unity at camp level to assess the feasibility of an assisted community based return;
- When selecting implementing partners, prioritise those NGOs that will be involved in the long term effort of reconstruction and rehabilitation to facilitate transition from relief to early recovery/reconstruction;

## 2) Systems and Procedures

**15. Establishment of operative systems and procedures for camp management and coordination** through the strengthening of camp management knowledge, tools (e.g. Camp Management Tool Kit) and **on the spot training in camp administration, and distribution activities**. This support will also aim at ensuring a common camp management approach in all official camps. The CMC will continue to encourage existing INGO partners and others who are interested in camp management to partner with and mentor local NGOs, in order to expand the pool of resources available for camp management and service delivery.

## VII. Camp Management Structures in the Field

**16.** Currently there are discussions with Government as to the most appropriate administrative structures and how they could interface with the CMC and the rest of the international community. However, the CMC recommends that:

- The GOP should retain overall responsibility for camp management and the delivery of services to the displaced. Sadly in many areas, the civilian administration has been decimated, with many officials killed, displaced or suffering the loss of family members. There is an urgent need to identify and deploy a substantive cadre of civil administrators with hands on experience in the management and coordination as well as delivery of services in all sectors, but particularly in the water/sanitation/health and food sectors.
- The first step is for the Provincial Administration to assume full responsibility for all day to day management of assistance to camps and camp-like situations.
- Senior Regional Relief Commissioners based in Muzaffarabad for AJK and in Abbotabad for the NWFP have been appointed. The Regional Relief Commissioners should be responsible for all relief operations for populations in camps and spontaneous settlements and should have technical units staffed by qualified personnel responsible for the management of the shelter, food, water, sanitation and health sectors.
- The existing provincial DCOs should report to the Regional Relief Coordinators.
- The DCOs will appoint camp managers who will assume responsibility for the day to day management of camps and perform a range of duties e.g. food distribution, processing of those wishing to be admitted to camps , registration of populations, allocation and provision of tents, maintenance of security , law and order, etc.
- Given the scattered nature of the spontaneous settlements, it may not be possible to appoint camp managers for each camp; instead a camp manager may be responsible for a cluster of spontaneous settlements.

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#### 1. Foot Note

#### IASC South Asia Earthquake Task Force Policy Statement on the Use of the Term “Internally Displaced Persons”

The IASC Task Force notes that a significant number of people have been affected by the earthquake in Pakistan of which an, as yet undetermined, number should be regarded as internally displaced persons in line with the Guiding Principles on Internal Displacement. The problem of accurate figures notwithstanding, the Task Force recognises the need to identify the specific protection and assistance needs that the internally displaced may have on account of their displacement and that may be distinct from those of the broader affected population. The Task Force notes that such recognition does not confer preferential status on the internally displaced *vis-à-vis* the broader affected population and that the humanitarian response must be implemented by all relevant actors in an equitable manner and on the basis of the identified needs of the overall earthquake affected population, including the internally displaced. Geneva, 14 November 2005

- N.B. The Inter-Agency Standing Committee (IASC) is comprised of both members (FAO, OCHA, UNDP, UNFPA, UNICEF, UNHCR, WFP, WHO) and standing invitees (ICRC, ICVA, IFRC, InterAction, IOM, SCHR, RSG/IDPs, OHCHR, and the World Bank). ICRC, a standing invitee, maintains its independence from policy statements issued by the IASC and its subsidiary bodies.

## **Annex 1.**

### **2. ROLES AND RESPONSIBILITIES**

The following framework is aimed at defining and mainstreaming the roles and responsibilities of the main actors involved in the camp management and service delivery at camp level for an operation of six months duration.

#### **2.A- Government of Pakistan**

**Phase I:** the initial emergency phase during which camps are established, spearheaded by the GOP/military with support from UNHCR technical support.

- GOP to identify new space for planned camps and negotiate all issues related to land utilization;
- Physical set up of camps with UNHCR assistance;
- Provide security for planned and spontaneous camps;
- Ensure overall responsibility for camp management, administration and coordination as well as formulation of appropriate policies regarding safety and security;
- Co- chair with CMC lead agency a camp management committee composed of sectoral partners working in the camp and a representative of the camp residents;
- Identify and select implementing partners in the camp management cluster on the basis of the quality of services (capacity, experience & expertise), rapid response, local expertise, contribution of resources, continuity of staff and link up with early recovery and reconstruction;
- Coordinate with CMC lead agency on all issues related to Camp Management and sectoral gap filling at camp level. Jointly advocate for resource mobilization;
- Ensure no duplication/overlap among sectoral partners in coordination with UNHCR, other clusters agencies and NGOs; establish participatory programmes so avoiding dependency;
- Undertake registration of population;

- Protection of vulnerable (women, children), dispute resolution, land rights issues etc;
- Ensure and maintain family and community units in accommodation at camp level and in case of relocation from spontaneous camps as a protection means as well as to facilitate durable solutions;
- Ongoing assessment of assistance requirements (food and non-food items);
- Assist in delivery and distribution of relief items;
- Maintain proper records on all assistance provided;

### **Action**

In order to avoid the *ad hoc* and uncoordinated arrival of NGOs, the random erection of tents without due regard to the availability of services and the suitability of the sites, the **GOP is strongly urged to initiate a vetting procedure and registration mechanism for all NGOs wishing to assist, based on the following criteria:**

- **Quality of service:** should be selected to meet a defined need. Should be able to demonstrate a previous ability to deliver such assistance effectively
- **Rapid response:** should be able to respond to emergencies at short notice, and be involved from the planning stage. Local experience: preferable if the NGO has a programme in/knowledge of the country of implementation
- **Contribution of resources:** NGO to make a contribution of resources in cash or kind (including staff and administrative support)
- **Continuity of staff:** NGO to maintain staff for sustained periods of time on site to contribute continuity and stability to programme
- **Appropriate cultural awareness,** knowledge of local conditions, ability to work effectively at grass roots levels, language skills, recognition and cooperation from local authorities
- **Single NGO or consortium:** in some situations, a consortium of NGOs who pool their resources to provide a coordinated response to refugee needs to be advantageous

- **Phasing out potential:** implementing partner should be able to plan for a phase-out or a phase-down of their involvement through *inter alia* recruitment and training of camp populations/local staff/and or local communities.

## **Phase II:**

Camps are stable, civilian authorities are in position to assume full responsibility for camp management in a phased manner after smooth transition from military coordination. Actions to be taken:

- Identify civilian staff;
- Plan for camps of limited time duration;
- Allow those who wish to undertake employment to do so;
- Allow the free movement of camp populations, to allow the beginning of reconstruction and for those living in camps to be able to seek employment;
- Ensure the active participation of women in the decision making process of camp management and provision of daily services;
- In planning for early recovery and reconstruction, ensure that the needs of the camp populations are taken into consideration at the planning stage;
- Agree with CMC/lead agency on civilian structures for camp management e.g. In NWFP, hand over from military to civil administration which will identify officials responsible for camp clusters, starting from mid November 2005 (see Camp Management Structures).

## **2 B- Camp Management Cluster/lead agency**

**Terms of reference for the camp management cluster are attached as Annex 2**

### **2. B- Camp Management Cluster/ Lead Agency**

- Coordinate with the GoP on all issues related to Camp Management;
- Ensure effective internal cluster and inter-cluster coordination based on agreed Terms of Reference for the Camp Management Cluster (Annex 2);

- CMC/ lead agency to advise and support Relief Commissioner (RC)/Head of Cluster agency, implementing partners and UNCT partners on camp management issues;
- Coordinate with NGOs and Pakistani Authorities ensuring no duplication/ overlap with sectoral partners;
- Ensure Terms of Reference for Mobile Teams are developed and reviewed as situation develops;
- Ensure quality of service, select and coach implementing partners to adhere to overall standards agreed to, and ensure partners demonstrate previous ability to deliver assistance effectively, demonstrate cultural awareness, knowledge of local conditions, ability to work effectively at grass roots levels, language skills, non-discrimination principles, and recognition and cooperation from local authorities;
- Ensure rapid response mechanisms and contingency plans are in place, being able to respond to emergencies on short notice, be involved in planning stage on local level, ensure implementing partners have knowledge of the country/ local environment;
- Ensure contribution of resources; staff, administrative and strategic support from implementing partners;
- Support single NGO or consortium to pool their resources to provide a coordinated response under the umbrella of the Cluster approach;

## **Phase II**

- Support information campaigns linking into reconstruction and recovery processes in support of voluntary return in safety and dignity;

### **2. C- National and INGOs assisting in and implementing camp management**

Timely and effective delivery of services: water, sanitation, waste management, health, distribution of humanitarian assistance, community services, education by

- Ensuring coordination among the different service providers at sectoral level (coordination meetings, meetings with affected population etc.) and liaison with the relevant authorities and other clusters' leading agencies as appropriate;

- Maintaining constant field presence, developing and maintaining relationships with displaced and local communities, local authorities and sectoral NGOs;
- Monitoring overall situation in camps (information sharing and reporting);
- Facilitating coordination meetings and liaison with relevant actors (military and civil administration); regular reporting to the GOP camp manager and CMC lead agency;
- Identifying vulnerable groups to ensure they get assistance and food based on assessment using participatory methodologies taking into account gender and age, especially recognizing the needs of child and single parent headed households;
- Set up mechanism for tracing and monitoring of separated and unaccompanied children and follow up on child protection issues;
- Ensure that community based psycho-social activities are coordinated;
- Assisting in identifying unmet assistance needs and filling gaps by cluster agencies concerned;
- Assisting the Pakistani Authorities in establishing admission procedures at camp level in accordance with international standards;
- Assisting the GOP to establish community-based camp management committees for the distribution of food and non food assistance, water and sanitation, waste management, health and vulnerable groups in liaison with sectoral NGOs as appropriate;
- Empowering and supporting the community in adapting to a camp-like situation;
- Supporting survivors' coping mechanisms through community mobilization;
- As appropriate, supporting women' s participation in all decisions affecting the community and their involvement into distribution processes;
- Monitoring protection and social needs and, in liaison with the Protection and other Clusters' concerned, ensure appropriate responses are put in place;
- Assisting in the distribution of food and non-food items and in establishing mechanisms for distribution implementation;

- Ensuring training and compliance of humanitarian workers with IASC Code of Conduct;
- Managing and assigning tasks to the volunteer corps and signing terms of engagement;

## **2. D- Sectoral national and INGOs (wat/san; health, education, protection etc.)**

Timely and effective service delivery by:

- Participating in site selection, planning and the establishment of camps;
- Identifying gaps and mobilizing resources and assistance in the respective area of competence;
- Ensuring coordinating service delivery with the GoP, respective clusters heads, UNHCR and camp management as well as community based committees;
- Maintaining constant field presence, developing and maintaining relationships with displaced and local communities as well as local authorities;
- Promoting representation of various groups, make use of and further develop local capacity and apply participatory approaches;
- Identifying vulnerable groups;
- Adhering to appropriate standards taking gender, age and vulnerability into account based on mainstreamed protection focus ;
- Ensuring sensitivity /respect of cultural religious practices and norms;
- Liaising with UNHCR/local authorities and members of Protection Clusters regarding protection/security violations ;
- Monitoring of situation in camps (information sharing and reporting);
- Intervening in a coordinated manner involving beneficiary population;
- Attending coordination meetings and liaising with relevant actors (military and civil administration); regular reporting to the camp manager which in turn will report to RC/HC and host authorities;
- Acting as a referral service to link camp populations with appropriate services within and outside the camp;

- Ensuring training and compliance of humanitarian workers with IASC Code of Conduct;
- Making use of volunteer corps as part of capacity building;
- Coordinating community based education services;

## Annex 2

### CAMP MANAGEMENT CLUSTER

#### TERMS OF REFERENCE

**Background:** The Inter-Agency Standing Committee (IASC) 'cluster' concept is part of the on-going UN 'Humanitarian Reform Review' (HRR) process, and is consequently new to the UN system. It is being informally trialed in this disaster prior to full-scale trialing through 2006. The concept provides for a single 'focal point' for coordination of policy formulation, standard-setting, operational programming, and guideline promulgation. UNHCR provides this resource on behalf of the UN system and all stakeholders in the Camp Management sector. UNHCR also has its own 'normative' work on-going in Pakistan. It is important that 'Cluster Coordination' is kept separate from UNHCR operational programme decisions as far as is possible.

**Reporting Line:** The designated Emergency CM Cluster Coordinator reports to the Humanitarian Coordinator

**General Responsibilities:**

1. Regarding over-all accountability for, and predictability of, an emergency response in camp management and to be true to the collaborative effort of humanitarian responses, the Cluster will map out the operational requirements for effective response, and will plan to increase their capacity against this threshold. The Cluster will identify and establish (where necessary) standards and guidelines that facilitates interoperability to ensure that activities of the sector are carried out quickly and effectively.
2. In general, the Cluster will ensure that those affected are quickly assisted to enjoy their right to basic services.
3. The Cluster lead agency will establish a Secretariat to facilitate the overall coordination of the Cluster including advocacy, monitoring, developing and maintaining standards, guidelines and for updating and improving capacity-building as well as preparedness and response mechanisms, including

contingency planning. Members of the Cluster are invited to actively participate in the Secretariat; for example, by contributing staff and other capacity as determined by the Cluster Coordinator.

4. The Cluster Coordinator bears responsibility for accountability of UNHCR in fulfilling the mandate of the Cluster. This is achieved through oversight and management of the Cluster's technical and substantive activities, and planning processes with relevant stakeholders including GOP civil and military authorities, ICRC/IFRC, other Cluster coordinators, OCHA, and NGOs (national and international), thereby ensuring smooth delivery of Cluster outputs from Cluster partners in the designated area of responsibility.
5. The Cluster Coordinator is accountable to all stakeholders within the Cluster, being GOP, Donors, UN agencies, ICRC/IFRC, NGOs; should ensure equitable representation and opportunity for active participation are afforded to all; and that the activities of the Cluster reflect the broader mandate and mission of the Cluster, not just those of the larger or more vocal members.
6. Given that responsibility for responding to natural disaster rests with the national authority, it should be noted that the UN system, and therefore Cluster Coordination activities, should reflect and support GOP policies and plans. Cluster coordinators therefore represent the Cluster at GOP (military and civil) coordination meetings.

**The overall coordination objectives of the Cluster are to:**

1. Support the Camp Management Cluster Coordinator in fulfilling his/her management, coordination, facilitation, information-sharing, planning and programming tasks through provision of Secretariat services under an overall strategy of disaster response and reduction in the earthquake-affected area;
2. Ensure relevant technical working groups are established to provide collective and representative advice to all Cluster members;
3. Provide approval mechanisms for project proposals submitted by Cluster members to donors;

4. Coordinate the Cluster's technical and operational activities and planning processes such as project conceptualization, formulation, and review;
5. Ensure that Cluster substantive programmes and projects conform with overall policies and technical standards regarding camp management;
6. Convey policy and strategy frameworks to local Cluster stakeholders, including provision of technical standards and guidelines;
7. Facilitate linkages between stakeholders active in the camp management cluster at local level, especially GOP military and civil authorities, UN partner agencies, and NGOs;
8. Promote and improve effective interagency cooperation within the Cluster and between other relevant Clusters (Logistics, Shelter, Watsan, Health, Nutrition, Protection, Early Recovery) in terms of joint assessments, planning, issues management, and programme implementation;
9. Ensure correct and timely information to other actors/clusters on arising and projected needs in camps, and coordinate overall service delivery responses. Ensure regular participation from key clusters in camp management cluster meetings and planning / review processes;
10. Ensure overall coordination of identifying gaps and service delivery in camps
11. Support GOP in orienting camp management stakeholders to implementing activities that meet identified priority needs;
12. Ensure protection focus in camp management policies by identifying protection issues and solutions under a 'rights-based' approach;
13. Ensure integration of camp management elements into transition and early recovery frameworks, especially regarding information campaigns;
14. Define nature and extent of overlap and coordination between camp management and shelter/ water and sanitation / health / food issues;

15. Promote inter-agency cooperation;

The following tasks will be required in pursuit of these objectives:

16. Assess, verify, quantify, and map emerging camp management needs;
17. Maintain a record of interventions conducted, including overviews of member's camp management activities in a Who Does What Where database, which is also mapped;
18. Provide maps and matrices showing camp densities and coverage by item, member, NGO/ GoP and geographic area;
19. Conduct regular 'gap analyses' based on verified need and ensure regular updating of OCHA and others as appropriate;
20. Monitor movements of displaced populations in close cooperation with IOM, conduct trend analyses, and predict future scenarios;
21. Conduct contingency planning based on worst-case and most likely scenarios in terms of population movements and camp management sectors needs;
22. Maintain donor relations and facilitate donor missions ;
23. Assess partner agency capabilities and capacities;
24. Develop joint operational work plans with stakeholders on field level;
25. Conduct regular (at least weekly) coordination meetings with Cluster members and disseminate meeting notes with action points within 24hrs;
26. Report daily on changes to situation, principal activities, achievements, challenges/constraints, and issues arising;
27. Assess local capacities for contingency available, current stockpiles in-country, and local supply-chain capacities, including quality of shelter material in cooperation with the shelter cluster;
28. Assess quality of service delivery and camp management coordination delivered by implementing partners and implement use of criteria-based selection;
29. Assist GoP to publish standards for camp management agreed with authorities to ensure overall quality criteria are respected of camp management services in all camps and all districts.

## Annex 3

### Camp Management resources/tools

Norwegian Refugee Council – Camp Management Project and Toolkit

#### Camp Management **Project**

Bringing together the [Danish Refugee Council \(DRC\)](#) the [International Rescue Committee \(IRC\)](#), the [Norwegian Refugee Council \(NRC\)](#), [OCHA's Internal Displacement Unit](#) and [UNHCR](#), the Camp Management Project is a joint effort to improve camp management. The aim has been to develop a comprehensive overview of the camp management role and responsibilities, but also to provide practical and reference tools to support camp managers in their daily work.

The project was initiated in Sierra Leone in October 2002 following reports that humanitarian agencies in West Africa had been involved in sexual exploitation of camp residents.

#### Camp Management **Toolkit**

Under the coordination of NRC, the Camp Management Project has engaged in developing a Camp Management Toolkit. The second draft of the Toolkit can be downloaded at the bottom of this web site. A revised version is planned by mid-2005

The Toolkit addresses the technical and the administrative as well as the social aspects of camp management. It focuses specifically on camp managers, camp management teams and camp management agencies. The Toolkit does not aim to replace specialised manuals relating to different sectors but to promote a better understanding of the main issues and constraints from a camp management perspective. It should also promote positive cooperation between the camp management, the camp residents and the different agencies designated with sector responsibility in a camp. In the absence of specialised agencies, the Toolkit should allow camp managers to understand each sector and advocate for proper coverage.

[CLICK HERE TO DOWNLOAD THE COMPLETE TOOLKIT](#)

(NB! Large file, 8 MB)

To view the chapters you will need Adobe Acrobat Reader version 5.0 or later.

Click on the logo to download the programme

Field-testing and feedback

Humanitarian organisations and agencies are strongly encouraged to field-test the Camp Management Toolkit.

The CMP Focal Point would welcome feedback from you on [camp@nrc.no](mailto:camp@nrc.no)

For support on training activities, please contact the Camp Management Focal Point through [camp@nrc.no](mailto:camp@nrc.no)