



CAMP COORDINATION
AND CAMP MANAGEMENT

GLOBAL CCCM CLUSTER

Briefing on South Sudan and CAR 05/02/14

Palais de Nations, Room XII

Meeting Minutes

Global Camp Coordination/Camp Management (CCCM) Cluster briefing on South Sudan and Central African Republic (CAR)

Date: Wednesday 5th February 2014

Place: Palais des Nations, Room XII

Speakers: Nuno Nunes (IOM CCCM Global Cluster Coordinator); Kim Roberson (UNHCR CCCM Global Cluster Coordinator); Izora Mutya Maskun (CCCM Rapid Response Team South Sudan)

SYNOPSIS

The aim of the briefing was to inform CCCM Cluster partners, donors, and interested governments about the activities of the CCCM Cluster in response to the L3 crises in South Sudan and CAR. This was the first briefing of its kind. It was organized due to the unprecedented number of L3 emergencies in which the CCCM Cluster has been activated (Philippines, South Sudan, and CAR).

The briefing was introduced by the CCCM Global Cluster coordinators, Kimberly Roberson (UNHCR) and Nuno Nunes (IOM). Izora Mutya Maskun (CCCM Rapid Response Team) then discussed CCCM activities in South Sudan, including current operational context and needs; capacity issues; camp management and coordination structure; accountability issues; advocacy points; finances; and a question and answer session. Kimberly Roberson addressed the same points for CCCM activities in CAR. Nuno Nunes closed the session.

Key messages from the briefing included:

- 1) The Cluster does not advocate for camp creation. Camps are a last resort option.
- 2) Beyond immediate assistance, a political solution is needed in South Sudan and CAR.
- 3) Challenges getting Cluster activated
- 4) We often forget camp management and the range of activities supported by the CCCM Cluster.
- 5) Sufficient availability of resources for multiple L3 responses is a concern.

Organizations present included:

- Permanent Mission of Estonia to the UN
- Permanent Mission of Denmark to the UN
- Permanent Mission of Greece to the UN
- Permanent Mission of Belgium to the UN
- Permanent Mission of Switzerland to the UN
- Permanent Mission of Canada to the UN
- Permanent Mission of Latvia to the UN
- Global Food Security Cluster
- Global Shelter Cluster
- Medair
- JIPS
- Interagency GenCap
- UNHCR
- IOM
- REACH
- DRC

INTRODUCTION (Kimberly Roberson and Nuno Nunes)

UNHCR CCCM Global Cluster Coordinator Kimberly Roberson opened the session by commenting on the recent CCCM Cluster activations. In the past, CCCM has not been activated in all L3 situations. It has now been established, however, in three current L3 crises. A recent ECHO grant made it possible for the Cluster to improve its capacity at a global level and be more efficient in assisting country operations.

IOM CCCM Global Cluster Coordinator, Nuno Nunes, then spoke in more detail about the role of the CCCM Cluster in humanitarian emergencies and inter-agency coordination. He noted that, due to its operational role, CCCM acts as an intersection between affected populations, service providers, leaders, politics, and information sharing to enhance operational efficiency. He gave an overview of IOM and UNHCR's expertise in camp management in natural disaster and conflict scenarios respectively, and the useful sharing of tools and expertise that occurs between these contexts. He also highlighted the innovative tripartite CCCM Cluster leadership occurring in South Sudan between UNHCR, IOM, and ACTED. Overall, he emphasized that, during humanitarian responses, we often forget about camp management and the range of activities supported by the CCCM Cluster.

SOUTH SUDAN (Izora Mutya Maskun)

Izora Mutya Maskun then addressed the CCCM Cluster's activities in South Sudan.

Context and emergency response needs

As of the third of February, 743, 000 people were displaced. CCCM's initial response plan was to target 200 000 IDPs in need out of 400 000. Under the recently revised Strategic Response Plan, however, CCCM plans to target 650 000 IDPs in need out of 1 062 500.

She then discussed the different sites where IDPs are gathering as of February 5. UNMISS peacekeeping bases are protecting 52, 000 civilians. People are also gathering at collective centres and spontaneous sites. To date, 110, 000 displaced people have been registered in camps.

The distribution and movements of displaced people present a challenge to operational responses. There is a need to build up local partner capacity, as the displaced population is widespread throughout the country. High population mobility also makes it difficult to monitor needs and vulnerabilities.

With the rainy season, displacement sites will soon become difficult to access. UNMISS bases in particular have not been built in areas that are suitable to shelter people over the rainy season. Efforts are being made, however, to address this. CCCM is working with several Clusters (particularly WASH, Shelter/NFI and Food) and UNMISS to upgrade sites by raising the level of foundations, improving drainage, and stockpiling food and NFIs. This

is important as there is the possibility of a new influx of displaced people into the large cities, and the UNMISS bases in particular.

Capacity

There are few local partners with site management capacity. The CCCM Cluster is considering a number of approaches to address this, including training courses, mentoring, and coaching. Current international partners include NRC, DRC, ACTED, and the rapid response roster.

There is a need to build CCCM's engagement with other stakeholders. Much work has been done with UNMISS, as many IDPs have sought shelter in their bases. UNMISS is therefore a key stakeholder in site management.

Camp Management and Coordination Structure

At the national level, there are three co-leads in the CCCM Cluster: IOM, UNHCR, and ACTED. Each state is managed by only one of these three organizations. At the county level, one Cluster member organization with relevant capacity acts as a focal point.

There will be a mission to South Sudan the week of February 10 to examine key issues of capacity building, service provision, and coordination with UNMISS and the Protection Cluster. CCCM has been working closely with the Protection Cluster for advocacy and protection mainstreaming on CCCM issues. CCCM has also been working with other Clusters, including Education, WASH, and Shelter to improve site conditions. To bolster camp management capacity CCCM also sends out roving site management officers, who offer expertise in assessments, technical issues, and capacity building to partners.

Accountability

The camp manager holds accountability for a site. They tend to be the first port of call for IDPs who have questions or complaints regarding site services, and they are often the focal point for other Clusters and site service providers. The role of camp managers is thus important to assure assistance, and feedback between IDPs, service providers, donors, and other national and international stakeholders. Clear communication within and between these different levels is key to ensure accountability.

An example of such communication is Internews at Topping base. There, messages about daily activities in the base (ie changes in food distribution locations or gate closures) are broadcast within Topping. These messages are not broadcast beyond the site for protection and safety reasons.

Advocacy

Discussions regarding relocations have emerged as a consequence of overcrowding in current sites. CCCM is working in close collaboration with the Protection Cluster to ensure that solutions are adequate. At the moment, it is impossible to meet SPHERE standards within Protection of Civilian (POC) sites due to this overcrowding.

Kimberly Roberson emphasized that South Sudan presents a very complex protection environment. She explained that there has been much dialogue around organizational responses. There has been far less discussion about the overall issue, namely that parties to

the conflict are committing acts that create protection issues. Operational responses are therefore important, but it is essential to keep the overall context in mind as well.

Financial Overview

Izora Mutya Maskun then presented the CCCM Cluster Revised Strategic Response Plan for January – June 2014, which includes 12 projects proposed by 11 organizations. These projects include coordination, tracking and monitoring of the IDP population, site management, basic service provision, and capacity building.

The overall cost of these programmes is \$30,709,740, however only 29% of this target was met as of February 4.

Question and Answer

[Q] (Interagency Gen Cap): For IDPs who are outside of UNMISS bases, what are the protection/CCCM solutions for them? UNMISS also has a mandate for protection, but not for camp management, which they are de facto doing now. What are the protection/CCCM solutions to this?

[A] Izora Mutya Maskun explained that the largest spontaneous displacement site is close to Juba in Awerial, where about 100,000 people are living in the open air. The South Sudan Relief & Rehabilitation Commission (RRC) is working with the humanitarian clusters to identify potential expansion or relocation sites to accommodate people. In addition, many people have gathered around the river, creating issues around WASH and health. Based on interviews conducted by the Protection Cluster, some IDPs are talking about leaving South Sudan. About 5% of the total displaced population is living in collective centres. Overall, IDPs in South Sudan are highly mobile. The key to providing better support is to better understand and track how, why, and where people move.

Nuno Nunes addressed CCCM's relationship with UNMISS. All humanitarian actors in South Sudan tend to be in the middle of complex politics. CCCM has to interact with UNMISS, the government, other Clusters, and camp managers in order to carry out its work.

[Q] (UNHCR): How are you perceived by the population in terms of neutrality when working with UNMISS?

[A]: Izora Mutya Maskun stated that the CCCM Cluster must walk a tight line in order to ensure approaches based on humanitarian principles that enable the provision of assistance to populations both inside and outside of UNMISS bases. Access, however, is an issue. For example, the Clusters were unable to send vaccines to treat a measles outbreak in Bor as planes were not allowed to land due to ongoing insecurities. The government of South Sudan also accuses the humanitarian community of working with the opposition. A lot of dialogue is happening, however, to find a way to provide assistance and uphold humanitarian principles at the same time.

Nuno Nunes explained the importance of strong partnerships between the CCCM and Protection Clusters in order to enable camp managers to promote rights based solutions while dealing with a multiplicity of actors.

[Q] (Permanent Mission of Switzerland): What are the newest developments in addressing the lack of space in camps and UNMISS bases?

[A]: Izora Mutya Maskun said that UNMISS is helping the CCCM Cluster to negotiate with the government to identify new locations and expand existing sites. The proximity of potential new sites to UN bases needs to be taken into consideration, as the displaced population has stated that they feel safer with a UN base nearby. There have been breakthroughs in a few locations. For instance, UNMISS has organized a MoU for additional plots to decongest the UN House site in Juba. In Bentiu, Malakal, CCCM is also working to expand sites in UNMISS bases and adjacent sites where possible.

[Q] (Permanent Mission of Switzerland): What mechanisms have been implemented / discussed to promote law and order, and address violence?

[A]: UN police conduct regular patrols, however the problem is that they have no right to detain. The UNMISS mandate is only for training, and lacks a delivery component for law and order. Instead, UNMISS can only put individuals into temporary holding areas. Normally, such individuals would be transferred to the national authorities, however this could be a problematic practise under the current circumstances. CCCM is collaborating with the Protection Cluster on a case-by-case basis to work out what to do with individuals causing problems in sites. There are ongoing discussions with New York to see if the UNMISS mandate can be adapted. There is also the possibility of community watch teams composed of IDP volunteers to report incidents, etc.

Kimberly Roberson expressed the concern that, if law and order is not imposed by some mechanism, then it will be imposed by the strongest, such as criminal elements.

[Q] (Medair): Are there plans to move people out of UNMISS bases? Do people want to leave the bases?

[A]: Izora Mutya Maskun stated there are no plans for the time being to move people out of UNMISS bases. An intention survey was conducted to ascertain IDPs' plans. The surveys found that people do not feel safe enough to leave the UNMISS bases at the moment.

CENTRAL AFRICAN REPUBLIC (Kimberly Roberson)

Kimberly Roberson then addressed the CCCM Cluster's activities in CAR.

Context and Emergency Response Needs

A Chadian convoy left CAR on the 30th of January, bringing 100 families with them. Bosangoa has good access and is relatively stable. In some locations, people have started to return to their neighbourhoods. There have been increased movements in Bangui, provoking concerns that Muslims may become isolated and vulnerable to attacks. There is a lack of GBV prevention, education, and youth livelihood support. There are reports of extortion and arbitrary violence committed by young armed men. People in rural areas are concerned about anti-Balakas taking control of villages.

In the midst of these concerns, the CCCM Cluster and its partners are facing a funding shortfall. The rainy season, which started on February 2, heightens the urgency to fill this gap. Money is needed for site rehabilitation and upgrading. This is particularly key for those who will not be able to return home due to their religious beliefs. In some areas, IDPs must be relocated from the schools and hospitals where they are currently seeking shelter so that education and health services can resume. There is an urgent need for GBV and child protection actors outside of Bangui. These services must be in place for people to feel safe to leave the cities. There are also services available in big sites, but not smaller ones.

There have been tentative returns to arrondissements 2, 7, and 8 since the inauguration of the new President. There is also evidence of population movements from smaller to larger sites. There have been some failed returns caused by looting, destruction of homes, and insecurity.

Working with the military has been an important feature of the CCCM Cluster's response in CAR. Like in South Sudan, people tend to congregate where they feel safe, which is usually around UN or third party military bases. In this way, CCCM becomes the interface between the military and IDPs. CCCM collaborates and coordinates well with the French and MISCA military forces. MISCA's civil components attend Cluster meetings, and the mandate of these forces includes civilian protection.

Cluster Structure

UNHCR is the CCCM Cluster lead in CAR, while IOM is the co-lead. Both organizations are involved in inter-Cluster coordination. NGO partners, including NRC, DRC, ACTED, and Premier Urgence have been essential to ensure camp management and direct assistance.

Around sixty displacement sites are covered by CCCM activities, but there is a lack of local partners in the country. IOM and UNHCR are making efforts to address this gap. For instance, teams of site facilitators are conducting surveys on demographics, service availability, and security. The plan is to turn these site facilitators into Communal Camp Managers who can work with municipalities towards durable solutions. IOM is also collecting data to generate profiles that describe the conditions and needs of each site.

Accountability

MIRA surveys highlight the need for monitoring and accountability mechanisms. In particular, better communication is needed between humanitarian actors and displaced populations. To assist with this, a phone number has been put in place by DRC to disseminate information among IDPs regarding security changes and daily information. With such information, IDPs are better placed to make decisions about moving back home or to another place of safety.

Out of Camps, 'Save Havens'

The CCCM Cluster needs to be aware of what is happening both inside and outside of camps, as the two are inherently connected. With MISCA and Sangaris, the CCCM Cluster has developed 'safe havens' outside of camps. This allows IDPs to return to their quarter of origin during the day, and move to these 'safe havens' to sleep at night, enabling them to be closer to home.

The airport has been an important site where IDPs gather for safety. People will soon be unable to congregate there, however, as the rainy season will make it inaccessible.

Main Messages

The solution to the crisis in CAR is political, and it cannot be solved by humanitarian actors. The rainy season will make operations even more difficult. For instance, 200-300 trucks are waiting in Cameroon as they cannot cross the border. Assets should thus be sent in now, preferably by plane, as the roads are in poor condition.

There has been good cooperation among CCCM partners. UNHCR has been working closely with IOM on information management, and NRC and DRC have shared large numbers of staff, as well as their expertise and experience. There are relatively few local and international actors in the country, however, as the emergency was only declared in December. The humanitarian community is working hard to establish a presence outside Bangui.

Financial Overview

Proposed CCCM activities will require \$20 million, but there is no funding available at the moment. Several emergency shelter and protection projects are CCCM related, which covers some needs. Many of the resources for activities currently being conducted, however, are being pulled from other programmes. This approach raises problems of ensuring operational capacity in camp management.

Question and Answer

General comments from the audience:

- There are many similarities between the crises in South Sudan and CAR
- The surge capacity work being done by CCCM is very impressive and manages to bridge important gaps

- CCCM and the Shelter Cluster are mapping the vulnerability of camps to rainy season conditions. A fact sheet should be released by next week on the most important sites.
- An additional factor that hinders capacity is having actors on the ground who could scale up but have no funding
- There are also food and NFI pipeline problems in CAR
- Limited on camp management due to budget and funding availability.

(REACH): Many Muslims are seeking shelter in host communities rather than in camps. This makes it hard to spot their needs and identify key informants. This should be taken into high consideration in coming months. There is a great need to find ways to communicate with them.

CLOSING STATEMENT

Nuno Nunes stated that the CCCM Cluster has come a long way since the Global CCCM Cluster Retreat in 2012. In particular, the management component of CCCM and interactions at the operational level are better understood. Country briefings also present an excellent opportunity to highlight the work of camp managers and foster better understanding of operational challenges. Both global Cluster co-leading agencies are eager to continue such briefings.

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