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URBAN DISPLACEMENT & OUT OF CAMP



URBAN DISPLACEMENT & OUT OF CAMP REVIEW

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ACKNOWLEDGEMENTS

This desk review was conducted by Giovanna Federici from July to December 2013, as a part of the ECHO-funded project '*Enhancing the Coordination of Camp Management and Camp Coordination Intervention in Emergencies*', under the guidance and coordination of Kim Roberson, Nuno Nunes and Jørn C. Øwre.

A particular thanks to Nyanjagi Ally, Gina Baroni, Andrew Cusack, Jennifer Kvernmo, Natalia Pascual and George Swinimer for their feedback and suggestions, to Jade Chakowa, Erin Carey and Anna Reichenberg for their support in editing and research, to Sam Perkins for his valuable contribution during the initial stages of the project.

Thanks to the Internal Displacement Monitoring Centre (IDMC) for the information on IDPs outside camps provided in the *Annex 2* and for the continuous collaboration.

For the information for the *Messages from the Field* and CCCM outside camps updates thanks to Antolin Jean-Philippe (IOM), Stéphanie Daviot (IOM Mali), Martha Kow-Donkor (UNHCR South Sudan), Anna Minuto (UNHCR Lebanon), Kevin Soquet (UNHCR Myanmar), Anne Thurin (REACH), Alain Trochaire (IOM Haiti), Lorelle Yuen (IOM Geneva).

Cover Picture: "Crowds amass on Rama Street for UNRWA humanitarian aid distribution. Yarmouk camp, Damascus, January 31, 2014 © UNRWA Archives".

Executive Summary

This CCCM desk review on outside camp contexts was conducted from July to December 2013. It aims to explore how CCCM resources and experiences of camp-like and camp-based responses can be applied to respond to the needs of displaced populations outside camps, in particular in urban environments. As part of the ECHO-funded Camp Coordination and Camp Management (CCCM) Cluster project 'Enhancing the Coordination of Camp Management and Camp Coordination Intervention in Emergencies', this desk review addresses this in two main ways. The first part identifies the main gaps in humanitarian responses in outside camp contexts based on a literature review. The second part identifies a number of CCCM related experiences of community support activities already used for outside camps contexts or which can be easily adapted through a collection of case studies. The final section then presents a possible model of CCCM intervention outside camps called 'The Centre for Communication and Community Management'. This document was developed primarily for CCCM practitioners but it hopes to be a means to enhance dialogue with other actors of the cluster system, national authorities, early recovery and development actors to improve the humanitarian response toward IDPs outside camps.



This study utilizes two terms:

Urban Displacement and Outside Camps displacement.

The term urban displacement is used specifically to refer to the specific challenges related to urban scenarios where displaced populations often mix with the urban poor or migrants. While aware of the fact that urban displacement could also incorporate camp like settings, in particular Collective Centers, this study considered the features of urban environment in relation to affected communities that are not supported through the traditional communal setting approach (Camp or Collective Center). The term outside camps displacement is used to indicate all types of displacement outside the camp response, like in urban or rural contexts but also any other displacement that can not be clearly categorized as urban or rural.

The issue of displaced populations in urban contexts and/or outside camps is becoming more pressing as statistics suggest up to 80% of internally displaced persons (IDPs) currently live outside camp-like settings, such as isolated rural areas, hosted by local families, living in subsidized or rented housing, dispersed in urban environments (often mixed with economic migrants and the local poor), and gathered in small informal spontaneous settlements (3-5 households). The Task Force of the IASC working group in Meeting Humanitarian Challenges in Urban Areas approved a two-year action plan in November 2010. The strategy presents a series of recommendations on how humanitarian actors can improve their effectiveness in an urban environment – the most pressing challenge within the context of global displacement. Although issues affecting IDPs outside camps have gained visibility on the humanitarian agenda, substantial gaps remain in terms of determining ways in which the cluster system can respond to this prevailing situation.

There is a common perception that the population living within a camp is clearly separated from the surrounding areas. In reality camp borders are less rigid and the movement in and out of camps is very fluid and does not readily comply with this perception. During the 2011 annual Global CCCM Retreat it was recognized that CCCM actors are already involved in providing assistance to outside camp

populations. This occurred while facilitating return monitoring of displaced persons moving toward durable solutions, supporting the creation of viable communities after displacement, collecting population data for IDPs located within host communities, and providing support to people registered in the camps but residing in other locations, such as in Haiti, Yemen, Mali, Myanmar and the Philippines. During the Retreat it was also noted that the CCCM response structure is relevant to identifying and monitoring gaps in relation to service provision for IDPs outside camps and helping to ensure a coordinated response at the community level. However it was recognized that there is a lack of guidance or common approach for CCCM practitioners in these contexts.

As a first step towards addressing this, this desk review analyses the main gaps in responding to the needs of displaced populations outside camps, with the intention of providing an overview for CCCM practitioners to better understand the dynamics of outside camp displacement. In outside camp contexts one of the main challenges observed is the identification of displaced people who often remain “invisible” – unable to receive assistance – mainly because IDPs want to keep a low profile, are often scattered in different areas, are highly mobile and cannot be considered a homogenous group. Although over the past few years’ data-collection methodologies have been improved to better understand the profile and needs of affected populations, there is still no consensus among different stakeholders on how to systematically use these methods in different contexts. Also the lack of a coordinated response among different actors at the community level appears to be an issue of concern. In particular, a coordination structure similar to the CCCM Cluster for a camp response is missing. This needs to be applied consistently at the community level to non-camp populations, which can provide accountability and coordination of service delivery based on participation of the displaced community, ongoing follow-up of feedback mechanisms for affected populations, continuous assessment of needs and monitoring of service delivery.

Of particular interest to the CCCM Cluster is the need for common criteria to decide whether to provide aid in out of camp contexts. A more coordinated and holistic approach to balance interventions for both IDPs in camps and outside camps needs to be designed after specific needs and operational contexts are recognized. It is also important to highlight the lack of support for hosting communities and host families. In many emergencies, the predominant coping strategy for the vast majority of the displaced population is to find a host family from whom they can receive accommodation and support.

Though there has been a lot of recent work aimed at addressing these gaps and humanitarian organizations are aware of the need to re-examine their tools and strategies, there is an urgent need to enhance and develop the capacity of humanitarian staff familiar with camp-based approaches, to tackle the complex issues of outside camp displacement. Another important aspect underlined in this study is the urgency to work toward durable solutions bridging humanitarian and development assistance. In situations of outside camp displacement, engagement with local government and local communities is a priority and should become the common ground that is shared with development agencies, which have emphasized the importance of local ownership and building self-resilience as a basis for all their work.

The limited humanitarian capacity to respond to these overwhelming issues remains a paramount concern. Effective humanitarian intervention for IDPs outside camps, in

both urban and rural contexts, requires a much larger capacity of humanitarian and local actors in terms of human resources and support services, which will need innovative approaches in terms of funding, planning and coordination from all stakeholders.

As a second step, in order to analyze how the CCCM Cluster's key skill-set can be operationally applied, a collection of field practices, Messages from the Field (See Annex 1), was undertaken with the support of CCCM practitioners working in different displacement settings. Messages from the Field consist of CCCM activities and approaches already used in outside camps contexts (or which can be easily adapted) by the CCCM Cluster leads or by NGOs partners in several countries such as Sri Lanka, Haiti, Yemen, Somalia and Namibia. Based on the best practices identified, this study identifies five key areas of work that are considered crucial from the CCCM perspective to improve the response to outside camps contexts: governance and community participation; information management; monitoring and advocacy of key services and protection; advocacy for durable solutions; and capacity building. For each area of work CCCM activities were identified which could potentially be adapted to outside camps settings, such as training and coaching for local governance structures; mobilization and outreach techniques; feedback mechanisms process; support and formation of community group; the Displacement Tracking Matrix; tools and techniques to monitor gaps in service provision; communication/coordination mechanisms with service providers; CCCM experts roster; and communication with affected population. This overview is the result of consultations carried out within the Global CCCM Cluster team, NGOs, partners and other cluster representatives. It is not an exhaustive list but serves as an initial step to reflect on how CCCM expertise could complement the work of other agencies and clusters working outside camps. This overview of CCCM best practices outside camps was conducted with the intention of feeding into the broader pool of tools and methodologies recently developed by other clusters and sectors (see Annex 3) to tackle challenges faced in outside camp contexts.

Based on the analysis of the gaps identified through the literature review and CCCM best practices outlined in the case studies, this desk review recognizes that CCCM methodologies and tools related to a community-centred approach are an important skill-set to respond to IDPs' needs within a defined physical area of intervention – specifically in relation to communication, community engagement and coordination. Of particular relevance are those methodologies focusing on the mobilisation and participation of camp and host populations in the camp governance system, with particular emphasis on meaningful inclusion of women, children, older persons and persons with specific needs in decision-making processes.

As a result of these reflections, a possible CCCM approach for outside camps has been designed with the aim of systematizing CCCM experience outside camps and advance lessons learnt. In particular the possible CCCM approach for outside camps is based on:

- a) The recommendation of the Inter-Agency Standing Committee (IASC) and several other sources to set up information centers where IDPs can be informed about the services available, receive training on their rights, counseling, etc., along with the use of an outreach team to access remote areas and/or vulnerable groups.
- b) The observation that in urban settings humanitarian actors have to work not only with national governments, but above all with representatives of both the

displaced and the host communities, with urban management such as mayors and municipal or local authorities according to administrative divisions, private sector actors, civil society, and various service providers – such as water sanitation, hygiene, waste management, and local law enforcement.

- c) The experiences of CCCM practitioners such as the IDP community centres in Yemen; the community resource centers in Haiti; camp management capacity building of displaced communities in Sri Lanka; the ongoing efforts of CCCM actors to deal with outside camps displacement within CCCM activities in the Philippines, Mali, Myanmar, Nigeria, South Sudan etc.; and the examples of urban assistance to refugees are described in this desk review. In these scenarios CCCM actors had to adopt, or were recommended to adopt, a flexible approach beyond the traditional camp boundaries due to displacement patterns, security, access and identified needs.
- d) The observation that for non-camp IDPs no structure exists similar to the CCCM Cluster, which ensures accountability through the consistent and systematic coordination of services based on a community-centred approach, on-going cross sectorial needs assessments and monitoring of the delivery of key services.

The Centre for Communication and Community Management is proposed as a possible CCCM approach to outside camp displacement. It is primarily conceptualized as physical space, but based on the context it can also serve as a mobile centre operating to reach out to the largest number of IDPs. Such a centre has the potential to take on a number of approaches depending on the available capacity, scale and complexity of the emergency, and the requirements of both the community and the actors involved in the response. In broad terms three possible modalities could be 1) a communication centre; 2) a community engagement centre; and 3) a coordination centre. Each of these functions could be implemented independently or collectively. The Centre is a flexible concept that can be used in outside camp contexts where there is need for a common community platform for displaced populations, host communities, and national and international actors with the aim of increasing effectiveness and accountability of the humanitarian response to IDPs outside camps at the community level. The main focus of this proposed approach is to increase the resilience of both IDPs and host populations and to support the process of identifying durable solutions.

As a conclusion, possible ways forward for the possible work of the CCCM Cluster in outside camp settings are proposed, which include:

- Piloting in cooperation and agreement with OCHA and the cluster system the proposed model, *The Centre for Communication and Community Management*, in at least two countries, in order to understand the operational details and gain lessons learned to later define a CCCM framework for outside camp displacement.
- Enhancing and building effective partnerships with OCHA and other clusters, in particular the Protection and the Shelter Clusters, as well as development actors, peace building actors, urban specialists, academic institutions and the

private sector in order to avoid overlaps and maximize the contributions of each towards strengthening the resilience of displaced communities residing outside camps.

- Engaging in advocacy initiatives with the aim of improving the link between emergency and development responses; developing selection criteria for camp and non-camp intervention solutions for displaced populations; linking outside camp displacement with disaster risk reduction and preparedness.
- Engaging in a multi-agency discussion to analyse and discuss different tools/methodologies used by other clusters and agencies to train humanitarians and affected communities on outside camp contexts, which builds on CCCM's strong expertise in training and capacity building and engages a pool of expert trainers.
- Developing tools and guidance; continuing assessments and analysis of CCCM best practices outside camps; systematizing current experiences and tools related to outside camp displacement to support CCCM practitioners working in these contexts.

This desk review does not claim to be exhaustive but serves as an initial step to reflect on how CCCM expertise could complement the work of other agencies and clusters working outside camps. In this light, the work of CCCM actors should not be viewed only within the rigid structure of camp boundaries. Rather, it is a dynamic approach and set of tools that adapt with displacement trends based on upholding human rights and addressing needs of displaced populations, rather than based on where they are displaced.

Based on experience and recognized strengths in community-centered approaches, the CCCM Cluster can contribute to filling the gaps related to communication, community engagement and coordination by facilitating the connection between IDPs and other actors, and where possible by ensuring physical presence within a defined area of intervention (as it does within camp boundaries). The development of specific tools and guidance based on the pilot of the CCCM proposed model for outside camps will be the foundation for defining a CCCM outside camp framework that will be agreed upon and recognized by the broader cluster system.

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PART I: INTRODUCTION

1. BACKGROUND AND SCOPE OF WORK

Internal displacement outside camps represents one of the most pressing challenges in global displacement, and has duly received increased attention from the humanitarian community over the last fifteen years. At the same time it is acknowledged that there has been a lack of capacity and limited engagement from humanitarian community to adequately address this challenge¹. In particular, the earthquake that devastated Port-au-Prince in Haiti on 12th January 2010 served as a wake-up call for the humanitarian community to begin improving efficiency in responding to the needs of affected communities outside camps, particularly in urban environments. Several initiatives have begun to now address the challenges of assisting IDPs outside camps with special attention focused on identification and profiling.

The Task Force of the IASC Working Group on Meeting Humanitarian Challenges in Urban Areas (MHCUA) approved a two-year action plan in November 2010. The resulting strategy presents a series of recommendations on how humanitarian actors can improve their effectiveness in urban environments. In December 2011 the Special Rapporteur on the Human Rights of IDPs' report to the UN Human Rights Council provided an in-depth analysis of the situation of IDPs² living outside camps, focusing on three specific issues: IDPs who live in urban contexts; IDPs and host communities; and the role of local authorities in responding to IDPs outside camps. In this document the Special Rapporteur recommended a more effective and equitable response toward IDPs outside camps and the host communities assisting them.

The overall goal of the CCCM Cluster is to improve the living conditions of IDPs by facilitating the effective provision of protection and services in camps and camp-like settings,³ advocating for durable solutions and ensuring the organized closure and phase-out of camps upon the IDPs' return, resettlement or local integration. The current scope of the CCCM Cluster is in theory limited to camps and camp-like settings.

Nevertheless, whilst camp borders are often seen as clearly defined by the humanitarian community, they are much more fluid for IDPs, host populations and local authorities. As a result, CCCM actors are regularly required to engage in activities with IDPs and host communities. Camp managers and camp coordinators are also frequently involved in the provision of assistance outside camp boundaries, especially when promoting the gradual closure of camps and monitoring returns.

In 2011, the annual Global CCCM Retreat recognized that although CCCM practitioners are engaged with population outside camps, there is little guidance within the CCCM Cluster for camp managers and other CCCM practitioners on how to address such concerns. In this meeting it was suggested that the Cluster should

¹ Ramalingam, B., Knox-Clarke, P., *Meeting the Urban Challenge: Adapting Humanitarian Efforts to an Urban World*, ALNAP, July 2012.

² The term is used here to refer to persons displaced from their place of habitual residence to another location within their own country. IDP is a descriptive, not a legal definition, since the legal rights of IDPs are upheld by their national government.

³ The term "camps" refers collectively to all types of camps and communal settings covered by the Camp Coordination and Camp Management Cluster (the CCCM Cluster). This includes: planned camps, collective center, transit center and spontaneous sites. Camps and communal settlements are temporary sites that should be established only as a last resort.

further analyse how these CCCM approaches and experiences can be adapted and then applied to the identification of gaps in service provision for IDPs outside camps. The aim of such analysis would be to support coordinated responses at the community level within clear guidelines and in partnership with other clusters.

Consequently, the CCCM Cluster is dedicating resources to identifying appropriate methodologies to support CCCM actors in responding to situations involving IDPs outside camps. In addition, addressing the needs and the vulnerabilities of IDPs outside camps has been identified as one of the strategic priorities for the CCCM Cluster for 2013-2016, and a part of an ECHO-funded CCCM Cluster project entitled 'Enhancing the Coordination of Camp Management and Camp Coordination Intervention in Emergencies'.

Within this framework, the CCCM Cluster has been exploring how to adapt existing CCCM tools and resources for non-camp IDP settings, such as IDPs living in isolated rural areas, hosted by local families, living in subsidized or rented housing, dispersed in urban environments, and gathered in small informal spontaneous settlements (3-5 households).

2. OBJECTIVES OF THE STUDY

This desk review primarily aims to be an introductory tool for CCCM practitioners. It presents the main issues of outside camp displacement and underlines some best practices in the existing work of CCCM actors in these contexts. The study then proposes a possible CCCM approach based on the experience and knowledge of the CCCM Cluster lead and NGOs partners.

The main focus is on outside camp displacement in urban environments, but rural settings are also briefly discussed. Whilst acknowledging that there are some fundamental differences between urban and rural displacement, the study use the distinction urban/rural only as a general indication and recognized that the two realities often overlap and face similar challenges in terms of humanitarian response. In more detail this desk review aims to:

- Examine secondary data to **describe the general features** of outside camp settings; **outline the latest practices** in humanitarian responses to IDPs out of camps; and **underline gaps** and resources identified at the global level.
- Explore the areas of work where the CCCM Cluster, along with partners, can **offer expertise and support based on current best practices** of CCCM's approach outside camps.
- Outline a **potential CCCM outside camps approach** entitled '*Centre for Communication and Community Management*' – developed based on the gaps identified, current CCCM best practices and consultations with CCCM experts.
- Provide **suggestions to further actions** to be taken by the CCCM Cluster to further analyze and formally operationalize the CCCM outside camps approach to deal with the complex issues of contemporary displacement.

3. METHODOLOGY

The first part of this desk review is based on secondary literature in order to understand current reflections on IDPs out of camps within the humanitarian community. The literature review included articles, publications and tools produced by agencies, clusters and research institutions related to the challenges of working in urban environments and outside camps contexts in the last years. The IASC strategy

Meeting Humanitarian Challenges in Urban Areas, the reports and recommendations of the Special Rapporteur, and the analysis of IDMC were of particular importance for this study. For the purpose of this first section, outside camp displacement in both conflict-induced and natural disaster contexts was considered and referenced. The examples cited derive from secondary literature, such as the case studies of the IASC strategy and other relevant studies. This first section of analysis also includes examples of existing tools and methodologies used in outside camps contexts (or more generally in urban contexts), which have been developed or adapted in previous years by other clusters and agencies (see Annex 3 – Tools and approaches for outside camp response).

"The expression IDPs outside camps in this report refers to IDPs who may live in a variety of settings or situations; they may be in urban, rural, or remote areas, renting, owning a housing, sharing a room, living with a host family, homeless, occupying a building or land that they do not own, or living in makeshift shelters and slums." SRSG's report (26 Dec 2011, A/HRC/19/54)

In order to analyse how CCCM's expertise can be operationally applied, a collection of field practices, *Messages from the Field* (See Annex 1), was undertaken with the support of CCCM practitioners working in different displacement settings. *Messages from the Field* consist of CCCM activities and approaches already used in outside camps contexts (or which can be easily adapted) conducted by the CCCM Cluster leads or by the NGOs partners in several countries such as Sri Lanka, Haiti, Yemen, Somalia, Namibia. Examples and good practices from refugee contexts were also considered, such as Lebanon, since some methodologies can be applied as lessons learnt in IDP contexts. The case studies were also crucial in developing the proposed CCCM approach for outside camp displacement – *Centre for Communication and Community Management* – presented at the end of this document.

The study was conducted in a consultative manner, with various agencies and organizations. The on-going dialogue and engagement with other stakeholders within the cluster system was crucial to investigating how the CCCM Cluster can better address the needs of IDPs within and outside camps, whilst avoiding overlaps and maximizing resources. For this purpose the CCCM Cluster hosted an inter-agency workshop with NGO partners and representatives of other clusters in September 2013. The aim of the workshop was to share the CCCM Cluster's observations on outside camp displacement, map current initiatives and receive feedback on how external cluster partners view CCCM's contribution to filling the gaps identified in humanitarian responses. Also, during the workshop, an initial concept of the *Centre for Communication and Community Management* was presented for discussion with the participants⁴.

CCCM experts were also involved in several meetings and workshops to discuss the topic. The Global CCCM Retreat in November 2013 provided an opportunity to directly engage CCCM practitioners in a dialogue on the links between CCCM tools and the issues of outside camp displacement. An in-depth analysis was conducted on the benefits, challenges and alternatives of the proposed *Centre for Communication and Community Management*.

⁴ Global CCCM Cluster, CCCM Cluster Newsletter, November 2013, [CCCM Cluster](#) p.6

This study is the first step in a longer process towards a defining a CCCM framework for outside camp contexts. This will be a long term process which will require extensive consultation within the cluster system, increased engagement of the CCCM Cluster in advocacy initiatives related to outside camps, the development of customized tools and guidance for these contexts and field testing of the proposed approach.

PART II: LITERATURE REVIEW ON OUTSIDE CAMP DISPLACEMENT

According to IDMC statistics the 80% of IDPs currently live outside camps. The table below outlines further statistics and trends in global displacement that were provided by the IDMC. The reason IDPs decide to reside outside camps is linked to a number of factors. In some cases camps or formal settlements are no available or for security reasons or due to geographical distance the camps are inaccessible. In addition, frequently displaced persons feel more physically and emotionally secure outside camps and/or being in camps is unusual within their particular cultural environment.



Report of the Special Rapporteur on the human rights of internally displaced persons, Chaloka Beyani

SRSR's report (26 Dec 2011, A/HRC/19/54)

- The assistance and protection of internally displaced persons living outside of camps are often neglected. There is relatively little guidance, tools or coordination structures.
- Most IDPS live “outside camps”, rather than large camps, informal settlements or collective IDP centers. A significant and growing number of such IDPS are living in urban areas.
- There has often been an implicit assumption that IDPS living outside camps are less in needs of protection and assistance because they are cared for by family, neighbor or friends, or that they have found durable solutions of their own. But this is often not the case.
- IDPs often resort to living the slum/dangerous areas of a city with no security of tenure, less access to services, forced evictions and secondary displacements.
- Specific community-based approaches by national authorities, humanitarian and development actors are required to better support communities hosting IDPs outside camps.
- Calls for a greater focus in assisting host communities in tandem with IDP assistance in order to prevent tensions, inequalities or the increasing vulnerability of hosts.
- More predictable support systems, good practices and standards need to be developed.
- Local authorities must be supported and strengthened as they are often the best placed to identify and assist IDPs outside camps living in their



Key elements on global trends for IDPs outside camps (Information provided by IDMC Country Analysts)

- At the end of 2012, IDMC reported 28.8 million people who had been forced to flee their homes as a consequence of conflict and violence;
- Furthermore, IDMC reported that throughout that year a further 32.4 million people had been newly displaced by natural disasters including floods, storms and earthquakes;
- In at least half of the countries monitored by IDMC there were few or no formal camps or collective shelters for IDPs displaced by conflict and violence.
- Number of countries reported on: 25 (almost all for conflict, except the Philippines and Niger)
- Countries for which there is a (gross) national percentage for out-of-camp IDPs: 21/25
- IDPs outside camps represent an average 80% of the total global IDP population.
- Main settlement typology for IDPs outside camps:
 - 1) Host communities (families and friends) in 12 countries
 - 2) Informal settlement (makeshift housing) in 9 countries
 - 3) Private accommodation (rented) in 7 countries
- Rural/urban: 26% urban, 63% mix, 10% rural (out of 19 countries)
- Key protection issues: lack of/inadequate assistance, tension between IDPs and local hosts around land issues, access to humanitarian aid or access to jobs, lack of access to land and housing, livelihood recovery challenges, need for IDPs to engage in dangerous/exploitative (prostitution) activities and extra-work in exchange for food and shelter in host families, food insecurity, risk of violence from armed groups or inter-communal violence, risk of landmines, lack of tenure security, sub-standard housing conditions, risk of evictions, limited access to basic services, lack of documentation, unemployment, most IDPs in urban slums lack adequate housing and access to basic services, high poverty incidence, overcrowded households which expose women and girls to sexual abuse, limited access to legal and psychological assistance, pressure on urban facilities and infrastructure.
- Key assistance gaps: lack of disaggregated data, food and relief assistance often not available for out-of-camps IDPs, when available assistance often cut-off without assessment of achievement of durable solutions, IDPs in private accommodation not included in housing assistance schemes, lack of registration and therefore assistance, invisibility of out-of-camps IDPs make them less likely to be assisted, no assistance for local integration, access to IDPs is sometimes difficult due to security risks.

1. URBAN DISPLACEMENT

Key features of urban displacement outside camps

“Urban displacement raises two contradictory challenges: given its scale, it is impossible to ignore, but given its complexity, it is extremely difficult to address.”⁵

It has been widely recognized that in the future humanitarian actors will increasingly operate in urban environments. As of 2008, 50% of world population lives in cities and this is expected to double in the next 40 years.⁶ The majority of population growth will be concentrated in cities and towns in the least developed countries,⁷ in particular in South Asia and Sub-Saharan Africa. This demographic transition creates complex urban landscapes with disproportionately large slums that are especially vulnerable to natural and man-made hazards.

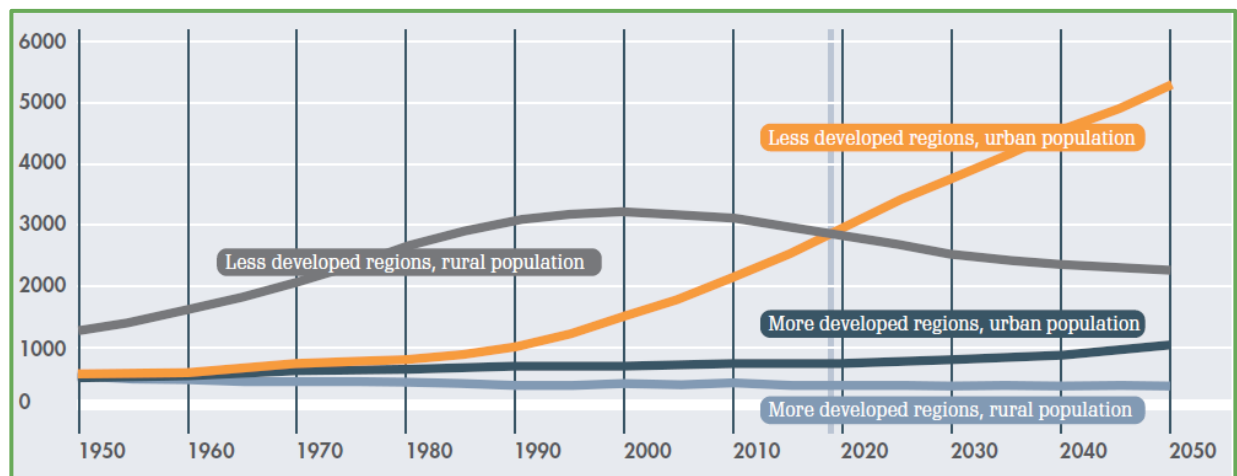


Fig. 1: Urban and rural population, by development group, 1950-2050⁸

The presence of IDPs in urban areas is directly linked to the global trend of increasing urbanization. In 2009, IDMC reported that in at least 48 countries IDPs were residing in urban areas.⁹ Some examples of cities where there has been a significant growth related to the influx of IDPs, refugees and returnees are: Kabul (Afghanistan) – 70% of the population is estimated to be returnees or IDPs, Abidjan (Cote D'Ivoire), Bogotá (Colombia), Johannesburg (South Africa), Juba (South Sudan), Karachi (Pakistan), Khartoum (Sudan), Luanda (Angola), Monrovia (Liberia), Nairobi (Kenya), and Sana'a (Yemen).¹⁰

The reasons behind settling in urban areas are often influenced by various context-specific circumstances; the hope for greater livelihood opportunities, better access to services, to maintain anonymity, to join other family members, security concerns etc.

⁵ Haysom, S., *Sanctuary in the city? Urban displacement and vulnerability – Final Report*, Overseas Development Institute, June 2013, p.5

⁶ UNDESA 2010 Of the 26 million conflict-induced IDPs only a minority is in camps. (UNHCR, IDPs on the run in their own land) – Of the 54 countries monitored by IDMC “at least half of these countries have no or very few camps or collective center for IDPs (global overview trend and de. 2008 p.-16)

⁷ *Under the Radar: Internally Displaced Persons in Non-Camp Settings*, Brookings- LSE, October 2013

⁸ Sanderson, D. and Knox-Clarke, P., *Responding to urban disasters: learning from previous relief and recovery operations*, ALNAP, November 2012

⁹ *Yemen: IDPs facing international neglect*, Norwegian Refugee Council/Internal Displacement Monitoring Centre (NRC/IDMC), 3 August 2010

¹⁰ *Yemen: IDPs facing international neglect*, Norwegian Refugee Council/Internal Displacement Monitoring Centre (NRC/IDMC), 3 August 2010



Central African Republic is a current example of IDPs in an urban context. Displacement has taken the form of isolated (and trapped) pockets of IDPs both within the capital (Bangui) and in villages outside of Bangui. In some cases there is no access to humanitarian aid in some cases, in particular the current humanitarian approach is not reaching the thousands of displaced that are hiding in the bush.[1] In March 2014 were recorded 615,700 IDPs, among which 425,000 outside Bangui and 190,700 IDPs in Bangui living in 44 sites and in host families. (Report Commission Mouvement de Population)

Many IDPs settle in areas where other urban poor or migrants live, often in slums or informal settlements where the capacity of services and infrastructure is weak and basic. These are the most vulnerable areas for environmental emergencies, such as flood plains, because of deforestation, land erosion, clogging of natural water runoff paths etc. Time and again these areas are exposed to recurrent natural disasters, such as floods, or conflict, and IDPs frequently become victims of multiple displacements. In many African cities rapid and unregulated urbanization can be both a consequence and a cause of displacement. However, it should be noted that not all urban IDPs come from rural areas; there is ample movement from one urban center to another.



Vulnerability due to multiple displacements:

“The vast majority of people displaced (98 percent over 2008-2012) were in developing countries, reflecting the strong correlation between poverty, the number of people exposed to hazards and displacement. Furthermore, many of the countries where people were displaced are also conflict affected, compounding vulnerability and risk of further displacement”.¹ (IDMC)

The term “secondary displacement” refers to when refugees become IDPs or when IDPs are further displaced for example due mainly to land and property disputes or due to reoccurring natural disaster or conflict. It is hard to quantify secondary displacement and the blurred categorization of IDP/returnees frequently makes it more difficult to attempt profiling exercises that would determine their typology and necessary assistance or advocacy.

For example:

- The majority of the estimated 1.79 million IDPs in the Kivus of the DRC have experienced protracted and multiple displacements. Many have fled at least twice, with some having fled more than three times the past year alone. [1]
- In Colombia during the 2010/2011 flooding: in late 2010 persons were displaced and placed in temporary shelters which then were flooded, in early 2011 in a second wave of flooding and had to be displaced again. Some of the flooded areas had already received IDPs from the ongoing conflict leading in some cases to three consecutive displacements and combined conflict/natural disasters.

These trends require linking risk reduction to humanitarian assistance and urban planning and systemizing displacement prevention and response systems for IDPs in urban areas. [1]

The large presence of displaced populations in urban areas has a significant impact

on the local context, as it places additional pressure on local markets, and social and administrative structures. In this context the displaced population and the host community are both exposed to serious risks; outbreaks of communicable diseases, food insecurity, and marginalization.¹¹

In addition, the influx of a displaced population not only places services under strain. Sometimes the displaced belong to a different ethnic or religious group than their host community and this can disrupt previous dynamics within the society. Furthermore, if the displaced community receives material assistance, this can foster social tension or possibly incite violence in the surroundings communities.

While displaced in an urban environment, IDPs endure similar challenges faced by both the urban poor and economic migrants. However, IDPs are normally prone to further risks due to the trauma of displacement which can include: loss of assets, inability to access secure housing, limited social network, separation from family members, problems with documentation and poor access to services available. IDPs living in urban areas are often exposed to exploitation, extortion, organised crime, and antagonism from host communities; frequently IDPs become victims of forced evictions and expulsions. For these reasons ensuring security and protection of IDPs in urban areas is one of the most significant challenges.

Previously, it was assumed that displaced people within urban environments – both refugees and IDPs – were for the most part self-reliant without investigating further if they were living in extreme poverty or surviving by illegal or degrading activities. It was also assumed that the majority of IDPs within urban areas were young males, when in reality the majority of this population is comprised of women and children.¹² However, vulnerable groups in urban settings can be hard to identify because they are dispersed across the entire city and are not settled in one geographically defined community. This fact implies that the methodologies to identify those most in need – commonly used in a camp response – should be refined and adapted.

Overall urban IDPs are seen as having greater livelihood prospects provided that they tend to have better access to key social services such as medical facilities and educational opportunities.¹³ However, in terms of livelihoods, frequently urban IDPs (originating from rural areas) lack an urban skill-set, and are unable to adapt to the urban labour market as there is limited access to training opportunities.¹⁴

In urban settings the assumption that displacement is a temporary condition and IDPs will return to their place of origin when the situation permits is not always the case. Rather the displaced do not return home for several reasons related to complex property recovery, limited opportunities for viable livelihoods, and poor access to housing and services.¹⁵ However, it is important to underline that the will to remain in urban areas is not necessarily an indication that IDPs have found durable solutions or sustainable conditions.¹⁶

¹¹Zetter, R., Deikun, G., *Meeting Humanitarian Challenges in Urban Areas*, FMR 2010, p.5

¹²Crisp, J., Refstie, H., *The Urbanization of Displaced People*, City Alliance, July 2011.

¹³*Tackling Azerbaijan's IDP Burden*, International Crisis Group Policy Briefing 67 (2012), 1-16. January-February 2012.

¹⁴Ferris, E., *Resolving Internal Displacement: Prospects for Local Integration*, Brookings – LSE Project on Internal Displacement June 2011, [Brookings Report](#), p.19

¹⁵Fagen, P. (2011). *Refugee and IDPs after conflict: Why they do not go home?* Special Report 268, United States Institute of Peace, p.10-12

¹⁶*Under the radar: Internally Displaced Persons in Non-Camp Setting*, Brookings- LSE, October 2013



In Afghanistan, an inter-agency profiling assessment found that, of the three options for durable solutions, usually urban IDPs had greater interest in settling in their current location (76%) than in returning (23%), whereas, rural IDPs are more likely to prefer to return to their place of origin¹. On the whole, IDPs' motivation for staying in urban areas is due to greater livelihood opportunities: Georgia, Sudan, Zimbabwe, Philippines, the Central African Republic, and Turkey are examples of this,¹ even if those livelihood opportunities entail being trafficked in order to become a source of cheap domestic labour for households in urban areas.¹ Therefore, while urban IDPs may not have an urban skill-set, or at least not when they first arrive, they prefer to integrate into their local host communities.

While urban environments make displacement more complex at the same time they represent an opportunity in relation to economic production and self-reliance. Large cities tend to be better equipped to integrate IDPs due to greater resources, services, NGOs, international and private organisations, universities, etc.¹⁷ However, often insecurity in urban settings can make it difficult for NGOs to actively participate in IDP projects.¹⁸ Generally, in urban settings civil society is more engaged and politically active and access to information is more accessible. This can represent an advantage for the displaced population but also for the different stakeholders trying to assist them.

¹⁷ Ibid. p.58

¹⁸ Ferris, E., p.58



IASC STRATEGY Meeting Humanitarian Challenges in Urban Areas (MHCUA)

In March 2009 the IASC 73rd Working Group Meeting endorsed the creation of an IASC Task Force with the mandate to develop a strategy for the IASC to address the humanitarian consequences of urbanisation. The Task Force was mandated to undertake an assessment of key strategic and practical challenges and institutional gaps of humanitarian assistance in urban areas and present a set of recommendations. In November 2010, the working group endorsed a final strategy and a two-year action plan to strengthen humanitarian operations in urban areas. The strategy is built around six key objectives:

1. Strengthen partnerships among urban stakeholders for more effective humanitarian response;
2. Strengthen technical surge capacity with urban skills;
3. Develop or adapt humanitarian tools and approaches for urban areas;
4. Protect vulnerable urban populations against gender-based exploitation and violence;
5. Restore livelihoods and economic opportunities during initial phase for expedited early recovery in urban areas; and
6. Improve preparedness in urban areas to reduce vulnerability and save lives.

Working under the direction of the IASC Working Group, the Strategy and Action Plan were developed by the IASC Task Force on Meeting Humanitarian Challenges in Urban Areas, chaired by UN-HABITAT, with active participation of UN agencies, the International Organization for Migration (IOM), the international NGO consortia and the Red Cross/Red Crescent Movement. Afterwards, the Task Force was transformed into a Reference Group delegated with the responsibility to provide follow up on the strategy and action plan. The IASC MHCUA was developed based on four cases studies, Nairobi and Eldoret (Kenya), Manila (Philippines) and Port-au-Prince (Haiti). The main challenges identified are common in all four cities: 1) limited interaction with local government and other actors such as the hosting community, civil society, private sector, 2) camp-based focus rather than neighbourhood approach, and 3) uncoordinated action. In the four cities the main coping strategy for displacement was staying with local families as hosts.

1.2 Humanitarian challenges in urban settings

This section outlines the main gaps in humanitarian response that are relevant to CCCM. These gaps have been identified through reviewing the recent prominent literature regarding urban displacement and consultative discussions with CCCM practitioners and cluster partners.

a) Identification of affected population

One of the main challenges encountered when working with IDPs in urban areas is the identification of affected populations. Often IDPs want to keep a low profile; they tend to avoid registration or profiling exercises and try to be absorbed in the social structure without being noticed. In urban environments, the displaced are often scattered in different areas and are highly mobile, moving from rural to urban areas but also within and among neighbouring cities. This makes it difficult to collate

reliable statistics. In addition, displaced populations have varying levels of education, skills, and assets and therefore cannot be considered a homogenous group, which can be a challenge in designing programmes to target their assistance.¹⁹



JIPS URBAN PROFILING, INDIA

In Delhi, India in 2013, JIPS carried out a profiling exercise on the three main refugee populations under UNHCR's mandate in India: Afghans, Myanmarese, and Somalis. JIPS also included the urban poor in the host communities

There were three main phases:

- Preparation and planning: Scoping mission
- Data collection: Trained staff and used four different tailored sample strategy approach surveys across 1063 households
- Data analysis and reporting: Data processing in SPSS and systematisation of qualitative data

Results:

Using a collaborative approach the profiling exercise was able to identify specific needs which informed advocacy and programming activities of UNHCR and other stakeholders.

A major obstacle to accurately identifying persons of concern in urban contexts is sometimes the fact that governments for political reasons tend to define urban IDPs as urban migrants. For instance, in Uganda only camp-based IDPs obtained a documentation attesting their displacement, whereas the urban IDPs did not.²⁰

Over the past few years' data-collection methodologies have been improved to better understand the profile and needs of people of concern. Several methodologies have been used for this purpose, such as profiling, household surveys for IDPs and the host community, focus group discussions, collecting information on IDPs not living in camps but who come to the camps to receive assistance, community outreach approaches through community networks and local partners. However, there is still no consensus and/or clear guidance among governments and humanitarian agencies on how to use these methods in the different contexts. This means that in many countries the majority of IDPs remain "invisible" unable to be identified and receive assistance. During his official visit to Kenya in September 2011, the Special Rapporteur underlined that "the lack of accurate and efficient systems of registration and disaggregated data collection had resulted in a situation whereby many IDPs were not included in assistance, protection and durable solutions programmes".²¹

b) Need of improved coordinated response among different actors at the community level

It is recognised that in urban environments there are frequently problems of coordination among the large number of humanitarian actors, development agencies and government ministries, in particular with regards to data collection of IDPs living

¹⁹ Ferris, E., *10 observations*

²⁰ Crisp, J., Morris, T., Refstie, H., *Displacement in Urban Areas: new challenges, new partnership*, Disaster (36), July 2012, p. 23-42.

²¹ *Under the radar: Internally Displaced Persons in Non-Camp Setting*, Brookings- LSE, October 2013, p. 9

outside camps and their assistance needs.²² For example, ensuring water and sanitation for IDPs dispersed in a large city is by far more complicated than in a camp setting. Whereas in camp responses, the responsibilities and tasks of each agency and host governments are normally defined, coordination meetings are held, and data and information about IDPs is regularly exchanged, with additional targeted assistance for the particularly vulnerable.

Also, a lack of coordination and communication among different actors and the communities affected by displacement (both host and IDPs) following an emergency can be a significant challenge faced by individual clusters and sectors in their attempts to be present at the community level. Within defined areas of intervention, physical coordination presence would provide additional operational value, especially with regards to protection.

In camp settings the camp manager is accountable for the site. Camp managers tend to be the first port of call for IDPs who have questions or complaints regarding site service, and they are often the focal point for other clusters and service providers. The role of camp managers is thus important to assure assistance, feedback between IDPs, service providers, donors, and other national and international stakeholders. Clear communication between these different levels is crucial in ensuring accountability. However, outside of camps at the community level there are no clear roles that are equivalent to a camp manager that ensure accountability in response to displacement.

The cluster system still does not have a joint approach and/or a specific cluster lead to coordinate responses targeting IDPs outside of camps.²³ In particular a coordination structure similar to the CCCM Cluster for a camp response – which can provide the coordination of service delivery based on participation of the displaced community, continuous assessment of needs and monitoring of service delivery – does not exist or is not applied consistently to non-camp populations.²⁴ Additionally there is a need to consider how the cluster system can best support varied ministries and offices of national and local governments. It seems that the cluster system is recognised as the first point of contact for national disaster management agencies but is not always compatible with local coordination structures.²⁵

c) No existing common criteria to decide whether to provide aid in out of camp contexts

Although urban displacement has received recent attention, the humanitarian response to internal displacement is still largely focused on IDPs in camp settings.²⁶ The discussion over a camp or a non-camp approach is out-dated.²⁷ At the global level one of the main questions of the debate is: Are camps the best temporary solution – providing a rapid and effective provision of assistance and immediate visible results, or are they more convenient for aid providers²⁸ and donors?

²² Crisp, J., Morris, T., Refstie, H., *Displacement in Urban Areas: new challenges, new partnership*, Disaster (36), July 2012, p.23-42.

²³ Davies, A., *IDPs in Host Families and Host Communities: Assistance for hosting arrangement*. UNHCR, 2012, p.29.

²⁴ GPWG note to IASC strategy 2010

²⁵ Grünwald et al., 2010

²⁶ GPWG note to IASC strategy, 2010

²⁷ Black, R., *Putting refugees in camps. Forced Migration Review*, Issue 2, August 1998, p. 4-7

²⁸ Haver, K., *Out of Site: Building better responses to displacement in the Democratic Republic of the Congo by helping host families*. Oxfam, 2008, p. 14-15.

Providing assistance in camps is viewed in a certain context as a way to undermine traditional coping mechanisms: whenever assistance is only concentrated in camps, it creates a pull factor²⁹ for populations that would otherwise be assisted in their current locations. Subsequently, in certain situations this can promote dependency and creates obstacles to facilitating proper access to long-term solutions. Nevertheless, camps bring public awareness and visibility to the situation of IDPs. “In contrast, IDPs who do not live in camps are often out of the public eye; it is more difficult to identify IDPs living dispersed in communities that are often poor themselves. It is also more difficult to develop appropriate policies to protect and assist them. IDPs living in non-camp settings are usually ‘under the radar’.”³⁰ For these reasons frequently urban IDPs receive little attention from donors.

On the contrary it is evident that when there are constraints to accessing affected populations due to security reasons (for example in Afghanistan, DRC, Iraq, Somalia, Yemen) or limited human and financial resources humanitarian focus is naturally targeted in areas with the highest concentration of IDP/refugee population, or areas where the affected population is accessible. In the case of a sudden-onset natural disaster (such as Haiti, the Philippines, Pakistan) a camp response ensures the provision of protection and assistance to a large number of people within a limited timeframe. Also it is important to take into consideration that often, humanitarian actors arrive to find populations already gathered in communal settings³¹ (informal settlement, buildings etc.) and coping in whatever way they can. In other cases displaced communities concentrate in camps primarily seeking physical security. Very often the camp response is the only viable way within the available resources to provide a safe, secure and healthy environment that is efficient to manage, supports participation and resilience and provides access to basic human rights.

In this discussion there is one important aspect that needs to be underlined. Often a response focuses on camps because there is not enough capacity and resources available to work outside camps. It is unrealistic to assume that humanitarian agencies will be equipped with funds and resources to assist the entire affected population in the same way as is done in camps. This will require a completely different approach not based on the provision of assistance to the single “beneficiary” or household but interventions that can benefit the affected communities or reinforce coping and resilience mechanisms.

In addition, although it has been observed that camps cause a “burden” on their host, they can also bring economic benefits and development potential – for example, new skills and, above all, expanding consumption of food and commodities such as building materials, which stimulates growth of the host economy³². At the same time, the host community may benefit from assistance programmes such as infrastructure and welfare services provided by agencies responding to displaced community needs³³.

²⁹ “In the context of a camp: A **pull factor** would be a feature or event that attracts a person to the camp. Reasons for this might be better conditions and service provision, protection issues, and family or community reunification. A **push factor** would be a feature or event that pushes a person away from or encourages a person to leave the camp environment. Reasons for this may be community conflicts, unfavorable conditions, oppression, the disregard of human rights or a lack of assistance and services. Camp Management Toolkit, Norwegian Refugee Council/The Camp Management Project Edition, 2008, p. 211.

³⁰ *Under the radar: Internally Displaced Persons in Non-Camp Setting*, Brookings- LSE, October 2011.

³¹ For the CCCM cluster actors the first question to be asked is whether or not a camp is the most appropriate transitional settlement option for the displaced population. For the CCCM cluster Camps are a last resort, and they should be established only when other solutions are neither feasible nor preferable. CM Toolkit

³² Zetter, R., Deikun, G., *Meeting Humanitarian Challenges in Urban Areas*, Forced Migration Review (34), 2010, p. 5-7.

³³ A study of Dadaab refugee camp [2] showed that the positive economic impact of the camps for the host community was US\$14 million – about 25% of the per capita income of the province. Income benefits to the host

Whether using in camp or out of camp responses, humanitarian actors should advocate for a rights-based approach to allow the displaced populations to be able to go where they feel safest and assistance should be provided in ways that support livelihoods and keep families together. It is a reality that there is an uneven distribution of aid between camp-based displaced persons and those living outside of camps. In an emergency there is rarely time and an organised structure to engage in an in-depth analysis of options, “going away from a quasi-automatic camp-based response to a more comprehensive approach”.³⁴ Overall, a more coordinated and holistic approach is needed to balance the intervention for both IDPs in camps and outside camps, and any response (in camps or outside) needs to be designed after the specific needs and operational context are recognised.³⁵

d) No commonly agreed upon guidance for practitioners working with IDPs outside of camp and camp-like settings

There is a wealth of tools, approaches, policies, and practices designed for camp settings and rural settings. On the contrary, there is an urgent need to develop the capacity of humanitarian staff familiar with camp-based approaches to tackle the complex issues of urban displacement. Though there has been a lot of recent work aimed at addressing this gap, it remains more on the level of individual agency activities rather than a collective inter-agency approach.

One of the main gaps identified in the IASC MHCUA is lack of urban-specific operational strategies and tools in key humanitarian sectors, such as WASH, Food Security, Shelter, Health, and Protection for humanitarian actors to support national authorities in these tasks.³⁶ The last report of Refugees International observed³⁷: “While humanitarian workers in Mali acknowledge that it is preferable for the IDPs to be living in the community rather than in camps, they also point out that the current guidance for IDP protection and programming is based almost exclusively on camp settings”. Situations like Mali where a massive number of IDPs settled in urban areas and outside camps, demonstrated how the global lack of guidance is orienting a predominantly camp-based response.

However humanitarian organisations are aware of the need to use an urban lens to re-examine their tools and develop strategies specifically for urban areas.³⁸ As observed in Haiti urban expertise was crucial to provide early water, sanitation and hygiene (WASH) interventions in Port-au-Prince, and urban community development specialists were essential to conduct the International Federation of the Red Cross’ needs assessments.³⁹ Although “the humanitarian community is outside of its comfort zone”⁴⁰ in out of camp settings, several initiatives were developed in the last few years to analyse and tackle the challenges and the opportunities of working outside camps – in particular in urban environments. Consequently, there have been recent efforts to adapt and develop tools and guidance. Also, platforms have been created and made available for sharing in a comprehensive manner (See Annex 3 – Tools and Approaches for Outside Camp Response).

community from the sale of livestock and milk alone were US\$3 million, while over 1,200 local people benefited from refugee camp-related employment or trade-related work. - See more at:

<http://www.fmreview.org/preventing/zetter#sthash.tHcAZnaG.dpuf>.

³⁴ GPWG note to IASC strategy 2010

³⁵ GPWG note to IASC strategy, 2010

³⁶ IASC Strategy p.7-8

³⁸ Ferris, E., *Ten Observations on the Challenges of the Humanitarian Work in Urban Settings*, Brookings, June 2011.

³⁹ Grunewald, et al., 2010

⁴⁰ Crisp, J., Morris, T., Refstie, H., *Displacement in urban areas: new challenges, new partnership*, Disaster (36), July 2012, p.26

e) Lack of global policy to work with national authorities to respond to the needs of urban IDPs out of camps

Humanitarian actors need more guidance in working with national and local actors in developing policy and strategy to tackle the issues of IDPs outside camps - based on the Guiding Principles on Internal Displacement, the Kampala Convention, the IASC Framework and the Secretary-General's Framework. However, it is also important to take into consideration that partnerships with national and municipal actors during active conflict are not always an option humanitarian agencies can take lightly, especially where there is the need to negotiate access with existing leadership structures on both sides of the conflict. Policy for outside camp displacement will therefore need to be adapted to specific scenarios.

Over the years there have been important developments in policies for urban refugees, notably the UNHCR policy on Refugee Protection to Urban Areas. This document underlined the main protection needs of urban refugees and, keeping in mind crucial differences, some observations related to needs and protection risks are also valid for IDPs in urban contexts. Some agencies and NGOs have their own strategy to respond to the needs of displaced populations residing outside camps; but a common inter-cluster strategy does not currently exist with agreed roles and responsibilities.



UNHCR POLICY ON REFUGEE PROTECTION TO URBAN AREAS

From 1997 there has been a radical change in UNHCR's approach towards the urban environment. In 1997 UNHCR's policy stated that assistance to the urban caseload had to be reduced to a minimum. In 2001 an evaluation of the policy was produced, underlining the weak points and the need for improvement. In 2009 UNHCR issued a new operational guidelines policy on refugee protection in urban areas, starting a new approach. In 2012 a global survey on the implementation of the Policy on Refugee Protection and solutions in Urban Areas was conducted.

"The new policy focuses on refugees, not IDPs, and frankly acknowledges failures to provide protection and assistance in urban areas. The policy emphasises that UNHCR's mandated responsibilities to refugees are not affected by their location: cities are legitimate places for refugees to reside in. Most significantly, however, the document stresses that providing urban refugees with protection, solutions and assistance depends on national and municipal actors."⁴⁵

f) Boundaries remain between humanitarian and development assistance while both actors are working towards the same goal - durable solutions

The challenge of bridging the gap between relief and development assistance to work on solutions for displaced populations has been discussed since the 1960s, when relief operations were launched in Africa and other low-income regions of the world. The main issue is the fact that humanitarian actors often disengage from providing assistance after the emergency phase and development actors engage once normal conditions have surfaced, to promote early recovery, reconstruction and establish durable solutions. The need to overcome this gap – also defined as the “transition” phase from humanitarian action to development or early recovery – has been

discussed through many programmes and initiatives.⁴¹ The fact that donors have separate funding streams for humanitarian and development programmes is one of the primary obstacles to establishing effective cooperation and coordination between these two sectors.



IASC FRAMEWORK FOR DURABLE SOLUTIONS

The IASC Framework on Durable Solutions for Internally Displaced Persons indicates that a “durable solution is achieved when internally displaced persons no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement.”

Within the IASC Framework are identified eight criteria to be used to determine to what extent a durable solution has been achieved:

- Long term safety and security
- Adequate standard of living
- Access to livelihoods
- Restoration of housing, land and property
- Access to documentation
- Family reunification
- Participation in public affairs
- Access to effective remedies and justice

For each of these criteria possible indicators of progress toward achieving a durable solution are defined.

The dichotomy between humanitarian and development actors is particularly challenging for providing protection and assistance to IDPs in urban areas, where a stronger inter-agency approach is required. Protecting the rights of IDPs living outside camps in urban areas consists mainly in working with municipal authorities and empowering existing infrastructure and social services targeting the community as a whole. It has been recognised that to provide effective assistance and find durable solutions for the displaced involves issues such as sustainable livelihoods, the resolution of housing, land and property issues, and transitional justice – all areas which fall into the broader development portfolio and where development and early recovery actors have more expertise. In urban areas, engagement with local government and local communities is a priority and it should become the common ground that is shared with early recovery/development agencies that have emphasised the importance of local ownership and building self-resilience⁴² as a basis for all their work. Furthermore, given that the majority of conflict-induced displaced populations live in protracted situations, it has been recognised that achieving long-term durable solutions for ending displacement, for example in Pakistan, Colombia, and Darfur, lies within the resolution or solutions of traditionally-viewed development rather than humanitarian issues.⁴³

⁴¹ The Transitional Solutions Initiative being piloted in Colombia and Eastern Sudan and the Secretary-General's Policy Committee Decision on Durable Solutions, which is presently being implemented in Afghanistan, Kyrgyzstan and the Ivory Coast.

⁴² IASC Special Event: 'Resilience: What does it mean in practice?', IASC, Panel Discussion, February 2013, www.humanitarianinfo.org/IASC/pageloader.aspx?page=content-news-newsdetails&newsid=158

⁴³ Ferris, E., *Transition and Durable Solutions: 21 Reasons for Optimism*, Brooking Institute, May 2013.

The Special Rapporteur's October 2013 report to the UN General Assembly highlighted this fact specifically by stating, "that effective support for durable solutions requires the engagement and synergies from both development and humanitarian actors", but also peace building actors within the multiple levels. The report underlined that there are differences in terminology, and that conceptual frameworks hamper the cooperation between humanitarian, development and peace building actors in support of durable solutions. This has created a "misperception that displacement is simply a humanitarian issue, rather than a complex phenomenon often requiring development and peace building solutions."⁴⁴ In this report the Special Rapporteur recommends a systematic and early engagement of humanitarian, development and peace building actors to identify mechanisms to promote an integrated approach to solutions, based on the Guiding Principles on Internal Displacement, the Kampala Convention, the IASC Framework and the Secretary-General's Framework, all of which are the relevant frameworks for tackling all types and stages of internal displacement.

Achieving durable solutions for IDPs in urban areas is a process comprised of several human rights, humanitarian, development, reconstruction and peace building challenges. For these reasons coordination and engagement of various actors is required, where international humanitarian and development actors play a complementary role to that of national authorities.

To ensure a smooth transition between humanitarian response and early recovery/development advocacy and engagement with donors and other relevant actors is needed to emphasise that the presence of the displaced population in urban areas is a development issue that needs to be addressed in the emergency response phase.

⁴⁴ *Protection of and assistance to internally displaced persons : note / by the Secretary-General*, UN General Assembly, 3 August 2009, A/64/214



In the recent response to the Haiyan Typhoon in the Philippines at the end of 2013, the Tacloban Recovery and Sustainable Development Group (TRSDG) is an example of how involving early recovery actors from the beginning of an emergency can have a positive impact.

In Tacloban, one of the hardest hit areas, the destruction was so extensive that existing evacuation centers could not host all the IDPs. Some collective centers had dire conditions, including some with no WASH facilities, which led to many IDPs returning to their homes to salvage debris and begin reconstruction. As there was great need for early recovery efforts and no space existed to create temporary accommodation for affected persons, a multi-cluster (CCCM, Protection, WASH, and Shelter) initiative was formed to launch the TRSDG. The Group worked in parallel with actors in the emergency phase to start addressing issues of housing and other durable solutions.

Led by UN Habitat, the TRSDG acted as a docking station to national and local authorities for advisory groups, technical expertise and other actors involved in reconstruction efforts. Within its five pillar structure (build environment, natural environment, social recovery, economic recovery, leadership and institutions) one working group looked at the IDP situation and how the affected population, which had been in temporary settlements at one stage, had moved back to into their community or origin while remaining displaced. In context of Tacloban involved factors that are hard to keep track of in the emergency phase. For example Housing, Land and Property (HLP) were an issue as many IDPs were informal settlers prior to the disaster. Also the Government was about to expand the no build/no dwelling zones in coastal areas, causing further displacement.

The TRSDG helped the humanitarian assistance phase to continue without losing sight of mid-to-long term planning or the overall picture. It also allowed strategic response plans to be geared towards key priorities such as communication with IDPs and participation in decision making related to temporary and permanent housing solutions.

h) Hosting communities and host families as de facto response mechanism

The catch-all term “host community” obscures the complexity and variety of communities in which IDPs live.⁴⁵ Host communities can show a positive attitude to the displaced population but can also see them as competitors for livelihood opportunities and natural resources. Conflict and tension can arise particularly in cases of protracted displacement, especially if the displaced population sharing the host community’s living conditions benefits from external support. In certain contexts local authorities may view the presence of the displaced population as temporary and as a potential threat to the host community’s economic and social dynamics. Projects promoting co-existence, reconciliation, and social integration are critical to address discrimination and possible conflicts.

In the four case studies⁴⁶ of the IASC Strategy Meeting Humanitarian Challenges in Urban Areas (MHCUA), the predominant coping strategy for the vast majority of the

⁴⁵ *Under the radar: Internally Displaced Persons in Non-Camp Setting*, Brookings- LSE, October 2013, p. 10

⁴⁶ Manila, Port au Prince, Nairobi and Eldoret

displaced population was to find a host family where they could receive accommodation and support. The needs of host families have tended to be overlooked in the past and only recently gained a certain level of interest. The reason IDPs decide to reside with host families may be due to a number of factors: often because they feel more physically and emotionally secure and/or due to economic and cultural purposes. The international humanitarian community relies on host families as a *de facto* response mechanism⁴⁷ and it has been observed that often host families - for their crucial role within an emergency - can also be defined as the “silent NGOs”.⁴⁸ The IASC MHCUA strategy also recommends “a *more systematic assessment and approach to supporting host families as partners in humanitarian responses is a high priority for IASC agencies and other humanitarian actors*”.



UNDP assistance to Syrian refugees

In countries neighboring Syria, UNDP supports host communities by improving infrastructure, boosting local economic and employment opportunities, especially for vulnerable people

According to the Guiding Principles on Internal Displacement, “every internally displaced person has the right to liberty of movement and freedom to choose his or her residence,”⁴⁹ and, “internally displaced persons, whether or not they are living in camps, shall not be discriminated against as a result of their displacement”.⁵⁰ IDPs choosing to live with host families have the same rights to protection and assistance as those in camps. In reality often it is predominantly in camps where IDPs can benefit from these services. The needs of host families must be addressed at the onset of emergencies⁵¹ and local authorities should be empowered to undertake this task and mobilise the community through assessment processes. Supporting host families and host communities through targeted programmes can enhance their resilience, reduce possible conflict, and ensure greater protection and assistance. It has been observed that, while there are several studies focusing on the rights of the displaced population (both refugees and IDPs), understanding the impact displacement has on the host community, in terms of food, shelter, livelihoods etc. is still not comprehensive.⁵² Understanding the implications of displacement on the receiving community should be a priority to reduce possible community tensions and ensure the rights of displaced populations are upheld.

I) Data Collection; focusing only on the initial humanitarian response.

In natural disaster contexts, the main challenges consist of the fact that data refers only to those newly displaced, there is no tracking of the duration of displacement in the longer term and often there are no cumulative totals. In conflict settings, even in chronic contexts such as the Democratic Republic of Congo, data generally focuses on new displacement and is only cumulated year-to-year.⁵³ It has been observed that often the collection of data is carried out by humanitarian organisations during a conflict or at the onset of a disaster and it does not necessarily facilitate an understanding of the complexity of displacement. Data on causes, symptoms and possible solutions of displacement, beside the initial IDP’s flight, are scarce and do not offer insights relating to settlement options and durable solutions

⁴⁷ *Out of Site*. Op. cit, p.13

⁴⁸ *IDPs in Host Families and Host Communities: Assistance for hosting arrangements*. Op. cit. , p.11

⁴⁹ Guiding Principle p.14

⁵⁰ Guiding Principle p.22

⁵¹ *Host Families guide lines Haiti* p.17

⁵² Crisp, J., Morris, T., Refstie, H., *Displacement in Urban Areas: new challenges, new partnership*, Disaster (36), July 2012, p. 23-42.

⁵³ *The Kampala Convention one year on: progress and prospects*, IDMC, Dec 2013.

Often durable solutions are vague because the roots of displacement are not sufficiently explored and understood. To tackle some of these challenges, IDMC recommends an in-depth analysis of resilience dynamics and advocates identifying durable solutions throughout all phases of displacement and not only during the crisis phase.

2. RURAL DISPLACEMENT

*“Conjuring up visions of crowded cities and isolated countryside, they suggest separate worlds and ways of living. They mask the many ways urban and rural overlap and intertwine, as well as the variety of livelihood strategies within urban or rural areas”.*⁵⁴

Although the core focus of this desk review and most of the literature has been on urban displacement, it is important take rural outside camp displacement into consideration. Urban displacement differs from rural displacement in important ways but often the boundary between urban and rural is porous and indistinct⁵⁵.

As the diagram below shows, urban centres are typically connected to peri-urban and rural areas within nations and regions, through common markets or trade links, and displacement is linked in the same way between urban and rural. The understanding of displacement should be grounded on a specific context and be based on the distinction that the label urban/rural serves only as a general indication.

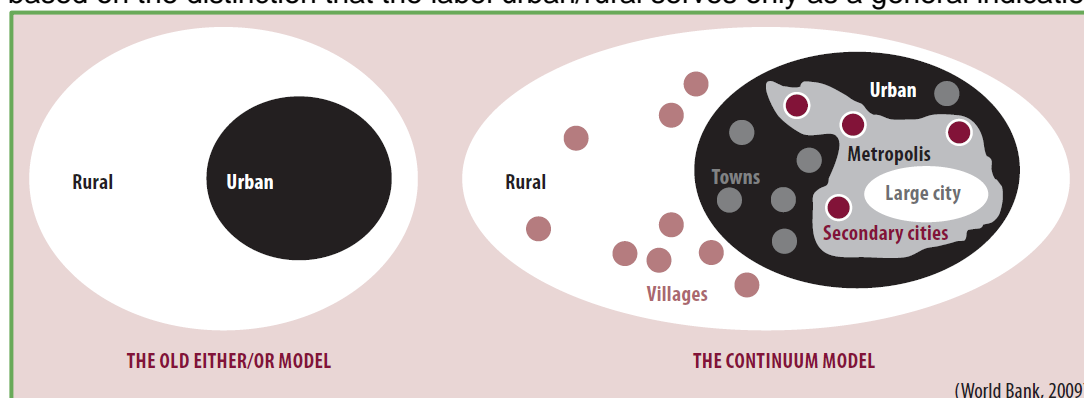


Figure 1.1: Beyond Rural and Urban (World Development Report 2009 p. 51)

It is common to read that urban displacement is more complex and difficult to address than rural displacement as there is a general assumption that IDPs living in urban areas are worse off than those living in rural settings. However, during this desk review it was impossible to make a clear distinction as to whose circumstances fare better or worse. For instance, IDPs residing in rural settings may have access to land, but poor access to education and medical services. Also, access to IDPs in rural contexts can also be problematic due to security concerns in areas of conflict or due to recurrent disasters like seasonal floods. People of concern can also be dispersed in remote areas that are difficult and costly to reach.

⁵⁴ Garrett, J., *Beyond Rural Urban: Keeping Up With Changing Realities*, International Food Policy Research Institute, 2005



JONGLEI STATE, SOUTH SUDAN

Violence broke out in Juba on 15 December, and quickly spread to other locations, with heavy fighting reported in Central Equatoria, Jonglei, Unity and Upper Nile states between Government and opposition forces. Humanitarian agencies' priorities are to protect civilians from the ongoing violence and reach people affected by the crisis with assistance. This includes gaining access to displaced people in areas with active hostilities as soon as security allows. The most urgent needs of people caught up in the violence are: food and livelihoods; healthcare; shelter; and water, sanitation and hygiene services⁶².

As of January 2014, there were around 740,000 displaced people within South Sudan. Likely the total number of displaced population is higher, as there are available limited information about displaced population in remote and insecure areas. Over 80,000 of those internally displaced have sought refuge in UN peacekeeping bases around the country. The majority of the people displaced – close to 90 per cent – are outside UN bases. Large groups of people have fled from either town or rural areas to places where they have family or other connections. While this shows that some communities have effective mechanisms to cope with temporary displacement, it also has potential for tensions, as the scarce resources of already poor communities become over-stretched as the crisis becomes⁶³.

EXAMPLE: PASTORAL KENYA

Following monsoon floods, the population was extremely scattered and therefore humanitarian access was a challenge. IDPs were also reluctant to move far away from places of origin due to presence of livestock.

In 2012 there were estimated to be 200 000 to 400 000 displaced people in Northern Kenya. As a result, IDPs in northern Kenya are largely unaccounted for and have few means of protecting and sustaining themselves. Whether they are compelled to live in urban areas, semi-urban settlements or remote areas, displaced families often face severe risks to their security, health and well-being. Despite the regular occurrence of displacement as a result of conflict and human rights violations, agencies mandated to protect affected pastoralist communities lack any meaningful presence.⁶⁴

The extent to which pastoralists can become internally displaced is a subject of debate. As a recent IDMC studies cites: "It is a reality, however, that changes in pastoralists' external environment – due to effects of climate change, drought, insecurity or conflict – may lead to decreasing access to land, resources and markets. This will, over time, cause pastoralists' natural living space to shrink or to become inaccessible. When their coping capacities are exhausted and "normal" migration is no longer possible, pastoralists fall into a gradual process of impoverishment and become internally displaced."⁶⁵

One of the main obstacles that rural IDPs are forced to confront is a lack of livelihood opportunities and consequent food security risks. This directly impacts their ability to locally integrate into their host community.⁵⁶ The agricultural farming industry is frequently the only viable employment option in rural communities; therefore the livelihoods' of rural IDPs are contingent upon their ability to access fertile land. For example in Niger, Nigeria, and Senegal limited arable land and poor access to water and seeds, directly impacted IDPs' ability to work and fully integrate into their

⁵⁶ Ibid. p.19

communities.⁵⁷ In addition, rural IDPs are often victims of land grabs, which have particularly affected marginalised populations and indigenous groups.⁵⁸ Nonetheless, it is important to note that there have been some positive examples, such as Cote-D'Ivoire where IDPs with access to land in areas in which they are displaced have become locally integrated.⁵⁹

Small IDP communities in remote villages are often the most vulnerable as they have limited or no access to land and are in need of protection services.⁶⁰ Field research shows that in rural areas, IDPs suffer nearly equally in comparison to the host community due to limited access to basic social services.⁶¹ In remote locations, education is often difficult to access or families cannot afford to pay the required attendance fees (uniforms, books, etc.). This presents a serious barrier to accessing gainful employment, charitable institutions or donor agencies.

In rural areas, remoteness is highly problematic in terms of health care. Typically, IDPs located outside of towns say that access to adequate health services is their primary concern as not only do they have to pay for a doctor's visit but also transportation costs to access a health clinic.⁶²

Receiving IDPs can be problematic for rural host communities. Often, IDPs place additional strains on already stretched resources, which can make the host community resentful.⁶³ Given that smaller and medium-sized communities have far fewer resources to absorb IDPs, these communities experience a greater negative impact due to their absolute numbers, levels of poverty, weak institutions, and but also social networks that will link IDPs to other livelihood options provided by inadequacy of existing services.⁶⁴ In rural settings it is easier for IDPs with a different background/culture/ethnicity from their host community to be portrayed as outsiders and discriminated against and ultimately subjected to hate crimes.⁶⁵

Another key challenge for rural IDPs outside camps is their inability to access key information. Most rural IDPs receive little or no information from municipal government officials and are provided with limited or no information on available housing options.⁶⁶ Small, remote areas receive little support from the government and are often ignored by international agencies.⁶⁷ Overall, IDPs living in this kind of rural environment consistently fare worse in comparisons with local host communities, particularly in relation to housing, access to livelihoods, land, and access to healthcare and documentation.⁶⁸

Within the scope of this study, it was difficult to locate a large and comprehensive literature that addressed specifically rural non-camp settings. For these reasons it has been more complex to identify examples and understand the specific challenges faced by the humanitarian community in addressing the needs of IDPs outside

⁵⁷ Ferris, E., p.16

⁵⁸ Ibid. p.42

⁵⁹ Ibid. p.16

⁶⁰ Gureyeva-Aliyeva, Y., Huseynov, T., Can You Be an IDP for Twenty Years? A Comparative Field Study on the Protection Needs and Attitudes Towards Displacement Among IDPs and Host Communities in Azerbaijan, **Brookings Report, December 2011**

⁶¹ Ibid. p.13

⁶² Ibid. p.7

⁶³ Ferris, p.16

⁶⁴ Ibid. p.45

⁶⁵ Ibid. p.18

⁶⁶ Ferris, E., p.72

⁶⁷ Ibid. p.45

⁶⁸ Ibid.

camps in these contexts. This is largely because the humanitarian community usually defines two categories for response and operations: one being camp-based settings (usually rural) and the other being urban contexts.

As previously mentioned the urban and rural are categories often overlap, so many of the gaps in the humanitarian response described for the urban setting are also relevant for most rural settings and vice versa. In addition to those described within the urban section, some gaps specific to humanitarian responses in rural environments should be considered:

- **Extremely limited access.** One of the main challenges is access, particularly in remote settings and conflict environments. Often in a humanitarian response the capital city becomes too large of a focal point. This can be seen in the case of Syria, as outlined below.
- **Limited humanitarian capacity.** Often IDPs in rural contexts are dispersed across large geographical areas; therefore effective humanitarian intervention requires a much larger capacity of humanitarian and local actors in terms of human resources and support services. This in turn means that more humanitarian partners are needed which necessitates the easing of administrative procedures for local and international humanitarian organisations to work in the country. Frequently, on the ground there is limited capacity to implement projects primarily due to the lack of skilled implementing partners and difficulties in accessing targeted areas.⁶⁹ Lack of critical resources such as fuel and drivers coupled with the destruction of infrastructure have also created access constraints.⁷⁰
- **Limited understanding of Humanitarian Response.** In terms of responding to varying displacement dynamics (such as rural outside camp displacement), there is a lack of understanding that prevents a comprehensive and collaborative humanitarian response. Generally speaking the interventions are executed based solely on humanitarian structures and mandates.
- **Limited Funding.** Funds are easier to raise for IDP populations residing in camps. Recently, donors have been slightly more sensitive to urban displacement but funding is still a key challenge for organising an effective humanitarian response plan to rural displacement outside camps. Limited funding has repercussions on the capacity of rural interventions, as they must often cover a large geographical area.

It is clear from the literature that there are significant gaps in humanitarian response to IDPs outside of camps in both urban and rural contexts. Whilst the differences between urban and rural displacement need to be taken into consideration when addressing these gaps, there remains an overwhelming need for a coordinated and community-based approach to addressing the needs of IDP outside of camps as well as the host communities.

⁶⁹ *Yemen: 2011 Humanitarian Response Plan*, UN Office for the Coordination of Humanitarian Affairs (OCHA), 29 August 2011, p.6

⁷⁰ *Protection of and assistance to internally displaced persons : note / by the Secretary-General*, UN General Assembly, 3 August 2009, A/64/214



IDP contexts with no humanitarian access

Beyond urban and rural displacement, it is also important to note that there are some contexts of IDP displacement that are characterised by a lack of humanitarian access. Hence the ways in which humanitarian activities are delivered and supported (including CCCM operations), are greatly affected by humanitarian actors' lack of access. Due to issues such as security concerns or administrative or operational restrictions, humanitarian organisations might not be able to establish cross-border operations. Hence precise information of populations of concern may be difficult to obtain in rapidly changing environments.

Syria is a key example of such a context as it is one of the most challenging countries for humanitarian actors to access due to active fighting, military operations, and the closure of cross-border operations. According to the UN estimates as of July 2013, 6.8 million people were in need of assistance, while a report from an assessment in northern Syria in May 2013 found that 10.5 million people were living in areas where access to essential goods, services and security were considerably compromised, leaving them in need of assistance.[1] On February 2014 – The United Nations Security Council unanimously approved a resolution to boost humanitarian aid access in Syria. Through the [Resolution 2139 \(2014\)](#), the Council demanded "that all parties, in particular the Syrian authorities, promptly allow rapid, safe and unhindered humanitarian access for UN humanitarian agencies and their implementing partners, including across conflict lines and across borders"

3. STRATEGIES TO ADDRESS GAPS

In order to address the gaps in humanitarian responses to IDP displacement outside camps, there have been many recommendations from the humanitarian community. This section will outline the main recommendations that are relevant to CCCM and the development of a CCCM approach to outside camp displacement.

The IASC MHCUA strategy recommends a paradigm shift: the needs of IDPs should be addressed alongside the needs of host community residents, especially in poor areas. In urban areas this move is critical, and in order to address the needs of IDPs and the host community a district/neighbourhood or community-based approach rather than an individual beneficiary approach must be undertaken. At the same time it has been highlighted⁷¹ that IDPs have specific needs related to shelter, replacement of personal documentation, compensation of lost property, assistance to access public services and of course access to durable solutions, which need to be addressed through tailored support programmes.

This approach would require developing effective partnerships and capacity development with a larger range of actors at both strategic and operational levels such as mayors, municipalities, police forces, and residents. Such an approach could reference the model development actors use to cultivate these connections. Local government is the most important focal point/actor in addressing the issues of IDPs in urban areas. In this light it will be crucial that humanitarian actors support local

⁷¹ *Protection of and assistance to internally displaced persons: note / by the Secretary-General*, UN General Assembly, 3 August 2009, A/64/214

governments' work in urban planning and preparedness in order to strengthen the link between humanitarian response and disaster risk reduction. The issue of IDPs outside camps should be included in the early stages of analysis along with assessments to understand the protection and assistance needs of the host communities themselves.⁷² This process, as underscored by the Special Rapporteur, should involve humanitarian and development actors from the onset of displacement in order to build and sustain the resilience of the displaced population beyond the experience of displacement itself. In order to enhance access to services and protection, it is recommended that physical premises outside camps in areas of high IDP concentration and in rural locations should be established by mobile outreach teams.⁷³

The humanitarian community is also increasingly aware of the need to develop a strategy to build IDPs' capacity for productive living. It has become clear in recent years that livelihood support needs to be the cornerstone of promoting self-reliance of urban IDPs, acknowledging that the displaced often have invaluable knowledge, skills and life experiences that need to be utilised. Additionally there is a need to consider how the cluster system can best support various ministries and offices of national and local governments. It seems that the cluster system is recognised as the first point of contact for national disaster management agencies but is not always compatible with local coordination structures.⁷⁴

PART III: CCCM IN URBAN SETTINGS AND OUTSIDE CAMPS

1. REFLECTIONS UP TO DATE

In several CCCM internal forums it has been recognised that CCCM actors are regularly confronted with the need to provide support to operations that target populations outside camps, for example, when IDPs living within the host community are assisted within the camp structure. In other cases camp managers are involved in facilitating return and reintegration processes at the community level, either to provide assistance in preparing for IDP returns or in providing follow-up assessment on IDP reintegration after departure, in order to ensure that camp closure is successfully facilitated.



HAITI

The CCCM Cluster served as a bridge between communities and returning IDPs. Although CCCM assistance was primarily delivered in camps, interaction with the community was necessary to avoid conflict and ensure durable solutions are reached. This involved peace building exercises, platforms for discussing protection concerns, safety in areas of return and, in some cases, shifting delivery of assistance from camps to community levels.

⁷² GPWG note to IASC

⁷³ From GPWG note to IASC, ALNAP and IASC.

⁷⁴ Grünewald et al., 2010

| COUNTRY | DISPLACEMENT DYNAMICS | STRATEGIES/ACTIVITIES FOR OUTSIDE CAMPS IDPS |
|--|---|--|
| Philippines | | |
| | Because of the Bopha typhoon in Dec. 2012, 922,000 people were displaced with 99% of them residing outside camps. | In the 10 most affected Municipalities, including the cities of Tacloban, Roxas, Cadiz, Sagay, Passi, Ormoc during the emergency phase male-female displacement management focal points (DFPs) were appointed, supported and trained to focus on management of displacement outside camps within local government structures at city/municipal level. The main goal of the DFPs was to facilitate IDP access to basic community services (food, water, health, shelter). The DFPs are two-way communication channels to facilitate addressing of immediate needs, protection and recovery concerns. DFPs strategy includes mitigation measures for protection risks including awareness rising and trainings to identify and refer vulnerable groups to the appropriate service-providers. |
| | In the immediate aftermath of Typhoon Haiyan, thousands of homeless IDPs did not stay in evacuation centres but opted to leave their home communities and live with families and friends elsewhere. In the case of heavily devastated Tacloban City and municipalities in Eastern Samar, IDPs went to Manila, Cebu City, Mindanao and other non-affected areas. | |
| | Those who did not leave but did not stay in evacuation centres either, went back to their damaged homes, many of which were located on danger zones and set up makeshifts, rather than stay in highly congested evacuation centres. In rural areas, many have established spontaneous settlements. | |
| Myanmar | | |
| Kachin and Northern Shan States | 100,000 IDPs in an estimated 170 + IDP sites, including about 150 camps and 20 Host family sites, forest dwellings and boarding schools. | Currently the CCCM cluster works with the concerned camp committees to ensure that IDP registered in camps but living outside appear in listing and is know where they live outside the camps. |
| | | The CCCM cluster is develops strategies to: |
| | Approximately 70% of IDPs live in actual camps and around 30% outside in one situation or another. In some places, such as Laiza town, it is up to 40-60%. | |
| | | Enhance coverage of the 20,000 to 30,000 IDPs not living in camps, focusing on providing information and awareness on durable solution and possible return plans. |
| | Within the displaced population there are different situation of displacement: | |
| | -IDPs registered in Camps and live in camps | Acquire a better general profiling of this population to support the inter-sector assistance, and define who should still be falling under humanitarian assistance and who might not really qualifying as IDPs any longer and therefore needs a different kind of assistance |
| | - IDPs registered in camps and live in host communities | |
| | - IDPs directly registered as living with Host families (but more and more joining camps as it makes it easier for them to receive assistance) | Find solutions to better assist IDPs in host communities to limit them joining IDP camps only to receive assistance |
| -IDPs not registered residing in very remote areas or with Host families | | |
| For the second and third category (IDPs living in host communities), there are very different realities: | | |

| | | |
|--------------------|---|---|
| | - IDPs living with relatives | |
| | -IDPs who received a piece of land and built a makeshift shelter on it | |
| | -IDPs who Rent (or bought) a place | |
| Nigeria | | |
| | An estimated 70% percent of the IDPs find shelter with host families. Several challenges have been encountered to adequately respond to the needs of urban and rural IDPs living within host communities, especially in the Northeastern states. While the hosting of IDPs bears a direct negative effect in host communities' resources, the challenges described in these setting include: correct ratio of assistance allotment between IDPs and the host community; identification, registration and profiling of IDPs; need to develop a standardized data collection tool; and, efficient distribution strategy of relief and coordination of services. | The CCCM working groups was recently requested by NEMA (National Emergency Management Agency) to form a Committee to develop a strategy on response to IDPs living with host community and standardize tools for data collection to enhance service delivery. |
| South Sudan | | |
| | Of the 740,000 displaced population the 90% is living outside camps, in the Central Equatoria, Jonglei, Unity and Upper Nile. Aid Agencies have a limited access to displaced population because the majority took shelter in remote and insecure areas. | Currently an assessment is on going to define operation modalities to establish IDPs information centers in different locations. |
| | | The IDPs information centers aim to: |
| | | Facilitate IDPs access to information about humanitarian assistance and protection |
| | | Advocacy with government, clusters and partners to respond to identified gaps of IDPs in remote and scattered locations |
| | | Host meetings and forum for the IDPs community |
| | | To deliver humanitarian assistance to scattered population and other community activities. |
| | | To the needs of dispersed settlements and to ensure effective coordination |

From of the literature review it is evident that there is an overwhelming need to provide assistance to IDPs outside of camps. The analysis of gaps in humanitarian responses was the first step of this study, forming the basis of analysis on how the experiences and resources of the CCCM Cluster can be used in outside camps contexts. The gaps in humanitarian response are challenging and require a unified approach from all different humanitarian actors in synergy with national authorities, development and peace building actors.

Reflections of CCCM actors focused on how expertise related to a community-centered approach, which was developed within the context of camp responses, can be used as a second step in order to overcome some of the gaps in terms of communication with IDPs and host communities; community engagement of IDPs as well as local authorities and local civil society; and coordination, of services at the community level which complements existing practices carried out by other agencies and clusters. CCCM principles and methodologies related to the coordination of services based on the engagement of displaced communities, the comprehensive and continual assessment of needs and the monitoring of delivery of services can be particularly relevant for these three main areas. Furthermore, CCCM actors' work

with communities is continuously oriented to mainstream diversity to ensure a programme response based on the specific needs and meaningful inclusion in camp governance systems of women, children, older persons and persons with specific needs. This expertise can be significant in outside camp environments where the affected population is very heterogeneous and there is an increasing need to develop programmes addressing simultaneously several types of vulnerabilities simultaneously.

In particular within area-based programming (the paradigm shift recommended by the IASC where the needs of IDPs should be addressed together with those of the host community), CCCM methodologies and tools related to a community-centred approach could be an important skill-set to respond to IDPs' needs, and strengthen the resilience and capacity of both the displaced and the host community.

In several brainstorming sessions with CCCM practitioners and other humanitarians it was also noted that OCHA's inter-cluster coordination role would potentially benefit from linkages with CCCM concepts, which apply at the camp/community level. In outside camp contexts OCHA leads the coordination of humanitarian response at the strategic and national levels, and the sector clusters provide coordination and monitoring on a specific area of intervention. The CCCM Cluster could potentially provide operational coordination of assistance provided within a specific area of intervention, in terms of communication and community engagement. In this light CCCM, OCHA and other clusters will need to define together how to maximise CCCM work to promote better management of assistance at community level, in synergy with national authorities and humanitarian partners.

This study also recognises that by developing tools and methodologies applicable outside camps, CCCM will better understand the effects and dynamics of rolling out a camp response in a host community. CCCM actors are currently actively engaged in identifying durable solutions for populations displaced outside camps in cooperation with the other clusters and local actors; hence these tools and methodologies can be used to further inform these operations whilst also gaining lessons learnt in the future.

While promoting a holistic approach, CCCM and other humanitarian/development actors will promote an approach with higher levels of accountability of aid delivered for affected populations inside and outside camps. This will contribute to addressing the urgent humanitarian challenge of systematising the response to IDPs outside camps and the communities that host them.

2. CURRENT GOOD PRACTICES

Many resources used by the CCCM Cluster can be adapted and modified to support and provide assistance to IDPs outside camps (if they are not already being employed to do so), despite having been designed for camps and camp-like settings. This study has identified existing tools and guidance that can be amended to either assist IDPs outside camps, or incorporate such considerations into managing communal settings. Based on the humanitarian gaps previously described, this study identifies five key areas of work that are important for CCCM in urban and outside camps contexts:

1. Governance and community participation
2. Information management
3. Monitoring and advocacy of key services and protection

4. Advocacy for durable solutions
5. Capacity building

Within the framework of these five areas of work, this section will outline a number of CCCM related experiences that have been documented for the purposes of this study, in order to provide an overview of the community support activities that are used by CCCM in outside camp contexts. The table below summarises these activities. The examples mentioned are activities that are carried out by different CCCM agencies, IOM, UNHCR and NGO partners. They derive from CCCM operations, along with those carried out by CCCM actors in partnership with both the Protection and Shelter Clusters.

Examples from refugee contexts were referenced in best practices, since in some cases – with the exception of situations of open conflict – they employ similar approaches and methodologies in assisting people of concern. The content of this table is a result of consultations carried out within the Global CCCM Cluster team, NGOs, partners and other cluster representatives. It is not an exhaustive list but serves as an initial step to reflect on how CCCM expertise could complement the work of other agencies and clusters working outside camps. Although the examples are from both natural disaster and conflict situations, it must be noted that the strategies identified and used for implementation may vary. In particular, it might be more difficult to work outside camps in conflict situations due to lack of security, breakdown of local structures and problematic humanitarian access.

CCCM Areas of work applicable within IDPs out of camps settings and related activities

| Area of work | Example of CCCM activities potentially applicable outside camps | Experiences |
|---|---|--------------------------------------|
| 1. Governance/ Community Participation | Outreach activities | Camp Management Coaching – Sri Lanka |
| | Awareness & Communication | Kenya/Somalia- Uganda |
| | Representation committees | |
| | Participatory monitoring and evaluation | |
| | Training/coaching | |
| | Feedback mechanism | |
| | Information campaign | |
| | Focus group discussion | |
| | Two-way communication with affected communities techniques | |
| 2. Information Management | Displacement Tracking Matrix | Displacement Tracking Matrix - Mali |
| | Profiling | |
| | Needs assessments | Vulnerability Mapping Lebanon |
| | IDP registration | |
| | Data analysis | District assessment |
| | Dissemination of findings | |
| 3. Monitoring and Advocacy for key services and protection | Monitoring and coordination tools | Information Hub – Mogadishu |
| | Outreach initiatives | |
| | Focus group discussion | Yemen IDPs center |

| | | |
|--|--|---|
| | Community based monitoring | |
| | Communication/ coordination with service providers | |
| 4. Advocacy for Durable Solutions | Return working groups | Community resource center Haiti |
| | Information campaigns | |
| | Assess IDPs intention through house hold visit/focus group meeting | |
| | Monitoring return | |
| 5. Capacity Building | Experts roster | Global CCCM Training/ ToT |
| | Training package | |
| | Training programme strategy | CCCM capacity building for national authorities |
| | Capacity building programme for local/national authorities | |

1. Governance and community participation

One of the main roles of the camp management agency is to ensure that camp residents can play an active role in making decisions that affect their lives by mainstreaming a participatory approach among all stakeholders in the camp. Community participation is considered to be the cornerstone of developing and strengthening a well-functioning community within camp borders. All CCCM activities related to community participation are crucial to ensure the accountability of a humanitarian response.

Hence, in the CCCM framework several participatory CCCM strategies and methodologies have been developed. They aim to achieve participation through access to existing participatory structures, support for/building on relevant structures, and establishing additional structures as necessary. They also continuously increase levels of direct participation by the camp residents in the day-to-day management and governance of camps. In addition, CCCM actors have been developing assessment and monitoring systems⁷⁵ to ensure an acceptable level of community participation in all phases of the camp life cycle. The on-going evaluation and coordination of community participation methodologies applied by different actors is instrumental to the work of CCCM actors.

In terms of community participation, CCCM actors have applied several methodologies to mainstream diversity in delivering services and to ensure equal participation and access to camp governance structures for the whole affected community, including women and men of all ages and people with specific needs. Within a camp, the population has a channel to communicate feed-back and complaints about services in the camp, whether through committees, focus groups, representatives or in one-to-one communication with the camp management agency. Continuous two-way communication with affected populations, which includes transparent information dissemination and feed-back mechanisms followed up by decision-making and actions by the camp management agency and stakeholders, is key for mobilisation and self-reliance and to ensure accountability and transparency.

⁷⁵ See for example: Camp Committee Assessment - a tool for deciding how to work with camp committees, CCCM-HAP, Haiti 2010.



Examples of Participatory CCCM/CM Tools, Approaches and Strategies

- Camp election for leadership structure ensuring gender, age and diversity representation
- Promote and train camp/collective center committees (sub-committees) in technical sectors and international standards. Engage committees in inter-agency meetings and service provision planning/monitoring and delivery.
- Involve camp/collective center residents in sectoral monitoring and assessments, including data collection and reporting. Run focus groups for data collection, information sharing and coordination.
- Engage Community representatives in regular coordination meeting at the camp level with relevant national authorities and service providers
- Engage skilled camp/collective centre residents in cash for work schemes (for example care and maintenance activities) and plan, support and train them in income-generating activities.
- Form advocacy group/s and record group membership in a camp/collective centre directory for sharing and dissemination or set up and training interest groups.
- Plan and deliver customised Camp/Collective Centre Management training/s, including coaching, to residents as a capacity-building process.
- Set up/train a grievance committee (complaints feedback and response mechanisms)
- Set up two-way communication mechanisms
- Invite and engage camp/collective centre residents in a Camp/Collective Centre Management working group/committee alongside the camp management agency/national authorities.
- Conduct social/cultural and/or sports events that are inclusive of all camp/collective centre residents and host communities.
- Train, encourage and monitor the use of participatory tools and methodologies used by camp/collective centre staff, service providers and other CCCM actors.
- Advocate for the hiring, training and engagement of both men and women from the camp/collective centre and host communities by service providers and other CCCM actors.
- Establish and effectively communicate agreements, codes of conduct and ToRs (that include a clause on direct participation) for paid and voluntary jobs in the camp/collective centre and monitor and report the abuse of participation through corruption, nepotism, peer pressure and pursuit of self-interest to the key CCCM actors.
- Provide venues (like community centres) for camp committees/ leaders for meetings and activities related to their responsibilities

In outside camp contexts these CCCM participatory tools and activities can be used to build the capacity of IDP community members and host community representatives to have an active role in ensuring that service and assistance is provided to IDPs outside camps. CCCM's experience in participatory methodologies can be effectively transferred to local authorities and civil society organisations through capacity development and mobilisation projects. Of particular relevance are

CCCM resources used to facilitate and coordinate community committees/groups; to ensure representation and participation; to ensure effective feedback mechanisms and ongoing communication with affected communities; and to support capacity building activities for local governance structures (according to their learning needs and based on assessment of local capacities).

Of interest to this study is the coaching methodology used by the Norwegian Refugee Council in Sri Lanka and Kenya/Somalia. This methodology was also used in an outside camp setting in Uganda for return monitoring that aimed to build independence and resilience. (See case study 1 for more details). NRC's experience demonstrates how coaching is an effective capacity building methodology for communities, providing procedures and tools for regular follow-up and supporting sustainability through self-management. NRC coaching initiatives focused on the camp community identifying their own goals and taking action towards them by using their local resources and local means.

Coaching is a relatively new and rapidly-developing learning method, and has been employed and developed by the NRC in camp management contexts since 2006. NRC developed structured coaching guidelines, which identified the specific coaching tools to be used in the various phases of the coaching process and targeting of community groups. Also a training package was developed to train community representatives as coaching session facilitators. Lesson learned and experiences were recorded and some of the CCCM trainers are also experts of camp management coaching.

While NRC's experience is in coaching camp communities, coaching as a learning methodology is equally applicable to other stakeholders and target groups. For example, NRC also utilised this methodology to build the capacity of international NGOs in camp management. Within the framework of area-based programming for outside camp settings, CCCM experience in coaching can be an effective methodology to support and enhance community based engagement - both from host and IDPs communities -to respond to the needs of displacement affected communities . For example it can be used to:

- Identify, prioritise and find feasible community-based solutions to gaps in assistance
- Develop levels of mobilisation and community participation of the displaced population to raise camp standards
- Ensure the representation of and involvement of groups with specific needs
- Raise community awareness on relevant issues
- Mainstream a gender perspective in community initiatives
- Engage displaced and affected communities and/or other stakeholders about the value of data collection and/or coordination at the local level
- Guarantee the quality and consistency of data collection through coaching data collectors, etc.

Coaching can be used with local authorities or other existing community mechanisms, local community-based organisations (CBOs) and other civil society groups, affected community representatives and any other relevant stakeholders who need to increase their capacity to respond to the needs of IDPs outside camps. All clusters and agencies could apply the coaching methodology used in camp management as a powerful tool to engage with and mobilise affected communities. Since it is based on empowering communities and developing a sense of ownership,

the Camp Management coaching can be an excellent tool to strengthen coping mechanisms and build community resilience.

A previously mentioned, communication with affected populations is a crucial part of the participation strategies of CCCM actors. Experiences in this regard can be adapted and customised to suit outside camp contexts. It was observed that media, new technologies and visual materials are particularly relevant to outside camp communication, and CCCM actors have extensive experience in this regard. For example the approach used in Haiti by IOM, IFRC and other organisations is an example of how two-way communication and the exchange of information between service providers and affected populations is possible using different kinds of methodologies involving mass media and new technologies.



Tools and outlets for communicating with affected populations IOM HAITI

- Leaflet on the return process geared toward illiterate audiences;
- 'Radio tap tap' – local radio broadcasts in Creole; specific messages recorded on CD for broadcast;
- 'Tap, Tap' – a Haitian sitcom;
- Comic book with illustrated guidance on safeguard mechanisms;
- Letter and suggestion boxes in camps and local communities: 5000 letters and 15,000 calls received.
- Complaints were grouped and referred to relevant units for follow-up. Florida University requested
- Copies of the letters for their Caribbean Archive.
- Film screenings in camps – aim to smooth tensions and re-establish a dialogue between affected
- Community and humanitarian community;
- Free text messages provided to NGOs for dissemination of preparedness messages to beneficiaries via
- SMS.

2. Information management

The role of information management is a core task for camp management and camp coordination agencies. These actors provide the link between residents and the various stakeholders within and outside camps. Information management is crucial to ensure evidence-based decision-making in a humanitarian response, to establish a common language, to define advocacy strategies, to plan and implement intervention, and to coordinate and measure its impact. Accurate, reliable and up-to-date information is the foundation for a coordinated and effective camp response. Within the CCCM framework information management entails:

- Collecting data from the camp population, service providers, host community and the local authorities via direct observation
- Conducting assessments and monitoring
- Analysing data to determine the protection and assistance standards

- Disseminating information

In an outside camps setting information management needs to follow a similar process with the aim to activate effective communication mechanisms between humanitarian, development and government actors, municipal authorities, local service providers and local groups of authority. As previously indicated, coordination and information management is particularly challenging in urban settings. Some of the expertise of the CCCM Cluster can be a valuable asset to engage with and support actors to fill the gaps.

Furthermore, the lack of information on IDPs outside camps has also been highlighted as an area in which CCCM information management tools may help. The Displacement Tracking Matrix (DTM) has become invaluable in assessing the needs of broadly dispersed populations in scenarios ranging from camps and collective centres to spontaneous sites. The flexibility of such tools also extends to a contextualisation based on local situations, and can be transferred to national authorities to enhance their preparedness for future crises or it can be used in scenarios where populations are scattered across large areas and access is problematic.

The DTM is an institutional tool developed by IOM to gather data on camps and camp-like setting. It is a camp based rapid assessment programme that gathers general information and covers all identified sites through observation, physical counting and informant interviews. It includes the coordinates and the location of a camp, classification of the site, ownership of the land, services and security provision, type and quantity of shelters, number and places of origin of camp-residents. Recently this tool has been used to identify the profile and needs of displaced population and returnees outside camps, for example in Mali (see *Message from the Field* no. 4). Furthermore in the Philippines (Haiyan) the DTM served as a tool to advocate for key problems requiring immediate humanitarian intervention and creating lists of priority sites or interventions per sector. It also provided sectoral analysis based on indicators previously coordinated with the respective clusters.

Information management is a corner stone to profiling and implementing needs assessment mechanisms to identify the populations' immediate needs and issues restricting the choice of a durable solution. There are several examples of profiling exercise conducted in urban contexts, for example those conducted by JIPS during 2013 in Delhi and Quito.

In a refugee context, the vulnerability assessment conducted in Lebanon (see *Message from the Field* no. 5) is an interesting example of conducting a needs assessment in an urban setting. In this context UNICEF, UNHCR and the National Poverty Targeting Programme within the Prime Minister's Office, created a methodology for identifying the most vulnerable localities in the country where there is a high concentration of both registered Syrian refugees and Lebanese living under the poverty line.

This methodology can offer CCCM actors, and the other clusters working in urban contexts, a model to identify priority areas of intervention based on the rights of the displaced population whilst also focusing on the most vulnerable and ensuring a holistic approach. This experience in Lebanon is an example of a tool for directing need assessments when working outside camps.

Another interesting example from a refugee context of a methodology to identify and assess the needs of a displaced population that is dispersed in different host communities is a new approach implemented in Jordan by REACH. The methodology focused primarily on the geographic identification of Syrians living in host communities and the collection of a core baseline of household-specific information that enabled the preparation of situational analyses. The objective of this process is to provide humanitarian actors with information that allows for more informed decision-making with regards to their targeting of specific geographic locations or beneficiary groups; thereby enabling better planning, coordination and traceability of aid. This approach could be usefully replicated and adapted to contexts of internal displacement where the majority of displaced persons are not residing in camps but rather staying with host families / within host communities.



REACH ASSESSMENT METHODOLOGY – JORDAN

REACH's assessment of Syrian refugees in Jordanian host communities has the objective of gaining an in-depth understanding of sector specific issues, as well as causes of tensions within communities across northern Jordan in order to inform effective humanitarian planning and action. REACH's assessment methodology is based on a three-step approach as follows:

1. Desk based literature and secondary data reviews, as well as socio-economic and macro-level data collection
2. Primary data collection through key informant interviews to inform in-depth micro-level assessments: Both Syrian and Jordanian key informants were interviewed representing 448 communities across all 19 districts (including sub districts) of the 6 northern governorates of Jordan. The results of this phase are presented in *Syrian Refugees in Host Communities: Key Informant Interviews and District Profiling*.
3. Refined and targeted micro- and macro-level assessments with focus group discussions and governorate level workshops with local government representatives and key stakeholders.

The project has assessed 448 communities across northern Jordan, and the outputs from these assessments have extensively informed the Regional Response Plan (RRP6) for the Syrian refugee crisis. The substantial amount of political participation from local and national government representatives in Jordan is beginning to serve as an effective platform between the international community and the Government of Jordan on coordinating and targeting the response to the Syrian refugee crisis.

A challenge for the project was receiving government approval to undertake the assessments and a lack of accurate and updated geographic data. Most importantly, the methodology implemented by REACH in Jordan relies significantly on the identification of several reliable key informants with good knowledge of the current situation in host communities with regards to Syrian refugees, services, tensions etc. To mitigate risks related to collecting erroneous or partial information, REACH devised a system to verify the validity of the information shared by comparing it to findings for specific indicators collected through a household level survey as part of the development of the baseline for each communal area.

3. Monitoring and advocacy for key services and protection

Advocacy for key services and protection is based on the continuous monitoring of gaps and overlaps of the activities implemented in a camp/collective centres by service providers and other stakeholders with the aim of ensuring that the displaced communities have access to their basic human rights.

In a camp/collective centre, gaps and overlaps are detected through:

- Physical presence
- Continuous monitoring
- Outreach activities
- Confidence building of camp population
- Participation of the community
- Regular contact and coordination with service providers
- Identification of individuals with specific protection needs
- Reporting/referring violations and incidents
- Training

Ensuring that international standards are being applied or considered as benchmarks to improve the living conditions of camp residents is one of the objectives of monitoring and advocacy. Normally advocacy for key services happens within regular meetings and exchanges in a specific coordination venue, such as a camp management meeting held at the camp level or the camp coordination meeting at the regional level. These meetings include camp population representatives, service providers, host community and national authorities. They aim to discuss unified approaches to advocate for and address gaps identified and to facilitate the displaced population's participation and empowerment in daily camp life.

Many actors conduct their own monitoring within camps borders. The camp management agency also needs to monitor but often with a different objective: the purpose of the camp management monitoring system is to obtain an holistic picture of how activities in the camp impact each other and their overall impact on the camp communities. In particular the Camp Management agency should have a focus on crosscutting issues and groups with particular needs. To carry out these activities CCCM actors developed skills in cross-sector monitoring, coordination tools and monitoring and evaluation participatory mechanisms, which could be applied outside camps. Ensuring that gaps and duplications are detected through a systematic monitoring of services is considered a gap in itself within humanitarian responses outside camps.

In urban and outside camp settings, monitoring and advocacy is it not only the responsibility of service providers, mayors, municipalities, and police forces but also development agencies and private sectors. These actors are responsible for infrastructure, social services, security and the delivery of basic services (such as water, waste management and security) that target the displaced population and the entire community they are settled in. In these contexts monitoring and advocacy need to be conducted in close partnership with representatives of both IDPs and residents.

In this light the information/reception centres for IDPs developed in different contexts and modalities, such as the IDP centre in Yemen (see *Messages from the Field* no. 3), should be noted. In Yemen due to cultural and religious beliefs the majority of

IDPs (90%) reside outside camps. Therefore, in 2008 UNHCR initiated the concept of the IDP community centre project in cooperation with national NGOs and national authorities to better respond to the needs of IDPs outside camps. After cluster activation in 2009 both the CCCM/NFI and Protection Clusters managed the project. The Centres, run by national and international NGOs, captured relevant data on IDPs and maintained individual records and were as a useful source of information for programming response⁷⁶, facilitating the dissemination vital information among all stakeholders. Furthermore, IDPs frequently used the community centres as a meeting point to engage with other IDPs and to participate in recreational activities for youth, women's groups, etc. The centres were also utilised as distribution sites for NFIs and food items.

In collaboration with CCCM practitioners, CBOs and local authorities, key services were provided to IDPs in remote regions while national staff conducted the monitoring and evaluation. The Community Centres were seen (by the cluster and local authorities) as the best method to properly assess the needs of dispersed IDPs and the only viable way to provide beneficiaries with critical resources including psychosocial support, legal advice and counselling.

The experience of the CCCM and Protection Clusters in Yemen, as well as other countries, shows the potential of this type of centre to address coordination issues and to improve access to basic services in an urban or rural environment. The CCCM Cluster in synergy with other clusters, service providers and relevant stakeholders, can use the expertise developed for monitoring and advocacy in camps and collective centres to improve coordination of service and protection outside camps, minimising gaps and overlaps, and upholding the rights of displaced populations.

With a similar objective but in a refugee context the UNHCR's 'One Stop Shop' in Niger and other similar types of centres established in Middle East to respond to the Syria Crisis are important to note, as well.

⁷⁶ Ally, N., Ryan, K., *CAMP COORDINATION AND CAMP MANAGEMENT CLUSTER UNHCR FIELD SUPPORT MISSION REPORT, YEMEN*, 2nd – 10th October 2010, FICSS / DPSM, UNHCR HQ, p.8



ONE STOP SHOP – GUICHET UNIQUE UNHCR Niger

Since violence erupted in northern Mali in January 2012 between the Malian Government and various armed groups, the Niamey region has hosted approximately 8,000 refugees. The majority of them are women and children. The population's unmet needs relate to shelter and employment.

To ensure that refugees are duly registered; secure access to basic assistance and services; and to strengthen coordination and cooperation with other stakeholders, UNHCR established a "One Stop Shop" in 2013.

The *Guichet Unique* is a protection platform space where all asylum seekers and refugees in Niamey are able to access all services to uphold their protection rights, access information and multi-sectoral assistance provided by multiple service providers (CNE, UNHCR, Save Children and CADEV).

The one stop shop responds to the main protection issues with the following services:

- An information centre for the reception and referrals to access relevant services (such as screening, registration, documentation, counselling as well as requesting assistance)
- A continuous registration system put in place to capture departures, new arrivals, births and deaths.
- Strengthening the monitoring mechanism, involving the refugees with a focus on girls' education
- Complaints and feedback mechanisms developed
- The most vulnerable refugees have been targeted and will benefit from a cash transfer program
- Prevention and response mechanisms with SOPs are established.

Other examples of centres aiming to support the displaced population to access their rights are the ICLA (Information, Counselling and Legal Assistance) centres established by NRC in several countries (notably in Mali and Lebanon) along with the information hub in Mogadishu, a project implemented by ACTED and REACH Initiatives.

The IDP information hub in Mogadishu launched in December 2013 is an innovative concept, developed by ACTED as consortium partner of REACH initiatives. Principally, it aims to provide a bottom-up platform for sharing and receiving information on the IDP population within settlements, existing services and service providers. The IDP hub will serve as an information point for gathering critical information on the return process, IDPs' intentions and options available for settlement residents while simultaneously feeding information back to aid actors on assistance needs of IDPs. The main tasks of IDP hub staff are related to information management support to IDP profiling/needs assessment and advocacy around the delivery of relief assistance and access to basic services. In December 2013, a first

IDP hub was launched in Mogadishu and activities will effectively begin in early 2014.

The CCCM Cluster has the potential to provide its expertise in this type of establishment, offering its experience and methodologies in community-based approaches in working with both displaced and host communities.

4. Advocacy for durable solutions

A crucial task of a camp management and camp coordination Cluster is to work and coordinate with local government and other stakeholders to ensure the identification of a “durable solution” for the camp population, whether this is return to the area of origin, integration into the area of displacement or settlement in a third location. Whatever the solution, it must be ensured that it is done voluntarily, in safety, security and with dignity; and most importantly the solution needs to be sustainable.

The displaced population should be provided with information and support in order to make an informed and voluntary choice about their preferred durable solution, and also participate in the planning and management of that choice. The implementation of durable solutions for displaced populations is the driving force behind a camp/collective centre closure process and it should be planned from the beginning of the camp operation. Unfortunately camp closure does not always correspond to implementation of a durable solution.

Within the cluster’s roles and responsibilities, activities related to the achievement of durable solutions include:

- Conducting training and awareness campaigns at the camp level about durable solutions
- Providing information to camp residents about the place of origin (security, legal and material safety etc.)
- Assessing camp residents’ interests and key motivations for return, local settlement or re-settled elsewhere through focus group meeting, household visits, individual interviews
- Facilitating coordination mechanism, such as the return working group
- Promoting the protection of person with specific needs and groups at heightened risk

It is important to note that in working towards durable solutions and in the camp closure process the work of CCCM actors naturally expand their works outside camps. Often CCCM actors are involved in supporting IDPs moving out of the camp, in return monitoring and in supporting them to settle in to a new situation.

When working toward durable solutions in urban settings, a wider range of actors need to be taken into consideration. As previously mentioned, the Special Rapporteur highlighted that to support durable solutions in urban environments it is necessary have multi-level engagement with development, humanitarian and peace building actors in interaction with local authorities. The focus on durable solutions is particularly relevant in urban settings because displaced populations tend to prefer local integration, mainly due to the better livelihood opportunities presented in these contexts.

Based on the existing gaps in humanitarian response, the expertise of CCCM actors in working toward durable solutions can be applied outside camps to support other stakeholders. For instance it could be applied in improving outreach modalities and assessment methodologies to ensure a thorough understanding of IDP intentions, expectations and needs; in developing strategies to mobilise and support both the displaced community and the urban poor in finding livelihood opportunities; and in

supporting local authorities in coordination with the wide array of actors involved in this process.

The Community Resource Centre (CRC) run by IOM in Haiti is an excellent example of how CCCM tools related to durable solutions can be used to work outside camps. The Community Resource Centre project's (see *Message from the Field* no. 2) objective is to use a community platform to provide municipalities with a district-level structure to aid the planning, coordination and provision of information on reconstruction, return and local development. The main aim is to support local structure and provide a hub for coordination but also a physical space to be handed over at a later stage.

In this example CCCM actors are already working outside camps, serving as a support coordinating structure to engage local community and support national authorities in ensuring accountability and transparency in operationalising return and relocation. Achieving durable solutions for IDPs in urban areas is a process comprised of several human rights, humanitarian, development, reconstruction and peace building challenges. The CRC in Haiti is an example of how developing the capacity of local structures can bridge the gaps from the emergency phase and early recovery, promoting durable solutions through coordination and participation. Strengthening and adapting CCCM methodologies and best practices to outside camp displacement is crucial in advocating for sustainable solutions throughout all phases of displacement. In particular CCCM actors can play an active role in providing follow-up on the transition from camps to outside camps. Building the capacity of CCCM practitioners working outside camps will enhance CCCM's goal to promote rights based durable solutions throughout all phases of displacement.

5. Capacity building

Awareness raising, training activities and long-term capacity building strategies are crucial within CCCM operations. Building the capacity of CCCM practitioners, the displaced population and other relevant key actors is one of the main priorities of the CCCM Cluster. CCCM actors have vast experience in capacity building through training and coaching for diverse target groups (such as camp residents, local and national authorities, local and international NGOs, and CBOs). In addition, the CCCM Cluster has a structured and functioning roster of trainers ready to be deployed to conduct CCCM trainings for both IDP and refugee contexts, develop and roll out capacity building strategies, provide technical advice and customize and create tools tailored to context. These activities are part of a larger capacity building programme, which includes long-term support to trainees and provides follow-up on the impact of the training.

Bearing in mind that the needs for capacity building in an urban context and outside camps might be different, these resources could be adapted to support the intervention of other agencies and clusters. Strengthening the technical surge capacity for humanitarian responses in urban settings is one of the main strategic objectives of the IASC MHCU.

In this regard the capacity building programme developed by IOM for national authorities, to increase preparedness to respond to recurrent disaster, as for example in Namibia, Pakistan and Thailand should be noted (See *Message from the Field* n 6). In these contexts adapted CCCM capacity building programmes were used to enhance the resilience of local structures to deal with recurrent displacement due to natural disaster. This is an example of how CCCM training capacity can be used to develop capacity in managing displacement, shifting the focus away from the

emergency to the recovery phase. In coordination with other clusters as well as other development actors, these CCCM resources can be utilised to enhance the capacity of national authorities to provide effective assistance and find durable solution for displaced populations living outside camps.

PART IV:

A POSSIBLE CCCM APPROACH OUTSIDE CAMPS

1. The Centre for Communication and Community Management

The concept of the *Centre for Communication and Community Management*⁷⁷ was developed based on the analysis of gaps in the humanitarian response to outside camp displacement, from previous experiences within and outside the CCCM Cluster and the best practices described in the previous chapter. Based on experience and recognised strengths in community-centred approaches, the CCCM Cluster can contribute to filling these gaps related to communication, community engagement and coordination by facilitating the connection between IDPs and other actors, and by ensuring physical presence within a defined area of intervention (as it does within camp boundaries). CCCM principles and approaches can complement existing strategies in contexts where a platform is needed to facilitate the exchange between service providers, communities, local authorities and other actors engaged at the local level. The cornerstones of the concept are the recommendations of the IASC strategy, relating to the importance of establishing premises outside camps and responding to the needs of displaced populations together with the needs of host communities. Furthermore, the concept is centred on the idea of empowering the disaster-affected community, both IDPs and host community, with the aim of increasing resilience and working toward durable solutions. In particular, the concept of the centre was developed to partner with existing governance structures and support them to better respond to IDP needs; thus, reinforcing the principle of supporting rather than replacing national authorities' responsibility towards IDPs and other affected populations.

The *Centre for Communication and Community Management* should be principally conceptualised as a physical space. Based on the specific context, it can also serve as a mobile centre (or focal point persons) to reach out to a large number of IDPs. This is particularly useful in areas where IDPs are unable to travel to the centres due to distance, lack of means and security issues. Mobile centres can also ensure that persons with particular vulnerabilities (extreme poverty, disability, etc.) who are unable to travel long distances, can access key resources.

Alternatively, if indigenous structures that address information, communication and the coordination of service delivery to the displaced population already exist in a local context, the centre can be linked with those structures and not necessarily be a distinct physical place. This approach should reinforce the performance, responsibilities and accountabilities of local authorities.

⁷⁷ The Center for Communication and Community Management is understood in this document as a working term to describe a concept. The name of the center will need to be defined in each specific context. Another option could be **Displacement and Community Outreach Centre**. The term "Centre" might be perceived as something that one could expect to be operated by authorities, while lighter terminologies like e.g. a kiosk/shop etc., could be seen to be more user friendly.

Using the centre approach, the CCCM best practices outlined in the previous section can be operationalized in three key functions; communication, community engagement and coordination. Each of these functions relates to a possible modality for the centre, which are outlined in the section below. In the same way the tools developed within the framework of the above-mentioned good practices can be customised and further adapted according to specific contexts. The name of the centre and its three functions can be changed or adapted to make sure they are understood and culturally appropriate in the local context. The centre should be established with the intentional of being handed over to local governance structures (such as municipalities) in order to ensure long-term sustainability and build preparedness in contexts where displacement is a recurrent event.

CCCM actors can play an initial supportive role or a more active role, depending on the capacity of the local structures. The facilitation of the various activities potentially undertaken with the *Centre* could be conducted by local authorities but also local NGO or CBOs supported by CCCM actors if necessary.

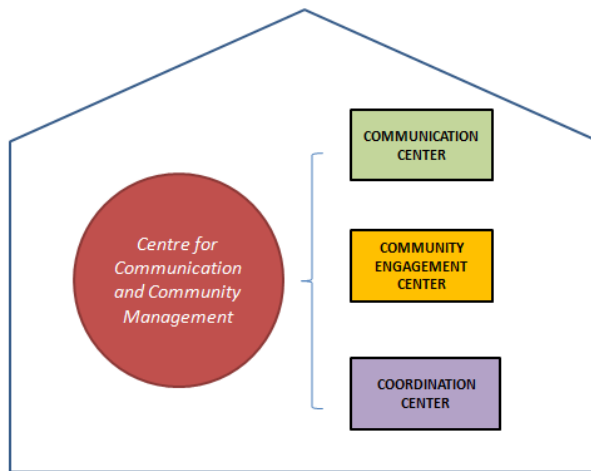


What is the Centre for Communication and Community Management?

- A platform to facilitate coordinated, effective and accountable response
- A physical space/mobile team/focal point
- An approach to support and/or complement national local structure and other humanitarian actors
- A modality to increase self-reliance of both IDPs and host community
- A mechanism to be handed over to local community structures

Three possible modalities for the CCCM outside camps approach

The Centre for Communication and Community Management has the potential to take on a number of approaches depending on the available capacity, the scale and complexity of the emergency, and the requirements of both the community and the actors involved in the response. These modalities are not mutually exclusive and several modalities can be employed at the same time. The three modalities outlined below are for general reference and guidance; in practical implementation the form of the centre should be defined by the needs of the displaced community, local authorities and local humanitarian actors. In broad terms these approaches can be implemented independently or collectively, as described below:



1. Communication Center

In its most simple form, the centre could serve as a two-way information channel where IDPs and the host community can access and share information on issues directly related to the humanitarian emergency. IDPs share information, complaints, suggestions, etc., and the centre would refer to the appropriate stakeholders to optimise accountability.

Ideally the centre could become a “one-stop-shop” for the community to:

- Obtain information relating to relief assistance and services available for IDPs (i.e. distributions, trainings, assessments, who does what where, agencies’ contacts);
- Receive updates regarding the situation in their areas of origin (i.e. access, rehabilitation and development projects, agencies working, security);
- Share news about upcoming community events;
- Find opportunities of livelihood courses and education options within the host community.

The information provided would be based on input from a wide range of actors working within the area where IDPs and their host community live. The information could also be provided through several communication methods, utilising local languages and appropriate media outreach, including radio programmes, mobile updates, newspapers, TV, hotline, information boards, or town halls meetings and community mobilisers. The centre could have computers available for IDPs to use and specific phones to call other agencies, hospitals, government departments, etc.

2. Community Engagement Centre

The communication hub can develop into a community engagement centre with the aim to create an opportunity for the displaced population and the host community to expand their capacity to manage difficulties, build self-resilience and strengthen community coping mechanisms. The community centre approach intends also to contribute to tackle the feeling of isolation and the integration challenges that many IDPs face in urban settings.

In this light the centre creates a space that could be used as a community centre to facilitate:

- A centralised cross-sectorial grievance and feedback mechanism
- Coordination and formation of community groups/communities

- Capacity building projects
- Community-based initiatives
- Multi-stakeholder participatory engagement
- Support host community's/IDPs' governance structures by building management capacity
- Community meeting

This type of centre will require the engagement of affected communities. Building partnerships with both displaced and host community members will be crucial. This will require exploring and mapping local structures, considering any possible conflicts between IDP communities, host communities, and government structures.

The community centre could be a physical space or could also comprise a range of activities that could be carried out in different locations based on needs. Particular attention should be given to encourage the participation of women, youth, older persons and other individuals and groups with specific protection needs. The centre could also mirror the camp setting by physically hosting community initiatives conducted by other actors and related to sectorial areas of assistance such as intervention in sexual and gender-based violence (SGBV), shelter, wash, livelihood, child protection, etc.

In this form the *Centre for Communication and Community Management* can include the involvement of community volunteers in varying roles.

3. Coordination Centre

CCCM usually channels displaced community needs to relief actors. The coordination centre would be based on the idea of connecting people based on their assistance and protection needs and at the same time on the resources and capacities of the affected community to respond to these needs. This can be achieved by: collecting, analysing, sharing, and distributing information. In this form the centre would take on a far more active role, largely based on information management and monitoring of gaps and overlaps in providing service and assistance, with the following core goals:

- Identifying the community demographic, disaggregated by gender and age, along with its most pressing needs by assisting with multi-stakeholder needs assessments and profiling activities.
- Monitoring the gaps and overlaps in protection and service provision through community networking and an outreach team – particularly in remote management situations or when the displaced population is scattered across a very large area.
- Defining criteria for targeting assistance to the most vulnerable with all relevant actors involved in emergency and development response within the area.
- Advocating for service provision, assistance, and protection with relevant actors.
- Working with IDPs to identify durable solutions and develop mechanisms that will assist in achieving them. For instance, through the facilitation of coordination mechanisms such as the Return Working Group and the Host Families Working Group.

- Implementing effective, efficient, transparent, and inclusive information management systems that link the information needs of the community to the other relevant stakeholders.

In this form the centre can serve as a platform to facilitate a dialogue and common planning between humanitarian, development and peace building actors, local NGOs and CBOs who are working in the area. This can become an opportunity to work together and develop an integrated approach for a defined area to tackle out of camp displacement and achieve durable solutions. At the same time the centre can also provide a mechanism for effective sharing of best practices and knowledge transfers from one group to another, in order to avoid duplication and maximise resources and expertise.

Challenges and Opportunities

Although still in the conception phase, the idea of communication and community management centres is designed to contribute to increasing the capacity of all stakeholders of reaching IDPs in urban environments and outside camp settings, and at the same time increase the accountability of humanitarian action. While developing the concept risks and opportunities were also taken into consideration:

- a. Within the model proposed there may be overlaps with other clusters and agencies working with communities outside camps. For example, some of components of the *Centre for Communication and Community Management* are already being carried out by Protection actors. In particular, different kinds of information centres are already being implemented in the field by NGOs and other agencies, including some development actors. In order to avoid coordination fatigue within the community it is paramount to ensure that different actors agree on one community coordination mechanism.
- b. CCCM actors will need to have a clear understanding of the complex range of actors involved in out of camps settings compared with the camp context. They will be required to interact with municipalities, mayors, the police, the private sector, civil society, and development agencies. The priority will be working with local authorities that are responsible for managing the delivery of key services. A possible challenge in engaging with the local government is to maintain the humanitarian principles of neutrality and impartiality, particularly when there are conflicts with urban gangs and paramilitary groups.⁷⁸ Linkages need to be cultivated with development actors, while at the same time providing basic services to IDPs, this may mean enhancing the local infrastructure and service system to meet the needs of *both* host and IDP populations.
- c. Although community-based programming at this stage seems to be the best starting point for the proposed approach, it is understood that in urban areas it is often difficult to identify a coherent community due to the high rates of intra-city movements. Several questions need to be answered: Which part of the displaced population would CCCM target? How exactly would the host community benefit from CCCM activities? Can CCCM action outside camps be applied in both emergencies due to natural disasters and conflicts? Will CCCM work only in emergency settings/contexts or also in protracted displacement scenarios? How long will the engagement of CCCM in bridging

⁷⁸ Sanderson, D., Knox-Clarke, P. (2012). *Responding to urban disasters: learning from previous relief and recovery operations*. ALNAP, p.5

emergency relief and short to long-term development be? ⁷⁹ How will the needs of the host population, the urban poor, and urban migrants with special protection needs be taken into account? How will different approaches recognise the range of ways in which poverty affects different groups?

- d. From its conception the centre can be an opportunity for dialogue and engagement between displaced population and host community, local civil society and local authorities. In addition from the design phase the centre can be the setting to develop new partnerships with multiple actors such as: the private sector which can provide new technology solutions for the three modalities of the centre; urban development planners who can advise on basic service provision, infrastructure, and affordable housing solutions to ensure the centre is a positive contribution to the urban environment; academia which can provide support to develop prototype designs combining physical design, architectural programming and interactive user experience; poverty reduction experts, including social protection experts who can advise on the best ways to use social safety nets (job creation programmes, vocational training, rental subsidies, micro-credit schemes, etc); environmental and disaster risk reduction experts who can advise on how the centre can bridge emergency intervention and development through preparedness and capacity building.

A pilot implementation of the described approach will ensure a more in-depth analysis of how to mitigate the risks of and how to benefit from the possible CCCM outside camps framework. The idea of the centre – as a physical center, mobile team or focal points – should be developed only after a discussion at the global level regarding possible operational scenarios; an in-depth assessment within selected countries which would consider the resilience of the local community and governance structure has been carried out; and the specific needs of the displacement affected community and the gaps in the humanitarian response are identified. In the proposed approach CCCM actors will be required to work with existing structures and interact with a range of new actors, including peace building and development actors. This will entail the development of new types of partnerships – rather than the traditional ones usually established within the camp border (such as with shelter, wash and food security etc. actors), both at the global level and in the countries where this approach will be piloted. In particular the model of the centre should be developed further in partnership with OCHA, the Shelter and Protection clusters, as traditional in a camp response, in order to complement the approaches – such as the community protection-based networks already proposed and implement by Protection actors.

PART V: WAYS FORWARD

This study identifies five areas for further work in CCCM in relation to displacement outside camps:

- a. Partnership and consultation
- b. Advocacy
- c. Capacity building
- d. Tools development
- e. Implementation of a pilot project

⁷⁹ *Responding to urban disasters: learning from previous relief and recovery operations*. Op. cit. p.3

These five areas of work should be further developed to reach a global framework and strategy on how the CCCM Cluster will work with outside camp displacement. In response to the findings the following ways forward and related actions are suggested :

a. Partnership and Consultation

Further research on how the CCCM Cluster can use its resources in complementing the work of other clusters in addressing the needs of IDPs outside camps should continue in full collaboration with other stakeholders from the cluster system, advocating for joint approaches among different sectors. An on-going consultative process is necessary to avoid overlaps and maximise the contributions of each actor, in order to ensure that the proposed approaches can enhance accountability and service provision. In order to ensure that this consultative process is consistent and productive, the Global CCCM Cluster should work jointly with OCHA and other clusters, in particular the Shelter and Protection Clusters, and NGO representatives to regularly provide feedback and suggestions on tools and methodologies developed.

The CCCM Cluster should actively take part in dialogue at the global and national levels on how the cluster architecture can better respond to the needs of IDPs outside camps. Effective partnerships should also be built with development actors, peace building actors, early recovery actors, urban specialists, academic institutions and the private sector. Discussions about the involvement of CCCM outside camps should also be carried out with national authorities, especially in those countries prone to multiple and complex displacements.

CCCM should maintain coordination and collaborations with NGOs partners working on similar topics, such as the NRC project on protracted displacement currently ongoing in Kenya, Ethiopia and Liberia, and the IDMC study on multiple displacements in eastern Democratic Republic of Congo.

b. Advocacy

Although there has been increasing focus on the issue in recent years, attention needs to be drawn to donors and other key stakeholders on the problem of outside camp displacement. The main gaps presented in this desk review can provide a guide on the issues that need to be central in CCCM work outside camps. Of particular importance are:

- Improving the link between emergency and development;
- Developing selection criteria for camp and non-camp intervention solutions for displaced populations
- Linking outside camp displacement with disaster risk reduction and preparedness.

CCCM should promote and contribute to discussions with other Clusters, NGOs partners, and other NGOs forums to develop objective criteria guiding when camps should or should be established, and to ensure a more unified approach toward displaced populations residing outside camps. In particular, they should encourage discussion and agreement on alternative and more innovative guidelines to the quasi-automatic camp-based response in favour of a more holistic approach.

CCCM should also actively advocate for the integration of IDPs outside camps into development plans. In this regard it is recommended that the Global CCCM Cluster in cooperation with other organisations that share similar concerns (such as JIPS,

IDMC) promote advocacy events with a active, participatory debate on these issues. These should be held with development actors and donor and NGOs consortiums. The present work of CCCM actors linking CCCM and disaster risk reduction and preparedness, (notably the work of IOM in Namibia, Mozambique, Botswana, Pakistan, Thailand, Colombia, and the Dominican Republic) can be the base for further analysis and reflections on how CCCM could engage on these themes in relation to displaced populations outside camps.

c. Capacity Building

Within the global CCCM training package, issues related to outside camp displacement are not yet addressed and it is crucial that this theme is introduced to CCCM practitioners. CCCM experts should have an understanding of the issues related to outside camp displacement to ensure a more holistic response, and to have more support in dealing with ever-changing camp populations due to a constant flux of IDPs in and out of displacement sites. CCCM trainings should better elaborate on when camps should be established and when they should not, in particular underlining concrete programmatic alternatives to camps (which should be considered as a last resort).

Since CCCM has strong expertise in training and capacity building and a pool of expert trainers, it is highly recommended to engage with and encourage multi-agency forums to analyse and discuss different tools/methodologies used by other cluster and agencies to train humanitarians and affected communities in outside camp issues. This initiative would contribute to assessing available capacity building programmes and identify possible gaps and overlaps. Furthermore, the multi-agency forum could, in a second phase, organise joint learning events to pilot a holistic approach to capacity building for outside camp responses. Developing learning modules on outside camp intervention for both humanitarian and development practitioners can be one way to bridge the gap between relief and development and improve coordination.

The Global CCCM Cluster, when requested, should be able to support NGOs and partners working in contexts of outside camp displacement, through the deployment of experts and/or trainers.

d. Tools and guidance development

The good practices underlined in this desk review should be further analyzed to see if they could be consistently applicable to outside camp settings, and how they can be integrated into the possible CCCM approach. The possibility of applying the coaching methodology in working with urban and outside camp IDPs should be studied in-depth in the light of bridging the gaps between relief and development.

Since the issue of outside camp displacement is very complex with several factors to consider at both the global and field level, it is recommended to have a focal point/support cell working within the Global CCCM Cluster Team. The focal point/support cell should support other members of the global team in:

- Continuing assessments and analysis of CCCM best practices outside camps,
- Systematising current experiences and tools related to outside camps,
- Customise current CCCM tools based on needs and inputs from the field,
- Assisting the piloting of the proposed CCCM approach (*The Centre for Communication and Community Management*)
- Supporting CCCM operations tackling issues related to outside camps

The focal point/support cell should continue an open dialogue with other cluster representatives, development actors, and any other relevant stakeholders. The assessment and analysis of existing outside camp experiences should be continued, searching for alternatives to the possible CCCM approach for outside camps presented in this document. Additional activities carried out by other agencies or clusters should be analyzed, exploring possibilities of how CCCM could complement these existing initiatives with its expertise.

e. Pilot project

The proposed CCCM approach for outside camps can be piloted in two countries to understand the operational details and gain lessons learned in order to then define CCCM operational approaches outside camps. An accurate assessment should define countries and regions where this approach could be useful to tackle outside camp displacement. This decision should be taken in accordance with other actors working in the selected location in order to avoid overlaps and ensure a tailor-made approach to the specific context. A team of field experts in coordination, information management, capacity building, and community mobilisation should be dedicated to the pilot project.

Before the pilot, field-based research of centres already implemented by CCCM actors should be carried out, such as the community resource centre in Haiti, the IDP centers in Yemen, the information hub in Mogadishu, etc. The piloting of the proposed approach will benefit from a detailed collection of lessons learned, opportunities and challenges of similar experiences. In addition, detailed analysis should be conducted on the current CCCM best practices in outside camps and how they could be integrated into the proposed model.

Developing partnerships with organisations with the technical expertise necessary to develop particular aspects of the pilot is recommended to better plan and implement the assessment and profiling components; these include JIPS, ALNAP, and the REACH Initiative.

An important aspect to explore is how the CCCM outside camp approach could be cost-effective, in terms of human resources, and hardware equipment. The pilot programme in 2014 will look into these aspects, focusing on the sustainability of the action in specific displacement contexts. Media and new technology should be used extensively in terms of beneficiaries' communication, and current CCCM experiences will be explored to gain lesson learned and best practices. In particular, the pilot of the proposed model should draw lesson learned and guidance for CCCM outside camps on the following issues:

- How to design a centre – as communication and community platform but also as physical space – in partnership with affected community, host community and local government structure.
- How to apply within the centre technology solutions and sensitive contributions to urban planning and environmental protection in emergency and early recovery phases.
- How to define roles and responsibility of the structure and how the other actors will be engaged
- Demonstrate cost-effectiveness.
- Indicate which specific target groups can benefit best from the proposed model (who among the displaced population and host community?).

- Define the different applications of the proposed model for urban and rural outside camp settings.
- Indicate how the proposed model can work for displacement induced by conflict and natural disaster and how it can be implemented during emergencies and in protracted displacement contexts.
- Develop a framework for sustainability and exit strategy for the proposed model involving local authorities, civil society and development actors.

Ideally the pilot should be the opportunity for the CCCM Cluster to define a framework for outside camps with a clear scope, target groups and different modalities according to the type of disaster/crisis (natural disaster/conflict, emergency/protracted displacement, urban/rural etc.). Furthermore, the lessons learned from the pilot coupled with continuous dialogue with other stakeholders, should lead to the definition of a policy and specific guidance for CCCM practitioners for working outside camps.

| Ways Forward | Proposed actions |
|----------------------|---|
| Consultative Process | <ol style="list-style-type: none"> 1. Foster partnerships with development and peace building actors, academia, private sector etc. 2. Continue the consultative process organising workshops, meetings, and awareness sessions with OCHA and the Cluster representatives, in particular the Protection and Shelter Cluster, NGO partners and NGO forum (Interaction, ICVA, etc.) 3. Engage in global initiatives, working groups, conferences related to outside camps. 4. Coordinate and liaise with NGOs partners working on similar topics (NRC, IDMC.) |
| Advocacy | <ol style="list-style-type: none"> 1. Organise /promote advocacy events on outside camp displacement with IDMC and NRC to engage donors, development actors etc., on how to bridge emergency and development in finding durable solutions for outside camp displacement; 2. Initiate/be part of the discussion within the IASC about objective criteria for the selection between camp and non-camp solutions for displaced populations; 3. Explore the link between outside camp displacement with disaster risk reduction and preparedness based on current CCCM activities; |
| Capacity Building | <ol style="list-style-type: none"> 1. Develop new modules for the Global CCCM Training Package on CCCM outside camps and urban displacement; 2. Assessment of current capacity building initiatives on outside camp displacement; 3. Initiate a CCCM-led multi-stakeholder working group on existing out of camps capacity building programmes and develop an open source training package; |

| | |
|-------------------|--|
| | 4. Deploy experts and trainers to support NGO partners on outside camp work when requested; |
| Tools development | 1. Establish a focal point/team to support and facilitate activities related to CCCM out of camps pilot project, policy and tools development. |
| | 2. On-going assessment and analysis of current CCCM tools and best practices to be adapted to out of camp contexts; |
| | 3. Support field operations (CCCM and CCCM-like settings) to develop strategies on outside camp displacement and customise CCCM tools accordingly; |
| | 4. Draft a chapter for the Camp Management toolkit dedicated to outside camps in relation to CCCM; |
| | 5. Develop guidance and specific tools for CCCM outside camps based on the pilot of the <i>Centre for Communication and Community Management</i> ; |
| | 6. Develop IM tools on outside camps within the CCCM website. |
| Pilot | 1. Impact Assessment of two of best practices described above, currently implemented by CCCM actors; |
| | 2. Identify two countries where the pilot of the proposed CCCM outside camp approach could be relevant through a multi-stakeholder assessment. |
| | 3. Deploy a team of experts and implement the proposed model; |
| | 4. Enhance existing and develop new partnership with relevant partners – JIPS, ALNAP, REACH INITIATIVES; |
| | 5. Develop CCCM policy, framework and guidance on working outside camps and obtain global endorsement. |

Conclusion

This study hopes to be the first step toward a clear definition of how CCCM can contribute to the needs of displaced populations outside camps, who form the majority of IDPs around the world. The interest of CCCM actors in displacement in urban settings and outside camp displacement is anchored in the rationale of assisting affected populations based on upholding their human rights and addressing their needs, rather than based on where they are displaced. Displacement patterns are evolving and the CCCM Cluster needs to further adapt to these changing realities, particularly to respond appropriately to the humanitarian demands while cultivating and strengthening self-reliance and resilience.

While different sectors are developing approaches to respond to urban emergencies and provides assistance in outside camp displacement situations, a joint effort which brings together the activities of different clusters at the community level remains to be established.

This study has shown that there are significant gaps in current humanitarian responses to IDPs outside camps; including identification of people of concern, a lack of coordinated response and a lack of agreed guidance for practitioners. Also

the absence of a global policy, resulting in the use of host communities and host families as a de facto response mechanism is problematic. Other important additional challenges are the lack of access and limited humanitarian capacity.

It was observed that in some contexts CCCM actors are already involved in working outside camps and some methodologies have already been developed to tackle these situations. Furthermore the resources and expertise of CCCM actors, developed in camp responses, are relevant in addressing gaps in the humanitarian response to outside camp displacement contexts through communication, community engagement and coordination at the local level. This effort should be complementary of the work of traditional CCCM partners within the cluster architecture, but also seek new partnerships with development and peace building actors. This will entail the engagement of CCCM actors in advocacy initiatives to increase accountability and fair distribution of aid between camp and outside camp responses and a more holistic approach to humanitarian response during emergencies.

The proposed CCCM approach for outside camp context, the *Centre for Communication and Community Management*, can contribute to filling the mentioned gaps related to communication, community engagement and coordination, by facilitating the connection between IDPs and other actors and by ensuring physical presence within a defined area of intervention (as within camp boundaries). Based on the well-proven expertise of the CCCM Cluster in coordinating access and delivery of protection and services to displaced populations in times of crisis, the centre will use technology solutions and chart sensitive contributions to urban planning and environmental protection, to provide a flexible modality that can be designed and contextualised in partnership with affected communities, local governments and humanitarian, development and peace building actors.

Annex 1. MESSAGES FROM THE FIELD

CCCM OUTSIDE CAMPS DESK REVIEW

I: CAMP MANAGEMENT COACHING – DADAAB, KENYA/SOMALIA

1. Displacement Situation
2. Background
3. Activities Implemented
4. Achievements and Challenges

II: COMMUNITY RESOURCE CENTER - HAITI

5. Displacement Situation
6. Background
7. Activities Implemented
8. Achievements and Challenges

III: IDPs INFORMATION CENTER – YEMEN

1. Displacement Situation
2. Background
3. Activities Implemented
4. Achievements and Challenges

IV: DISPLACEMENT TRACKING MATRIX - MALI

1. Displacement Situation
2. Background
3. Activities Implemented
4. Achievements and Challenges

V: VULNERABILITY ASSESSMENT – LEBANON

1. Displacement Situation
2. Background
3. Activities Implemented
4. Achievements and Challenges

VI: IDPs INFORMATION HUB – MOGADISHU (SOMALIA)

1. Displacement Situation
2. Background
3. Activities Implemented
4. Achievements and Challenges

VI: CCCM CAPACITY BUILDING – NAMIBIA

1. Displacement Situation
2. Background
3. Activities Implemented
4. Achievements and Challenges

I. CAMP MANAGEMENT COACHING – Dadaab, KENYA/SOMALIA

Country: Kenya-Somalia

Project locations: Dadaab in Kenya

Project Date: 2007-2010

Agency: Norwegian Refugee Council (NRC)

Areas of work: The coaching methodology specifically addresses governance and community participation but can also be applied to the other areas of work: information management, monitoring and advocacy for key services and protection; advocacy for durable solutions; capacity building and training.

Displacement context: Refugee context

1. DISPLACEMENT SITUATION

In 2008 Dadaab was comprised of three large camps (Ifo, Hagadera and Dagahaley) all of which were built in 1991. Since 2008 there are more than 250, 000 refugees in Dadaab. 95% of Dadaab's population are Somalis and the remaining 5% includes Eritreans, Sudanese, Ethiopians, Congolese.

2. INTERVENTION BACKGROUND⁸⁰

At the time of the first assessment in 2006 Dadaab was a protracted displacement scenario with large protection and assistance gaps with little donor support. The only viable durable solution was resettlement, and even then opportunities for resettlement were few. The displaced community was highly reliant on humanitarian assistance and external allowances/remittances. Community representation was widespread but disorganised, though the leadership structure is now formally elected.

From October 2007 to August 2010, the Norwegian Refugee Council (NRC) implemented a Camp Management Capacity Building project in the Dadaab camps. This included a comprehensive training and coaching programme to build the capacity of UN and NGOs staff, government officials (Department of Refugee Affairs), service providers along with refugee and host communities. It aimed to enhance the camp management practices on the ground, improving the coordination system, establishing proper information sharing routines and constructive engagement with the refugee and host populations. In particular, the Camp Management training that targeted the community introduced new participatory approaches. The coaching concept was introduced after several individuals wanted to be further engaged after completing the standard Camp Management trainings. Trainings were camp based and provided participants with the tools to manage camp activities on their own. Camp Management training was followed by weekly *coaching sessions* with community representatives. This was a long term approach that NRC supported for several years with the aim to cultivate community initiatives and establish new social patterns of conduct.

⁸⁰ The content of this case study refer in most part to "Coaching in Camp Management, Capacity Building for Camp Communities", Emma Hadley and Kelly Flynn, Norwegian Refugee Council 2009

The Camp Management coaching methodology was previously used by NRC in Sri Lanka, where a pilot project was implemented for few years. The lessons learnt from that experience were the base to develop the program in Dadaab.

3. ACTIVITIES IMPLEMENTED

NRC's Camp Management capacity building work with camp communities, particularly in Somalia (Dadaab), demonstrates that through ongoing support (at the camp level) and continued follow-up the process of knowledge sharing and the transferring of skills is an effective and sustainable practice that creates a lasting impact. The ultimate goal of this camp management capacity building initiative is to raise the living standards and increase the level of self-management in the camps.

In Dadaab, NRC used camp management coaching as a follow-up methodology in a camp management training approach in order to build on and sustain the technical knowledge, skills and attitudes that camp community members have acquired through the training. The knowledge base established via training creates a foundation which the coaching sessions can then build on. NRC's goals for using coaching in Dadaab were:

- To follow-up and further develop the camp community's skills, knowledge and attitudes in effective camp management after camp management training.
- To provide ongoing support to developing the community's self-management capacity to manage their own camp with limited support from a Camp Management Agency.
- To maximise the sustainability of community involvement and participation in the daily life of the camp, the camp closure, and the return to settlements/sites/villages.

Coaching facilitates learning by doing, supports changing behaviours and action planning through a series of consistent sessions/meetings, between the coaches (or coaching team) and the individual or the group being coached.

In camp management contexts, the coaching was often targeted toward camp committees. The committees were organised according to a theme or sector e.g. a youth committee, a women's committee, a WATSAN committee or a shelter committee. The coaches were NRC national staff, or staff members who were able to communicate fluently with the coaching group in their native language. The coaches were trained in both camp management and coaching. The coaching session focused on identifying gaps in a specific sector. Then the coach would support the group in analysing the problem and finding a feasible solution based on the engagement of the group and the community.

3. ACHIEVEMENTS AND CHALLENGES

Several coaching groups were formed in Dadaab, addressing different aspects of Camp Management. The target groups became proactive and competent practitioners of camp management and their expertise had an impact on the standards of living in the camp. The coaching groups contributed to developing the capacity of the communities to manage the camp sustainably and independently of an external Camp Management

Agency, at least to the extent possible given their skills, administrative capacity and security issues.

Some of the challenges encountered in the coaching experiences in Dadaab included:

- The degree of instability at the camp level.
- Training the team members to develop and transition their skills from the trainer to the coach role.
- Create awareness among different actors working in the camp about the objectives and methodology of Camp Management coaching
- Prioritising long-term capacity building over short-term results in the camps.
- The dependency syndrome within the camp. Population reliance on humanitarian aid and external allowances increased peoples' vulnerability, discouraging coping mechanisms within the community.
- Community representatives went through a number of trainings and it was usually difficult to engage them in new ones.

Camp Management coaching was not only used for Camp Management Training but also in camp monitoring exercises⁸¹. In 2008 coaching was integrated into the Uganda Camp Management programme where coaching sessions were conducted with returning communities, both in the camp phase-out activities and in building capacity for sustainable return. In 2011 the coaching methodology was used in DRC to reinforce the community management on those sites where NRC left the role of Camp Management agency.

To support these programmes NRC developed a specific training curriculum to become a Camp Management coach along with guidance and a handbook about the process of coaching with community.

II. COMMUNITY RESOURCE CENTRES (CRC) – HAITI

Country: Haiti

Project locations:

Project Date: September 2011 - current

Agency: IOM

Areas of work: Advocacy for durable solutions, information management, capacity building and training, governance and community.

Displacement context: IDP context

1. DISPLACEMENT SITUATION

The earthquake of 12th of January 2010 in Haiti killed more than 200,000 individuals and destroyed or damaged 175,682 shelters. This event weakened the capacity of local authorities and it proved to be quite challenging to coordinate the large influx of international humanitarian organisations. It was

⁸¹ In the NRC Camp Management Policy document, three approaches to camp management are outlined: Direct Implementation, Camp Monitoring, Camp Management Training.

essential to support the capacity of both local authorities and community leaders to develop, plan, coordinate and implement reconstruction in the most affected areas.

According to IOM's DTM report from July 2013 (three and a half years after the earthquake)

An estimated 278,945 individuals (approximately 70,910 households) remained in 35 2 IDP sites, a decrease of 41,106 IDPs compared to the previous reporting period.⁸² To date, the majority of IDPs live in three communes: Delmas, Croix-des Bouquets and Port-au-Prince.⁸³ In total, the three communes account for nearly 80% of the remaining IDPs in Haiti.⁸⁴

2. INTERVENTION BACKGROUND

The Community Resource Centres (CRC) are part of a larger program of support to the reconstruction of shelters, developed by the *Internal Temporary Commission* in order to support local government structures in the reconstruction efforts in collaboration with relevant UN agencies.

IOM is responsible for implementing this initiative. Its main goals are the following: a) equip the municipalities and the community leaders with technical means to ensure efficiency and accountability of the reconstruction process; b) ensure that the population has access to the all necessary information in relation to return and reconstruction, in consideration of the different needs and contexts; c) facilitate dialogue between community leaders, actors involved in the reconstruction and local authorities; d) provide support to communities to operationalise the strategy of return and relocation. The IOM intervention includes: the establishment of the CRC; the provision of equipment; recruitment and training of the personnel working in the centre; communication and coordination between different actors engaged in reconstruction, notably the local authorities, the community, the international partners and civil society; the sharing of technical information among all the actors involved and the handover of the CRC responsibility to the municipality.

3. ACTIVITIES IMPLEMENTED

The CRC is a centre dedicated to the activities of coordination, information dissemination/collection, consultation and capacity building related to the process of reconstruction in the districts most affected by the earthquake.

The main objectives of these centres are:

- 1) Improve communication with the affected population.
- 2) Enhance the capacity and resources of the municipalities to ensure the coordination of activities related to return and relocation at the municipal and district levels.
- 3) Increase the capacity of community leaders to actively participate in reconstruction activities.

⁸² IOM, IASC E-Shelter/CCCM Cluster DISPLACEMENT TRACKING MATRIX V2.0 UPDATE 30 JUNE 2013 http://www.eshelter-cccmhaiti.info/ll/pdf/DTM2013/DTM_V2_Report_July_2013_English.pdf p.1

⁸³ Ibid.p.6

⁸⁴ Ibid.

- 4) Notify the population about methods and appropriate materials for the reconstruction.
- 5) Inform the population about the process to follow to obtain authorisation for reconstruction.

The CRC offers a one stop shop to ensure that people can access information related to the reconstruction process.

Also, it provides:

- 1) A physical place to facilitate coordination among key stakeholders. This space hosts community meetings, activities for different groups (e.g. youth, women); meetings between the community and its partners (NGOs, actors offering technical support), and coordination meetings between the community and the local authorities.
- 2) An information board for news and means of communication including contacts, activities and planning of local authorities, NGOs and other support organisations.

Technical information and advice in relation to reconstruction (cost of construction, sources of financial support, labour and construction material, demolition work, waste management and details on the quality of material construction. Also, policy and guidance on new constructions and rehabilitation, water and sanitation, drainage systems and other services and structures for the families and the community; information about local technical experts, enterprises and suppliers relevant for reconstruction work are collected and shared) Furthermore. the CRC facilitates greater access to information on the following activities: communal planning, infrastructure, risk reduction and management, income generation, and social and community development. It offers legal advisory sessions for inquiries related to housing, land and property rights and conflict resolution. Also, also it a venue to share feedback from the community (frequent questions, feedback on technical support activities, demonstration, capacity building, awareness, etc); reports on capacity building and awareness activities; reports of monitoring and evaluation of program activities; follow up and assessments on the impact of the support activities on knowledge, attitude and practices; surveys of satisfaction, recommendations, suggestions, etc. The varying channels of information are circulated in different forums, through practical demonstration, posters, flyers, construction model, etc. In the CRCs beneficiaries can also find the relevant contacts to obtain other complementary information. The CRCs have a basic administrative capacity to facilitate record and report the activities conducted within the center.

3. ACHIEVEMENTS AND CHALLENGES

In December 2013 ten of the eleven centers planned were established. In the functioning CRCs the following are being conducted: identification and coordination of NGO's in the municipality support the community platform in identifying gaps and urgent needs in the municipality, link the community with

donors, capacity building training on a community platform, support to the Mayor's office. The handover to the local authorities is scheduled for September 2014. In addition, training sessions and social communication for fiscal activities are being carried out by IOM to build the capacity of relevant local authorities.

Some of the challenges encountered in the implementation of the CRCs are:

- Constant change of leadership (mayors) in some municipality;
- Political instability in some communes;
- Limited funding available to address identified problems and to support staff after handover to the GoH;
- Obtaining reliable information on the real needs of the neighborhood/community.

III. IDPs INFORMATION CENTER – YEMEN

Country: YEMEN

Project locations: Hara hd, Amran, Al-Jawf, Sa'ada, Aden, Abyan, Lahj, Hardramout, Shabwa, Taiz, Al Baydah and Sanaa.

Project Date: 2010-current

Agency: UNHCR

Areas of work: Information management, monitoring and advocacy of key services and protection. The IDPs centers are used also for Food and NFI

1. DISPLACEMENT SITUATION

Since 2004, Yemen has experienced numerous civil conflicts, which have led to massive internal displacement. Although cease-fires were agreed in 2010, in 2011 and 2012 there were violent clashes which caused new displacements. As of December 2013, Yemen had approximately 365,000 IDPs with the majority residing in Hara hd, Amran, Al-Jawf, Sa'ada, Aden, Abyan, Lahj, Hardramout, Shabwa, Taiz, Al Baydah and Sanaa.

Yemen is a country that is plagued by a multitude of protection-related issues for IDPs including: lack of documentation which impacts IDPs' ability to access education and health services, lack of physical security (in areas of displacement and of return); family separation; prominence of sexual, gender and domestic-based violence; limited accommodation; food insecurity, and overall inability to have one's needs be properly addressed.⁸⁵

Conflict among armed groups has caused the destruction of property (homes and schools) and prevented freedom of movement. The use of landmines has been particularly prevalent in the Saáda (north) and Abyan (south) conflicts. In Saáda, a region that has endured six rounds of conflict over the past seven years, over 200 schools were reportedly destroyed and 80 percent of homes in Zinjibar were damaged or ruined.⁸⁶ Unfortunately, many Yemenis are still unable to access proper services due to tribal/militant restrictions and the presence of landmines.⁸⁷

⁸⁵ IDMC **YEMEN** Internal displacement continues amid multiple crises December 2012 [http://www.internal-displacement.org/8025708F004BE3B1/\(httpInfoFiles\)/8D24A4E89B93B100C1257AD70052594B/\\$file/yemen-overview-dec2012.pdf](http://www.internal-displacement.org/8025708F004BE3B1/(httpInfoFiles)/8D24A4E89B93B100C1257AD70052594B/$file/yemen-overview-dec2012.pdf), p.10

⁸⁶ Ibid.

⁸⁷ Ibid.

Child recruitment into armed groups is a key protection issue for both IDPs and the host community. It is believed that children comprise over 50 percent of some tribes' armed forces.⁸⁸ Displaced children in vulnerable households have been subject to smuggling, begging, etc.⁸⁹

Food insecurity is a widespread concern for both IDPs and the general population. Livelihood opportunities are minimal, daily labor is scarce in addition to agricultural or pastoral activities. CARE and several other humanitarian organisations noted that limited employment options have forced a quarter of the Yemeni population into debt solely to feed their family.⁹⁰ The vulnerability of many families has sparked fears among the humanitarian community over child marriages and child trafficking, however, IDMC notes that information on this subject is quite limited.⁹¹

For IDPs living with host families or in informal settlements, accessing adequate housing is a central issue as it impacts their security. Many IDPs have sought refuge in makeshift accommodations or open informal settlements such as public building and schools.⁹² This has directly compromised the ability of youth to access education in certain regions.

2. INTERVENTION BACKGROUND

The Cluster Approach was activated in 2009 in Yemen following the sixth round of conflict in Sa'ada, which also extended to other governorates. The Cluster Approach was adopted in Yemen to help identify the needs of the beneficiaries and coordinate an effective humanitarian response. The CCCM, Emergency Shelter, and NFI Clusters were merged following consultations and endorsement by IASC-ECHA in mid-February 2010.

At the onset of the 2010 conflict the Yemeni government wanted to establish camps, however, due to pastoral land rights and the complexity of land acquisition, camps were not pursued as a viable option. UNHCR worked with the national authorities to create a division of labor, including a Terms of Reference for the Executive Unit (Government Entity with responsibility for IDPs) that detailed a response to IDPs *in* camps. However, due to Yemeni cultural and religious beliefs, which dictate that it is not acceptable to live in close proximity with people who are not immediate family members, the majority of IDPs (90%) reside outside of camps. Therefore, UNHCR advocated that the Executive Unit also work with key stakeholders to expand its mandate to respond to IDPs *outside* camps and reinforce the government's responsibility to respond to displacement situations. UNHCR subsequently initiated the *IDP Community Center* project in cooperation with national NGOs and national authorities to better respond to the needs of IDPs *outside* camps.

3. ACTIVITIES IMPLEMENTED

UNHCR utilised its previous experience in refugee operations to work with IDPs outside camps. UNHCR's work with legal clinics to reach out to IDPs

⁸⁸ Ibid., p.11

⁸⁹ Ibid, p.12

⁹⁰ Ibid.

⁹¹ Ibid.

⁹² Ibid. p.11

who could not be accessed due to insecurity served as the basis for creating the concept of the IDP Community Center. In 2008, (prior to cluster activation) UNHCR, in collaboration with the Sa'ada Charitable Women Association (SCWA), established an Information and Counseling Center to assist IDPs in accessing important information and advice on issues ranging from legal aid, material assistance and social counseling. SCWA trained 80 youth/adults in basic life skills and provided grants in the form of start-up kits to allow IDPs to establish their own small-scale businesses.

In 2009, an IDP Community Center was established and run by Islamic Relief Yemen (IRY) in Amran and the following year IRY set-up another Center in Sa'ada. Two other Centers were founded in 2010, one run by the Charitable Social Welfare Society and the other by the Adventist Development and Relief Agency (ADRA), while a fifth Center was founded in 2011 in Aden and run by INTERSOS. In Amran and Sa'ada a mobile outreach program was used to reach areas far from the IDP Community Centers. The mobile outreach activities were a part of the Community Centers and were used to provide follow-up to cases, distribute information, identify persons with specific needs and to better assess IDP locations outside camps.

The Centers captured relevant data on IDPs, maintained individual records, was a useful source of information for programming response⁹³ and facilitated the dissemination of vital information among all stakeholders (government, humanitarian community, NGOs, development actors, beneficiaries, host community, etc.). Furthermore, IDPs frequently used the Centers as a meeting point to engage with other IDPs to participate in recreational activities (for youth), women's groups, NFIs and food item distribution, etc.

3. ACHIEVEMENTS AND CHALLENGES

At the beginning of the project roll out, the CCCM Cluster developed strong relationships with local Shiekhs and local community-based organizations (CBOs), especially in areas with limited access. As per the recommendation from a 2010 Mission Report the Cluster utilised existing community governance structures of religious and tribal leaders in areas where it was not logistically feasible to access IDPs.⁹⁴ The Cluster met with local Shiekhs that had contacts with tribes in inaccessible areas. In coordination with local CBOs, the Cluster held capacity building exercises to properly train local humanitarian workers on assistance delivery based on humanitarian principles. In collaboration with CCCM practitioners, the CBOs and local Shiekhs, key services (water, food, NFIs, health care, counseling, etc.) were provided to IDPs in remote regions while monitoring and evaluation was conducted by national staff. The Centers were seen (by the cluster and local authorities) as the best method/tool to properly assess the needs of dispersed IDPs outside camps and the only viable way to provide beneficiaries with critical resources such as psycho-social support, legal advice and counseling.

Some of the main achievements of the project are:

⁹³ Ally, Nyanjagi, Ryan, Kelly *CAMP COORDINATION AND CAMP MANAGEMENT CLUSTER UNHCR FIELD SUPPORT MISSION REPORT, YEMEN*, 2nd – 10th October 2010, FICSS / DPSM, UNHCR HQ, p.8

⁹⁴ Ibid.

- UNHCR built a strong relationship with the government and demonstrated the need to work with IDPs out of camps.
- The CCCM Cluster was actively involved in gathering and distributing information at the Centers. The Centers played a vital role in terms of information sharing, distribution of relief items and counseling services, especially to IDPs outside camps.
- The Executive Unit used the Centers for sharing information, registration of IDPs, as a meeting location with IDPs and for delivering assistance.
- Good inter-cluster coordination due to the collaborative nature of the operation, all agencies worked together to access IDPs.
- Committee systems and key focus group discussions were established and maintained.
- Community-based Protection Networks (CBPN) were a mechanism for accessing IDPs outside camps. CBPN were seen as a useful tool for providing key services to beneficiaries.
- The CCCM Cluster advocated for more burden sharing through Quick Impact Projects (QIPs) and income generating activities (IGA) to ensure peaceful co-existence between IDPs/returnees and the host/affected-communities. This action minimised hostilities and fostered harmonious relations between IDPs and host communities, and promoted awareness-raising on the situation of IDPs.⁹⁵

Challenges encountered:

- Access to IDPs in specific regions remains a huge challenge for INGOs and UN agencies.
- Limited resources and lack of a holistic strategic response scheme.
- Unable to provide individualised support to all those in need. Due to the general situation in Yemen, most communities were also as vulnerable as IDPs. Providing targeted assistance to IDPs proved challenging as host community members requested equitable assistance.
- Lack of proper IDP data to distinguish host community from IDP population.
- Host community participation was not clearly defined in cluster meetings.

⁹⁵ Ibid. p.9

IV. DISPLACEMENT TRACKING MATRIX - MALI

Country: MALI

Project locations:

Project Date: 2012-current

Agency: IOM

Areas of work: Information management, monitoring and advocacy of key services and protection, advocacy for durable solutions.

Displacement context: IDP context

1. DISPLACEMENT SITUATION

Mali is a country that has had a dynamic history of internal strife due to droughts and political conflicts, most notably the Tuareg rebellions.⁹⁶ The Tuaregs have long sought greater autonomy, recognition of their language, cultural and economic development. Mali's most recent displacement was initiated by the January 2012 Tuareg and Islamist takeover of the north followed by the 2013 Islamist movements towards Bamako.⁹⁷ As of mid-march 2012 93,400 people had been displaced inside Mali and 99,000 sought refuge in Algeria, Burkina Faso, and Mauritania.⁹⁸ Though the country has somewhat stabilised and has experienced peaceful presidential elections (in July 2013), as of February 2014 nearly 199,600 individuals people remained displaced.

There are several protection related issues impacting the displaced in Mali. One being the threat to the people's physical security under strict adherence to Islamist law; meaning corporal punishment was enforced if women were not properly covered and if men or women were caught smoking or drinking alcohol. An IDMC report on Mali noted that in June 2012 an unmarried couple was stoned to death and another man had his hand amputated after being accused of stealing cattle.⁹⁹

Other examples of protection-related concerns are: abductions, rapes, SGBV, public floggings, arbitrary detentions and executions and extortion at checkpoints. During the crisis many women were abducted by armed groups and gang raped and/or beaten. Girls were forced into marriages with armed militants. The separation of families is a huge protection concern as approximately half of those displaced in the south were separated from their family.¹⁰⁰ This has left a large number of unaccompanied children making them extremely vulnerable to child labor and recruitment by armed soldiers. Lastly, another massive protection concern for the displaced is their lack of proper identification documents.¹⁰¹

2. INTERVENTION BACKGROUND

To better understand population movement and to provide precise up-to-date data in the humanitarian response and to facilitate the return and

⁹⁶ IDMC MALI Stability slowly returning but durable solutions a remote possibility for many IDPs 11 October 2013

[http://www.internal-displacement.org/8025708F004BE3B1/\(httpInfoFiles\)/533653EF474E8127C1257C010039CE98/\\$file/mali-overview-oct2013.pdf](http://www.internal-displacement.org/8025708F004BE3B1/(httpInfoFiles)/533653EF474E8127C1257C010039CE98/$file/mali-overview-oct2013.pdf) p.1

⁹⁷ Ibid. p.3

⁹⁸ Ibid.

⁹⁹ Ibid, p.7

¹⁰⁰ Ibid, p.8

¹⁰¹ Ibid.

reintegration, IOM launched the DTM program in Mali in June 2012. The methodology and the tools regarding in the Southern region was approved by the “Commission Mouvement de Populations” (CMP) partners, a sub group of the Protection Cluster.

In Mali the aim of the DTM is to obtain a profile of the population displaced as a consequence of the conflict (2012) that affected the northern region of the country. The data collected includes: number of people displaced, demographics data on this group, their place of origin, the trends of displacement, and the needs identified in terms of assistance and protection together with services delivered. The collection and analysis of this data facilitates the implementation of programme assistance based on the needs identified and taking the rights to return and reintegration into account.

Between September 2012 and June 2013 IOM conducted a registration of households displaced in the regions of Bamako, Kayes, Ségou, Sikasso, Koulikoro and Mopti. Location assessments were also conducted in the regions of Gao, Tombouctou and Kidal to estimate the number of people displaced in these regions. The collection of data related to the North will be completed in collaboration with local partners.

In parallel, after the military interventions in January 2013, Flow Monitoring Points (FMPs) were established in the major transit and entry points. The objective of the FMP is to track the fluid movements of displaced populations within Mali and to facilitate quick information on movement flows in case of sudden or massive displacement.

3. ACTIVITIES IMPLEMENTED

A. Objectives of the DTM in Mali

The profiling of the displaced population is undertaken through complementary methods of data collection:

1. **Assessment at the municipal and district level.** Assessments in the municipalities and at districts are conducted by meeting with key informants (mayor, IDPs representatives, etc) and conducting field visits. This assessment serves to confirm the presence of displaced/returnees within those municipalities/districts, identify the districts/areas of the municipalities in which they are settled and to collect information regarding the services provided, the needs and the assistance delivered.
2. **Household Assessment.** This assessment conducted by IOM is based on the tools and methodologies approved by the CMP. The household assessment is conducted through an interview with the head of the household. The data collected includes: the number of family members, the profile of each member and their specific vulnerability, their history of displacement, the assistance received and their specific needs. The data is regularly updated through phone calls and monitoring visits.
3. **Flow Monitoring Points (FMP).** The FMP's aim is to evaluate the movement of the displaced population from the North to the South of the country and vice versa. The FMPs are located in certain entrance points near areas of

transit, such as bus stops and harbors. The assessment of displaced people travelling from the South toward the North and vice versa is generally conducted inside the means of transport (bus, boat). Though this exercise is not comprehensive, it serves as an early warning system, notably in the case of sudden and massive movement of populations.

4. **Data extrapolation.** The extrapolation consists of selecting a population sample and generalising the results obtained for the whole displaced population. This survey provides key stakeholders with access to detailed information on the population.
5. **Needs assessment at the village and district levels** (CMP methodology). This assessment has as an objective of identifying the profile of the displaced population living in the north (displaced people, returnees, and host communities) and their specific needs. The tools and methodology used for this assessment were approved by the CMP.

In order to collect information on the displaced population in Mali, the DTM works in correlation with key informers (mayor, district head, IDPs representatives) and the displaced population. All the field operations are conducted with the National Directorate of Social Development (DNDS) and the the General Directorate of Civil Protection (DGPC).

B. Methodology

The assessments are conducted by DTM officers according to the following steps:

1. **Trainings.** Training sessions are organised for the DTM officers and NGOs partners working in the field. The training covers the objectives of the DTM, the methodology, the tools for data collection, and also information regarding protection of sensitive data and its different administrative and logistic aspects. The assessment teams are composed of IOM staff, members of the Direction Nationale du Développement Social and of the Direction Générale of Protection Civile, and the displaced community.
2. **Information campaigns.** The assessments are preceded by information campaigns which inform the displaced population and partners of the time frame and the objective of the assessment and remind the participants that it is a voluntary exercise. Initial contact is generally through the local authorities and partners who are physically present in the areas where the displaced population/returnees are residing. The IOM team works in collaboration with the municipalities, the head of district and public announcers in order to ensure that the key messages are delivered to the displaced population. The information campaign circulates key messages to people of concern through call centers, messages in religious centers (mosques), flyers, banners, etc.

3. **Field operations.** The DTM carries out two types of field assessments:

- Registration of household and needs assessment: This involves gathering information with key informants at the municipal/district level, household assessments (for the southern and the central parts of the country) and needs assessments conducted with key informants (the northern region of the country).
- Flow Monitoring Points. The FMP teams are comprised of IOM, DNDS and DGPC. The FMP Officers conduct a rapid assessment of the displaced population regarding their origin and destination, main needs, etc.

C. Evaluation, analysis and sharing of data

The data collection forms are checked frequently at various stages. The forms are verified and corrected daily by field supervisors and by the database assistants in Bamako. In the case of a mistake or an omission, new assessments are carried out in the field. Based on the data collected, IOM produces a DTM report every two months. This report includes demographic data, history of displacement and an analysis of the needs of the displaced and/or returnees. Various maps are used to present the data. This report then shared through the CMP of the Protection Cluster and is available for public viewing on Mail's humanitarian website.

3. ACHIEVEMENTS AND CHALLENGES

By February 2014 36,771 households (199,575 individuals) were registered and assessed by IOM in all regions in Mali. In the South, the municipality of Bamako hosts the highest number of displaced population, with 46,143 individuals. In the north the highest number of IDPs is in Tombouctou, with 43,959 households. In the south, a survey revealed that 51.9% of the displaced households declared to have received assistance.

The main challenges identified in implementing this activity are:

1. "Invisible" IDPs: Following the military coup and the occupation of the northern regions of Mali, most IDPs sought refuge in host families. Nowadays, even if many have moved to rented houses, the registration of IDPs remains difficult in a context where displaced persons are mixed with host communities and therefore hard to identify.
2. Fluidity of movement: Mali is characterized by the high fluidity of population movement across borders as well as inside the country as circular migrations, especially pastoralist movements, have been taking place for decades. As such, the existing trends of migrations in the country make it difficult to monitor movements that are specifically related to the 2012 conflict, especially in the northern areas.
3. Security issues: Despite the foreign intervention in January 2012, the security situation in the north of the country (Kidal, Gao, Tombouctou) remains volatile and some areas are still inaccessible due to security issues. This lack of access represents a challenge for data collection in these areas.

V. VULNERABILITY ASSESSMENT - LEBANON

Country: Lebanon

Project locations:

Project Date: 2013-2014

Agency: UNICEF, UNHCR, Republic of Lebanon Presidency of the Council of Ministers

Areas of work: Information management, monitoring and advocacy of key services and protection.

Displacement context: Refugee context

1. DISPLACEMENT SITUATION

Lebanon has demonstrated unfaltering solidarity towards displaced populations by receiving 36% of all Syrian refugees in the region, which is the largest in comparison to neighboring countries (Jordan, Iraq, and Turkey). The conflict has had a great economic impact on Lebanon as the country currently hosts over 880,000 Syrian refugees, in addition to the 280,000 pre-existing Palestine refugees. More than one fifth of Lebanon's total population of 4,000,000 people is comprised of refugees, meaning one in five residents in Lebanon is a refugee. The cumulative economic, social and security consequences are profound and enduring. The pace and scale of displacement to Lebanon is massive: growing from less than 150,000 registered Syrian refugees in January 2013 to more than 760,000 to date. This represents an increase of over 500%. In addition, the Lebanese Government estimates that a further 230,000 Syrians are residing in the country. While refugee arrivals have slowed in neighboring countries, Lebanon's rate has been relatively consistent with the projections made in the previous response plan.

The Syrian crisis and refugee influx has had many destabilising consequences for Lebanon. A recent World Bank (WB)/UN assessment cites a reduction in GDP growth by 2.85% each year since the crisis began (2011) and estimates that the total cost of the crisis for Lebanon will reach US\$7.5 billion by the end of 2014. Spending on education and health has increased significantly while the quality of public services has reportedly deteriorated, especially for vulnerable Lebanese citizens. Competition in the informal job market has driven wages down, while prices for basic necessities, such as fuel or rental accommodation, have increased. Though refugees are dispersed throughout the country, the majority (86%) are living in communities where most of the vulnerable Lebanese (66%) also reside. According to the WB/UN Economic and Social Impact Assessment, 170,000 Lebanese could be pushed into poverty, and up to 340,000 Lebanese, mainly youth and low-skilled workers, could become unemployed by the end of 2014 as a result of the Syrian conflict. The economic and social impact is severe with an approximate loss of US\$7.5 billion in economic activity and the government deficit is estimated to reach US\$2.6 billion over the 2012-14 period as a direct consequence of the crisis. The capacities of the Ministry of Social Affairs and its Social Development Centers, to address rising poverty among Lebanese

require a critical investment to ensure continued social cohesion between Syrian and Lebanese communities.

2. INTERVENTION BACKGROUND

Mapping is used to regularly reassess the areas where the highest proportions of poor Lebanese and Syrian refugees co-exist; allowing partners to better geographically target their interventions creating a more effective impact for all affected communities. Mapping data from October 2013 has revealed that 96% of the registered refugee population and 66% of vulnerable Lebanese live side-by-side in 225 locations. Interventions aimed at maintaining social cohesion and addressing potential social tensions will target these communities. Regardless of the method of delivering assistance, the need to ensure effective monitoring and outreach is recognised, to ensure proper use of resources, but also as a critical safeguard to ensure that vulnerable refugees are identified and reached. This will be done through household visits; information provided by host communities, local authorities and front-line service providers; information gathered during registration verification exercises; and through the expansion of refugee volunteers. The current plan emphasises the need to sustain significant support for public institutions and host communities in order to guarantee that Syrians will continue to be able to enter Lebanon and enjoy access to basic services. Vulnerabilities are expected to increase as conditions for refugees and other affected populations, including those in Lebanese communities, are deteriorating. While the generosity of the Lebanese population remains unabated, community coping mechanisms are fraying. Partners are making a concerted effort to mainstream support to host communities across all programmes, and through community support projects implemented in close coordination with the GoL, both at national and local levels.

3. ACTIVITIES IMPLEMENTED

The scale of the Lebanon's refugee influx has overwhelmed the capacities of host communities, humanitarian actors, donors, and governments which has taken a toll on already vulnerable Lebanese communities and their fragile social services. Within this context of overwhelming need and limited resources, UNICEF, UNHCR and the National Poverty Targeting Program within the Prime Minister's Office, created a methodology for identifying the most vulnerable localities in the country. Vulnerable localities are defined as localities where there is a combination of both 1) high concentration of registered Syrian refugees and 2) high concentration of Lebanese living under the poverty line. The methodology compared three sets of data:

- 1) Files on the Cadastral/locality boundaries which include administrative boundaries of the lowest administrative boundary mapping available – Cadastre or Locality Level (admin level 3) (source CDR).
- 2) UNDP Study- Poverty Growth and Income Distribution in Lebanon- 2008, which defines poverty in Lebanon as those living under \$4USD/capita/day at the combined Caza Level (admin level 2) based on the 2004 data from the Household Living Conditions Survey.

- 3) UNHCR refugee distribution data (updated regularly by UNHCR based on new registration of refugees and those awaiting registration).

The most recent data crunching (October 15 2013) shows that out of a total of 1,577 localities (aka Cadastres) in the country there are 225 localities/cadastres where the combination of Lebanese poor and refugees is highest. **Within these 225 localities reside 86% of the registered refugee population and 66% of vulnerable Lebanese.** Therefore, a relatively small geographic focus for programming allows for significant coverage of the most vulnerable populations in the country.

The sector groups for the Lebanon RRP6 (Regional Response Plan) have agreed to use the vulnerability mapping as a basis for prioritising geographic areas of intervention, to reach the large majority of the vulnerable populations, both Lebanese and Syrian in a focused and targeted manner. These 225 locations are also expected to be areas where social tensions are on the rise due to high concentrations of Syrians and weak services that are being stretched beyond capacity.

Mapping can also be used to conduct a ranking of the most vulnerable locations within the 225 localities to drill down for further focus. For example, it is striking that 67% of refugees and 50% of the Lebanese poor reside within the 90 most vulnerable localities.

In cooperation with the Presidency of Council of Ministers (NPTP), UNICEF and UNHCR developed maps to show the distribution of Lebanese poor and registered refugees at the cadastral level. The assumption is that a high percentage of refugees is correlated with a high percentage of vulnerable host communities which directly increases the vulnerability of the area. These maps should guide programs interventions that benefits both host communities and refugees by identifying priority cadastres for efficient targeting and maximum effectiveness.

3. ACHIEVEMENTS AND CHALLENGES

The Assessment was recently conducted and it is the basis for the 2014 response plan.

VI: IDPs INFORMATION HUB – MOGADISHU (SOMALIA)

Country: Somalia

Project locations: Mogadishu

Project Date: 2013-2014

Agency: ACTED, REACH

Areas of work: Information management, monitoring and advocacy of key services and protection.

1. DISPLACEMENT SITUATION

Twenty years of protracted conflict and consecutive climactic shocks have caused widespread internal displacement in Somalia. The overall security situation remains highly volatile, significantly limiting access and delivery of relief assistance to affected populations.

According to the United Nations Office for the Coordination of Humanitarian Affairs in Somalia, an estimated 1.1 million Somalis are internally displaced and approximately 360,000 of them are based in Mogadishu. Collecting accurate disaggregated household level figures for IDPs located in different settlements remains a critical challenge for the humanitarian community due to the informal nature and the geographic dispersal of internally displaced populations (IDPs).

This issue is compounded by the extensive control that gatekeepers (local 'camp managers') have over IDP settlements, notably over settlement population data that is shared with relief aid actors. These challenges have resulted in inconsistent reporting of IDP figures and the lack of centralised and integrated datasets, further hampering the delivery of assistance to displaced populations living in settlements.

The protection environment in Somalia is generally characterised by the lack of or limited governmental authority, near continuous armed conflict throughout many parts of the country and rampant impunity. Some of the key protection issues faced by the Somali civilian population include forced displacement, gender-based violence, child rights violations, arbitrary detention, forced recruitment (particularly of children), evictions, forced relocation and family separation. In this context, IDPs with specific needs, such as children, women, older persons and minority groups are particularly vulnerable, and do not always have equal access to relief assistance. This is partly explained by the lack of reliable information and coordination challenges faces by humanitarian aid actors operating in this complex emergency.

2. INTERVENTION BACKGROUND

The Cluster Approach is applied in Somalia but does not include a dedicated CCCM Cluster. Eight clusters are currently active in Somalia: Food Security, Education, Health, Protection, Logistics, Nutrition, Shelter, and Water, Sanitation and Hygiene. Coordination of humanitarian action in south-central Somalia is largely managed remotely by the Clusters based in Nairobi. Recently however, the cluster capacity in Mogadishu and some other field locations have been strengthened, and it will likely continue to increase in the near future.

Coordination is a major problem in Somalia. Aside from the volatile security environment and lack of access to beneficiaries, donor strategies and competition for funds undermine efforts to enhance information sharing and coordination between aid actors. Humanitarian interventions targeting IDPs in settlements are often designed and implemented separately from one another, thus creating unnecessary pull factors and with little attention paid to duplication issues. Moreover, monitoring and evaluation of aid interventions is particularly weak, resulting in limited accountability of relief actors towards affected populations.

3. ACTIVITIES IMPLEMENTED

In December 2013, the first IDP hub was launched in Mogadishu and activities will effectively begin in early 2014. The IDP hub is an innovative

concept which aims principally to provide a bottom-up platform for sharing and receiving information within settlements regarding the IDP population, existing services and service providers. The IDP hub will serve as an information point for gathering critical information on the return process, IDP's intentions and options available for settlement residents. It will simultaneously feed information back to aid actors on the assistance needs of IDPs.

This new strategy is currently being piloted with a first IDP hub based in the Daynile 77 IDP Settlement. The site was identified as a strategic entry and interaction point with the IDP population as part of the key findings from a tri-cluster assessment (Shelter, WASH, and Education) carried out by REACH in July 2013. The IDP hub in Daynile 77 settlement will be staffed with one coordinator and one assistant. Both will be supervised by and report directly to the ACTED Area Coordinator. IDP hub staff were recruited from the pool of REACH assessment team leaders and are residents of Mogadishu with experience in working with aid organisations in IDP settlements.

The IDP hub is located within the settlement at the meeting point set up by a national NGO, 'Women Pioneers for Peace and Life'. IDP hub staff are responsible for facilitating a two-way information sharing platform, both upwards to service providers and downwards to beneficiaries. Information collected at the hub level will then be transferred to the relevant humanitarian stakeholders and coordination mechanisms. The main tasks of IDP hub staff are related to information management support to IDP profiling/needs assessment and advocacy on the delivery of relief assistance and access to basic services. The main activities carried out by the IDP hub are: stakeholder and risk analysis; facilitation of focus group discussions; community outreach and mobilisation; creation of key informant networks; engagement/coordination with aid actors; service briefs, daily/weekly/monthly situation analysis and reporting.

Initially, settlement residents will be invited to provide input on the mapping results from the tri-cluster REACH assessment and to feedback on the functionality of existing settlement services. Information collected at the hub level will be reported to Clusters through the hub coordinator and monthly reports. Cluster partners will be encouraged to ask specific questions and details regarding the settlement. It is expected that the hub coordinator will be able to gather accurate and reliable information through different tools such as targeted outreach and focus group discussions. Information collected at the hub level will be used to consolidate and validate current data on the settlement population and services. It will also inform the design of new interventions within the settlement, with particular attention paid to existing gaps in assistance delivery and issues related to equal access. Most importantly, the hub will offer IDPs a channel to communicate feedback and raise complaints about assistance and services provided within the settlement.

3. ACHIEVEMENTS AND CHALLENGES

ACTED/REACH will implement a phased approach to pilot this new IDP hub strategy in Somalia. It is envisioned that another IDP hub could be set up in one settlement in Baidoa, based on whether the outcomes from the first experience in Mogadishu are positive.

A number of challenges have been identified during the design phase of the IDP hub strategy and include: misuse of information; limited/lack of access to information by vulnerable groups among the settlement population; issues in ensuring the sustainability of the hub and buy-in from key stakeholders; security and acceptance of hub staff and structure; and negative impacts on existing information sharing networks.

To mitigate and address these challenges the following measures/activities have been identified and will be implemented: community mobilisation; user registration (confidential); daily security monitoring; weekly and monthly reporting; hub representation both at the community and cluster level; and local recruitment.

VI: NAMBIA –CCCM Capacity Building

Country: Namibia

Project locations:

Project Date: 2011-2013

Agency: IOM

Areas of work: Capacity building, Governance and Community Participation

1. DISPLACEMENT SITUATION

In March 2011, Namibia experienced one of its worst floods in modern history, which affected a region that contains 60% of the country's population. On March 29th a state of national disaster was declared. Namibia has been exposed to extreme weather conditions and recurring natural disasters. Although good response systems have emerged within the government, they were limited by human resources and capacities. In addition, Namibia's modest size necessitated the centralization of all activities and required support at the national level.

2. INTERVENTION BACKGROUND

During the response the government identified camp management as a key challenge, so the Director for Disaster Risk Management invited an international organisation to provide technical support through the facilitation of CCCM trainings. In developing the CCCM trainings for Namibia, principles that the Government of the Republic of Namibia had ownership and leadership in the training process were established. Another key principle was fostering government and other organisation's participation and commitment to training activities.

3. ACTIVITIES IMPLEMENTED

A CCCM capacity building program was initiated after the 2011 flooding in the northern regions of Namibia. The project had three components; CCCM capacity building, information management and site planning based on international standards. A national CCCM training package and participatory learning tools were developed for the specific context of Namibia. In total 48

participants received the training, 37 of which were the selected for a Training of Trainers (ToT) in the second phase of the project.

In 2012 trainings were continuously rolled out with national support and a commitment to enhance national resilience to natural disasters. Over the 64 trainings, an additional 1,633 people were trained including government official, emergency officers, local NGO staff, police and community members.

The project further expanded in 2013 to include broader topics in disaster risk managements. A contextualised disaster risk management (DRM) training package was developed in Namibia utilising existing national resources and institutional frameworks. Three Trainings of Trainers (ToT) were delivered, targeting 85 DRM practitioners for all 13 regions of the country.

Both the CCCM and DRM training packages were produced using participatory learning approaches to support the adult learning process, encouraging reflection and brainstorming. They were designed to support training for disaster prone communities, as well as national, regional and local authorities. Each package was built on the DRM frameworks and hazard profile of Namibia.

3. ACHIEVEMENTS AND CHALLENGES

The scope of Namibia's capacity building efforts has been both maintained and expanded. Trained trainers continue to incorporate CCCM methodologies into their planning and implementation. The government also approved the deployment of local trainers to southern African countries to initiate a regional CCCM capacity building program, allowing for initial trainings in Botswana and Mozambique. This provided an opportunity for inter-regional exchange between three countries while also giving some of Namibia's trainers' exposure to other countries as part of the training delivery.

The use of tools based on simplified and visual language was well received, as was the use of video. People tended to quickly and easily identify the messages included in the tools, and they brought colour and fun to the training component. Some tools still need to be made more simple and clear.

The idea that 'disaster risk management is everybody's business' was successfully disseminated through the programs. Everyone from the community level to the regional and national level had the responsibility to implement disaster risk management activities.

Constant follow-up, coaching, and advocacy are important as capacity building takes time; senior managers need to understand and support CCCM trainings in order to ensure trainers are available for future training deployments.

Annex 2 - IDPs outside of Camps: figures, protection issues, assistance gaps.

(Information provided by IDMC Country Analysts)



Definitions:

"The expression IDPs outside camps in this report refers to IDPs who may live instead in a variety of settings or situations; they may be in urban, rural, or remote areas, renting, owning a housing, sharing a room, living with a host family, homeless, occupying a building or land that they do not own, or living in makeshift shelters and slums." SRSG's report (26 Dec 2011, A/HRC/19/54)

| Country | Total number and ratio inside/outside camp | Main settlement typology | Urban/rural (or a mix of both) | Key protection issues | Assistance gaps |
|-------------|--|---|--------------------------------|---|--|
| Philippines | No national ratio available | | | | |
| | Bohol earthquake (Oct. 2013): 340,000 IDPs with 80% out of camps | a) Makeshift shelters near their homes in gardens, open spaces, roadside. Also called "home-based". | Mix | Exposed to weather-related hazards but also risk of falling debris due to aftershocks; limited access to life-saving assistance; | Insufficient capacity to sustain health services in communities where health facilities are not functioning. Need for additional medical and mobile team to provide health services in affected areas. |
| | | b) in community-based sites, i.e. families grouped in collective displacement sites near their homes. | | Many out-of-camps IDPs were not registered in the first weeks and therefore received no assistance. Inequity in distribution of assistance (no access to regular assistance for IDPs in mosque) leading to tension between IDPs in/out camps. | Disaggregated data only available for IDPs in camps. |
| | Host communities (friends and families), public buildings (including Mosque) | | | | |

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| <p>Zamboanga fighting (Feb. 2014) 76,000 IDPs with 66% outside camps (“home-based”)</p> | <p>With host communities or in ‘tent sites’ and spontaneous settlements</p> | <p>Urban</p> | <p>IDPs living with host families were least likely to have received any shelter assistance as compared to other target groups, including those living in spontaneous settlements. assessment have shown that 29% of IDPs in host families received no emergency shelter assistance at all. This proportion was 28% for returnees or those never displaced, 14% for other groups outside camps and 9% for those in camps.</p> <p>Assessments of the watsan situation in host communities during 2009 revealed conditions that were not much better and even sometimes worse than in evacuation camps or relocation sites.</p> <p>IDPs are also competing with the host population to access scarce job opportunities, sometimes causing tensions between the displaced and their hosts</p> | |
| <p>Bopha typhoon (Dec. 2012): 922,000 IDPs with 99% outside camps.</p> | <p>With host families, in spontaneous settlements, in slums.</p> | <p>Predominantly rural</p> | | <p>Food assistance was extended to IDPs in host communities later than to camp-based IDPs, and also in smaller rations and not to all of them.</p> |
| <p>Central Mindanao conflict (2008-2009): 750,000 IDPs with roughly 40% out of camps</p> | | <p>Predominantly rural</p> | <p>a) lack of access to land and housing (continued military occupation or state acquisition of their land; lack of compensation for lost land and property; lack of compensation for the many among them who were tenants prior to displacement);</p> | <p>Generally better off in the early phase of their displacement as they could rely almost immediately on some level of family or community support, IDPs in host communities saw their apparent advantage disappear over time as IDPs in camps started getting more assistance while they continued to rely on their hosts’ dwindling capacity to support them.</p> |

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| Sri Lanka | As of February 2014 there were an estimated up to 90,000 IDPs in Sri Lanka. Up to 80,000 among them (or up to 88%) living with host communities in the Northern and Eastern Provinces. In addition, it is estimated that tens of thousands among the over 480,000 who have returned have not reached a DS yet. | Mostly with host communities | mix of both | b) livelihood recovery remains difficult; | Assistance to IDPs with host communities has been reduced or cut in spite of the fact that they have not been able to achieve a durable solution; main gaps are in the areas of land and housing, livelihoods, and food (see Key protection issues) |
| | These numbers are estimations. Independent and comprehensive figures on internal displacement, in particular on IDPs outside camps (= with host communities) are increasingly hard to come by. | | | | c) lack of food (there were reports of women having to trade sex work in order to continue staying with host families, and of families reducing the number of daily meals to two in order to cope; high level of food insecurity in Vavuniya and Mullaitivu districts according to WFP (worse than in 2012 it appears)). |
| Bangladesh | The total number of IDPs in Bangladesh is estimated to be 280,000. According to available information all of them live outside camps. | no recent information available | no recent information available | no recent information available | no recent information available |
| Myanmar | Total number of conflict IDPs in Myanmar at the end of 2013: 640,767 (Rakhine State, Kachin State and northern Shan State, South-East, and Mandalay Region (Meikhtila area)); | in informal settlements or with host communities | mix of both | <u>Rakhine</u> : continuing communal tensions and violence; lack of humanitarian access; limited freedom of movement | <u>all regions</u> : basic necessities |
| | 428,229 among them (or 67%) are estimated to be living outside camps (28,229 in “individual accommodation” in Rakhine and 400,000 in the south-east) | | | <u>Kachin</u> : ongoing fighting; increasing reports of landmine incidents; lack of humanitarian access | <u>South-East</u> : particularly land, livelihoods, health, education, water and sanitation |

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| | | | | South-East: continued presence of military and NSAGs; sporadic fighting; land grabbing by private commercial companies; mine contamination; lack of access to land and security of tenure; lack of livelihoods; lack of civil documentation (and lack of freedom of movement as a result) | |
| Georgia | National level: 60% of IDPs live in private accommodation | IDPs in private accommodation (outside of collective centres) rent, share and own temporary or permanent housing that they secured themselves or with international assistance. No known cases of illegal occupation. | Mix of urban and rural | Some (not all) IDPs in private accommodation live in worse conditions than IDPs in collective centres in terms of: | IDPs living in private accommodation have thus far not been included in government housing assistance programmes since the government believes they are not in need, and it appears they will not benefit within the current action plan |
| | 40% of IDPs live in collective centres administered by the government | | | 1. habitability of housing | |
| | Information on the situation of IDPs outside camps, besides their approximate number, is scarce and insufficient. Approximately 29,000 families who were living in collective centres have accepted a "durable housing solution", which they receive ownership for. This means they have shifted from "camps" to "outside of camps". It is assumed their housing conditions have improved, but this is not true in all cases. Some have received inadequate housing as a durable housing solution. | | | 2. tenure security | |
| Serbia | 1 per cent of IDPs live in collective centres; 99 per cent live in private accommodation | Informal settlements | Mainly urban areas | Inadequate housing | Roma are in the most dire situation outside of collective centres, especially since living in informal settlements they cannot access documentation needed to access services and benefits |

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| | 3358 IDPs in collective centres / 212,000 people with IDP registration= 1.5% | Makeshift housing 14 per cent live in buildings not built to house people | | Insecure housing tenure has led to numerous evictions from informal settlements mainly affecting Roma in Belgrade Unemployment Lack of documentation Limited access to basic services | Also, without residence registration they often do not benefit for international assistance on housing |
| Russia | Exact percentages unknown, though the vast majority live in private accommodation | Apartments or houses that they rent, own or share and acquired on their own initiative or with international assistance | Mix of urban and rural | Inadequate housing in terms of habitability, tenure security, location in some but not all cases | IDPs living in private accommodation are thought to have solved their displacement and so have often been deprived of 'forced migrant' status that gives them access to government assistance |
| Kosovo | 4 per cent of IDPs live in collective centres; 96 per cent live in private accommodation | Some occupy other displaced peoples' property | Urban Serbs displaced to rural areas, Albanians displaced to suburban areas | Roma housing conditions are most dire in terms of habitability, tenure security, accessibility | Roma are in the most dire situation outside of collective centres, especially since living in informal settlements they cannot access documentation needed to access services and benefits |
| | 684 IDPs in collective centres / 17386 total IDPs = | Majority of Roma live in informal settlements | | | Difficulty to repossess housing because of secondary occupation, weak Kosovo Property Agency administration, language barriers, limited access to justice |
| Bosnia and Herzegovina | 8 per cent of IDPs live in collective centres; 92 per cent live in private accommodation | More research needed | Mainly urban | More research needed | |
| | 8500 IDPs in collective centres / 103,000 IDPs | | | | |
| Azerbaijan | 38 per cent of IDPs live in collective centres; 62 per cent live in private accommodation | Makeshift housing | Mix of urban and rural | Housing tenure insecure | IDPs in private accommodation are largely not included in government housing assistance programmes |

| | | Apartments and homes that IDPs rent, own, share or illegally occupy | | Substandard housing conditions | |
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| Turkey | 100 per cent of IDPs outside of camps | More research needed | Mix of urban and rural | More research needed | |
| DRC | National ratio: | Share house/shelter with host family (in some instances several IDP families living with one host family) | Mix of both | Anecdotal evidence that some IDPs in host families vulnerable to exploitation by those families (working disproportionately hard to get shelter or food in exchange) | The number of IDPs in North Kivu who seek refuge in camps and sites has risen in recent years. In the past, such places were deemed more exposed and less secure, in part because of attacks on camps housing Rwandan Hutus in 1996. Latterly, however, IDPs have increasingly sought the protection and assistance on offer there, something their counterparts with host families are less likely to receive. The fact that many host families are overstretched may also be contributing to the trend (Oxfam, September 2008; McDowell, April 2008). |

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| 72% in host families | others sleep outside on host families parcels of land, some have to pay a rent | | Sometimes tensions between IDPs and their host families owing to overstretched resources and distribution of humanitarian aid, those tensions are not always addressed | Coordination has been a particular challenge in North Kivu, where the levels of assistance that IDPs receive depend on whether they are living in official camps, informal settlements or with host communities. Those outside camps, and particularly those in urban settings, are for the most part invisible. In North Kivu, The UN Refugee Agency (UNHCR) only manages official camps, and until recently IDPs in informal settlements received less consistent and less frequent assistance and protection. This has changed somewhat since the IOM took on the coordination of informal sites in the province (RI, March 2013). |
| 28% in informal sites and camps | Public buildings (e.g. schools, churches) | Information on extent of urban displacement (e.g. in Goma) relatively limited | | sometimes, host families and host communities not sufficiently taken into account in assessments and aid distributions, causing tensions between IDPs and hosts |
| (camps mainly in North Kivu, northern South Kivu, Province Orientale, less in rest of South Kivu, Maniema and Katanga) | Makeshift shelter (individual and collective) | | | humanitarians sometimes disregarding host community structure (not involving local chiefs in assessments and distributions) can lead to tensions between IDPs and hosts |
| Data: to be taken as an indication as apparently number of people in host families is in some areas calculated based on number of IDPs in camps and sites | | | | IDPs in Goma had to move from informal sites (e.g. church) to “transitional” camps because rapid response came too late and conditions in informal sites unbearable, hoping to get better assistance in camps (IDMC interview, July 2013) |

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| | <p>NB: <u>Generally</u> in our portfolio, IDPs in camps tend to be a feature of mostly <u>protracted</u> situations (Darfur, Chad, Burundi, North Kivu in DRC) while <u>outside camps more fresh displacements</u> (South Kordofan and Blue Nile in Sudan, CAR, South Sudan). There are however exceptions to this (CAR and South Sudan fresh displacements to camps in December)</p> | Rent | | | |
| | DRC has both fresh and protracted displacement in outside camps settings. | | | | |
| Pakistan | 95 % out of camp | IDPs live with relatives or in rented accommodation | Urban | <p>In the absence of adequate urban planning, this has increased pressure on infrastructure, particularly schools, hospitals and electricity supplies. Between 60 and 70 per cent of Peshawar is now made up of informal settlements, or slums, which lack adequate housing, roads, sanitation and other services (GoP, 6 August 2012, p. 16; HPG, May 2013, p.1, p.12).</p> <p>Two thirds of IDPs outside camps live below the poverty line and do not have adequate access to food, housing and basic services. National and international responses have been substantial, but they have not consistently been rights-based.</p> | Efforts towards improving the registration system have been made recently, but serious concerns persist that the provision of humanitarian aid is neither impartial nor targeted at the most vulnerable. Major reform is still required to bring the criteria for registration into line with the Guiding Principles on Internal Displacement and to deliver assistance to those most in need, including protracted and urban IDPs. |
| Afghanistan | 100 % | 40 per cent live in overcrowded poor quality shelters or shacks, often illegally occupying private or government land without adequate sanitation, electricity or access to basic services. | Mix | Livelihood, food, shelter/land | The government has recently adopted a national IDP policy in line with the UN Guiding Principles on Internal Displacement and should take immediate steps towards implementation |

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| Chad | 100% in camps or camp-like sites | | | | Many remaining IDPs were expected to integrate locally but there are challenges to it (e.g. lack of access to land, to social services) |
| | | | | | The government has officially said that there are no more IDPs in Chad, assuming they can all be considered to have locally integrated. since the conflict ended long several years ago |
| Burundi | 100% in camps and camp-like sites | | mix | | 2011 profiling: Most remaining IDPs want to integrate locally but there are challenges to it (e.g. lack of access to land, to social services). |
| | | | | | 2013 intentions surveys in six sites: 58% would like to return home due to improved security conditions in home areas, poor conditions and illimited resources n displacements |
| | | | | | Government focuses on returns. but some agreements to look into local integration at state level have been signed |
| Sudan | Darfur: large majority in camps (most protracted) (=at least 1.2 million in camps) | | probably mix but no recent information on IDPs in urban areas | Access to IDPs outside camps almost inexistant (insecurity, bureaucracy, travel/work permits), especially in rebel-held areas. Even access to IDPs in camps not always possible. | Access to IDPs outside camps almost inexistant (insecurity, bureaucracy, travel/work permits), especially in rebel-held areas |
| | South Kordofan+Blue Nile: 100% outside camps, | | | | |
| South Sudan | Before December crisis: 100% outside camps | - host families | | | |
| | | - bush | | | |
| | | - informal sites/ public buildings | | | |

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| Kenya | The vast majority of current IDPs in Kenya are out of camps. | Many IDPs in urban or peri-urban areas took up residence with friends or relatives, or rented accommodation. | Mix, urban and rural | The largely 'hands-off' approach to 'integrated' IDPs is often seen as official neglect, while responding to only encamped IDPs risks fueling resentment in ethnically-polarized contexts, undermining peace-building and reconstruction efforts. | A registration exercise was undertaken for those displaced by the 2007/8 PEV. Given that unregistered IDPs (including the "integrated" ones) are much less visible and in many cases barely recognised as internally displaced at all, they have been largely excluded from assistance and protection programmes. |
| | The 2007/8 post-election violence (PEV) resulted in nearly 664,000 IDPs, of which 314,000 sought refuge with host communities and were considered "integrated", while the rest sought safety in 118 camps. | A number of them were still living in tattered tents or under tarpaulins five years after their displacement. | | In 2013, according to assessments, most people newly displaced by violence faced inadequate access to shelter, food, water and livelihoods assets. They often cited insecurity as a major challenge to return and restart their lives. IDPs living in protracted displacement continued to identify as protection concerns inadequate access to land, basic services and livelihood opportunities. | For instance on 27 March 2014, in his annual speech to the Parliament, the President said: " my government committed to bring an end to the suffering of Kenyans who have been displaced and were living in camps, by allocating adequate resources to resettle them." |
| | As of January 2013, according to UNHCR there were 412,000 IDPs in Kenya. This covers people internally displaced by ethnic, political and land-related violence since the 90s until 2007, registered IDPs displaced by the 2007/8 PEV who had not been resettled as of Jan 2013 and those OCHA reported as displaced between August and December 2012 due to inter-communal clashes. Although many over the years have settled - either locally, or elsewhere in the country, or through return - no official assessment of their numbers and remaining protection needs was carried out. UNHCR's estimate does not include those who sought refuge with host communities, among others. | | | IDPs often move into urban areas which are generally safer than rural areas, where they are compelled to adapt to urban livelihoods. Livelihoods recovery and healing processes can be protracted, and IDPs continue to require assistance until basic conditions of safety and | |

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| | Although no total numbers are available, internal displacement of pastoralists is also a reality, particularly in northern Kenya. | | | dignity are restored. | On a general level, when IDPs outside camps receive some assistance, it is usually in the immediate emergency context when food and NFIs are provided by the government and the KRCS or other partners (psychosocial support as well, sometimes). |
| | | | | | Moreover, many current IDPs are displaced in areas of the country that are environmentally and economically vulnerable (e.g. northern Kenya), and as such they enjoy fewer opportunities for integration and development. This in turn increases the likelihood of their living in situations of prolonged displacement. Pastoralist areas, for example, have been and continue to be largely neglected by the national response. |
| Uganda | The last official figure (source: UNHCR) for people displaced by the LRA conflict was 30,000, as of December 2011. | | Mix | From a legal and policy perspective, Uganda's 2004 national IDP policy provides a solid and useful framework to address displacement caused by both conflict and natural disasters. Analysts, however, highlight that it should be reviewed with the aim of harmonising it with the Kampala Convention's provisions and making it more relevant to the current displacement situation in Uganda - for example by better addressing issues such as urban displacement, | The UNHCR figure was compiled from data humanitarian organisations and government agencies gathered in camps, settlements and transit areas, where the delivery of assistance focused. It has never included IDPs living in rural host communities or those who have fled to urban areas. The latter have only recently started to gain recognition as IDPs. They were previously believed to be better off than their counterparts in camps, and were commonly portrayed either as either economic migrants or former IDPs who have achieved a durable solution. |

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| | <p>The number has fallen since then, but no detailed assessment has been carried out to define the exact number of remaining IDPs and their protection concerns. According to the Uganda Human Rights Commission those who remain displaced are all in four camps that are still open: Ngomoromo in Lamwo district, Mucwini in Kitgum district, Corner Agula in Gulu district and Arum in Agago district</p> | | | | |
| Yemen | <p>As of December 2013, the total number of registered IDPs in Yemen was 307,000 (which does not include some 228,000 IDPs who returned mainly in the south as they were registered as returnees).</p> | <p>Many have chosen not to live in camps because of the lack of livelihood opportunities, and cultural norms that dictate that women are not allowed to be seen by men other than their close relatives.</p> | Mix | <p>Wide range of issues faced by IDPs and returnees. These include a lack of documentation, which affects their ability to access to services such as education and health care, and gain employment; the lack of physical security in areas of displacement and return; exposure to gender-based and domestic violence; family separation; food insecurity; the inability to procure basic necessities; and difficulties in securing accommodation.</p> | <p>In the north, families' vulnerability increased over the course of their displacement as they exhausted their limited assets (DRC, December 2010; ACAPS, March 2012). Prolonged displacement aggravated the poverty of many IDPs in Sa'ada, Amran, al-Jawf and Sana'a, where income was limited and savings were used up (UNOG, 12 April 2010; IRIN, May 2010; IRIN, June 2011).</p> |

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| | <p>As of February 2013, when the total number of IDPs across Yemen was about 350,000, according to UNOCHA about 95 per cent of the total IDPs in the north (total of IDPs in the north was about 320,000) lived out of camps. The remaining 5 per cent lived in camps, particularly in Haradh.</p> | <p>According to various 2009-2013 assessments, most IDPs were living in rented and overcrowded housing – sometimes up to five families sharing one home – or in makeshift shelters, schools, clinics and informal settlements. In 2012 there are around 600 informal settlements outside IDP camps in Hajjah.</p> | | | <p>The humanitarian community has highlighted an acute need for adequate housing, suitable food, drinking water, livelihoods and access to basic services such as health care and education. For many IDPs in host communities and informal settlements, adequate housing has been a high priority. In Aden and Lahj, settlements in schools were of particular concern as these prevent local children from accessing education. Schools were also unsuitable as settlements as they lacked adequate sanitation facilities and overcrowding created tensions among IDPs, while the use of schools prevents local children from accessing education (OCHA 13 June, 2012; Yemen Times, July 2012; UNHRC, February 2012).</p> |
| | <p>We can therefore estimate that about 87 per cent of the total number of IDPs in Yemen lived out of camps as of February 2013.</p> | <p>In Arhab in Sana'a governorate, some IDPs resorted to living in caves.</p> | | | <p>Less fortunate IDPs compelled to live in open or makeshift shelters in informal settlements were often dispersed over wide areas and people lived in unsanitary conditions, often without access to basic services.</p> |
| Somalia | <p>As of March 2014, an estimated 1.1 million Somalis remain internally displaced (figure triangulated and endorsed by the HCT),</p> | <p>While some IDPs are hosted by family members or are able to rent rooms in permanent buildings, most settle informally in and around urban centres. They sometimes live on municipal land or in abandoned government buildings.</p> | <p>mix, but mostly urban - periurban areas</p> | <p>Re. protection and assistance:</p> | |

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| <p>The large majority of IDPs live outside camps (although no comprehensive data is available).</p> | <p>More frequently, they settle on urban fringes on land either privately owned or the traditional domain of clans who demand payment,</p> | <p>Informal settlements are often overcrowded, with limited or no access to electricity. In many cases, shelters are in urgent need of improvement or replacement to be made secure. Huts (buuls) are often made of highly flammable materials such as sticks, rags and cartons. Fires in IDP settlements are common, particularly in Puntland. Typically resulting from open cooking fires, risks increase during dry windy periods in June-September.</p> |
| | <p>The frequently live in self made huts (<i>buuls</i>)</p> | <p>Water, sanitation and waste disposal challenges are severe. IDPs have insufficient water storage and collection facilities and water sources are often stagnant, polluted or contaminated by flash floods. Fetching water is burdensome, IDP women and children often being forced to walk long distances and to queue for hours. In some cases, those who own the land on which IDP settlements are sited oppose construction of permanent water and sanitation facilities in order not to encourage long-term settlement. Lack of waste disposal systems also contributes to generally poor hygiene, as does a general lack of awareness of health risks and the interrelation of hygiene and diseases. IDP settlements are all at high risk of outbreaks of diseases such as cholera, diarrhea and malaria. In IDP settlements lack of access to safe drinking water and poor sanitation contribute to the high rates of disease and mortality. Incidence of waterborne diseases rises after rains.</p> |

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| Nigeria | Total number roughly 3.3 million (source National Commission for Refugees), The National Emergency Management Agency reports that well over 70% of IDPs live outside of camps, mostly "with relatives" | Ad hoc camp are established for flood victims by NEMA but often close soon after the disaster when IDPs return | Mix – but mostly rural | Boko Haram increased attacks: mainly affected northern and central areas / Yobe and Borno states were particularly | No profiling or consistent assessments – lacking methodology |
| | | Most IDPs remain with family and friends | | hard-hit --> Christians main targets +Muslims perceived as cooperating with the authorities | |
| | | Makeshift camps in schools or army barracks or in churches. | | Ongoing inter- | Access issues in Northern areas |
| | | | | communal violence | |
| Floods which affected large parts of the country during the second half of the year | Clashes between livestock herders and arable farmers over the use of land (Adamawa, Benue, Nassarawa and Plateau states) | | | | |
| Mali | 100% out of camps | When IDPs began arriving in the south, the majority lived with host families. | Mainly in Urban centers: | 50 percent | Lack of protection programming that targets |
| | | | Bamako (capital) hosts the largest number of IDPs (67,250) | of IDP households are female-headed | the most vulnerable IDPs |
| | 2012 crisis in the country's north : | Now the majority of IDPs | Gao (47,562) | | |
| | 283,726 (CMP, November 2013) | must rent shelter | Tombouctou (45,082) | Overcrowded households, which exposes women and children to greater risks of sexual abuse | GBV / psychosocial support |
| | | | Kidal (36,800). | | |

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| | Peak - 340,000 (2013) | Roughly five percent wish to integrate locally | Southern regions continue to host smaller numbers of IDPs: | Negative coping | No detailed protection analysis |
| | | | Mopti (29,722) | Mechanisms: incl. | |
| | | | Ségou (24,442) | forced and early marriage, or survival sex | No protection strategy for IDPs in the south |
| | | | Koulikoro (23,500) | Government promoting returns | |
| | | | Sikasso (7,257) | Living conditions deteriorating fast in the south | Weak Protection Cluster / UNHCR lead |
| | | | Kayes (2,111). | VS. | |
| | | | Majority of IDPs in the southern regions come from Tombouctou (49 per cent) and Gao (38 per cent), regions most affected by the crisis in the north. | security situation remains fragile and basic services are not in place yet in the North | Lack in guidance on IDPs out of camps |
| CDI | 100% out of camps (No camps – all closed to date) | Most of the estimated one million people displaced by the fighting and violence that followed the November 2010 presidential elections had managed to return home | Mix | Protected forest evictions – several underway – humanitarian community keeping distances | |
| | 80 000 IDPs | A number of IDPs had opted to integrate locally | Conflict / forest related tend to be in rural areas | Urban slum evictions – lacking assistance and compensation | |
| | peak: 1,100,000 (2003) | New displacements will tend to find shelter with family and friends or move to other slums | Slum eviction tend to remain in urban centers with family | Cross-border armed attacks and inter-communal clashes in the west of the country | |

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| | | | and friends | Violent attacks targeted military and police forces during the second half of 2012, particularly near Abidjan | |
| | | | | Many homes, schools, health centres and sanitation facilities had yet to be rebuilt or repaired as of the end of 2012 | |
| | | | | Land disputes remained a major obstacle for returning IDPs | |
| | | | | Limited psychosocial and legal assistance | |
| Liberia | Undetermined (Officially no IDP situation in the country, according to the government) | Undetermined | Mix | Displacement and migration into urban areas has put great pressure on urban facilities | Specific concerns of an unknown number of unregistered IDPs who had found refuge in public buildings in the capital Monrovia during the war remained undocumented |
| | Peak: 500,000 (2003) | Mostly with family and friends or locally integrated | | In rural areas disputes over the use and ownership of land in return areas have continued | |
| | | | | In urban areas, they have remained at risk of eviction because their tenure of slum dwellings is not protected | |
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| Senegal | 100% out of camps | Varied length of displacement: | Mix | Whose return has been sustainable is unknown | Lack of access --> IOs outsource |
| | Undetermined IDPs - peak: 70,000 in 2007 | -Few days | | Limited access to land has stopped many IDPs developing sustainable livelihoods (rebels and land mines) | most programme implementation to local NGOs |
| | | -IDPs supported by family members or host communities while commuting to their home areas by day | Often only moving a few kilometers to the next village | Children abandoned by families facing poverty | The ICRC resumed as the only international body present in conflict areas. |

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| | | | | Women have been forced to turn to begging or prostitution to support themselves and their families | |
| Niger | Undetermined | IDPs affected by floods often remain with relatives and return soon after | Mainly rural | Al-Qa'eda in the Islamic Maghreb extended its insurgent activities over the border from northern Mali | Government ignoring IDP issue |
| | IDP Peak: 11,000 (2007) | Recent floods have prompted humanitarian shelter assistance within villages | | Poverty and food insecurity also grew during 2011 | |
| | Only refugee camps for those fleeing neighboring unrest | | | Ongoing droughts and floods lead to further displacement and the continuing degradation of rural land | |
| | | | | Households at risk of no longer being able to rely on remittances from migrant workers abroad due to regional unrest | |
| Togo | 100% out of camps | One off displacement due to post election violence. | | | No information or assessments available |
| | Undetermined numbers | Most IDPs are assumed to have returned | | | |
| | Peak: 11,000 (2007) | | | | |
| CAR | 177,000 IDPs in 49 sites in Bangui | camps (collective and individual makeshift shleters) | Mix | <ul style="list-style-type: none"> - human rights abuses, including killings, torture, sexual violence, looting, recruitment of children, unaccompanied minors, trauma - non-respect of freedom of movement (especially for Muslim communitites "trapped" in CAR) | Focus on medium and large sites in Bangui, to detriment of smaller sites and IDPs in host families and the bush |
| | 425,000 IDPs outside of Bangui, very large majority outside of camps | public buildngs (incl. schools, churches, mosques...) | | | |
| | | bush | | | |
| | | host family | | | |
| | rent house or flat | | | | |

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- IDMC Somalia overview (October 2013, available here)
- http://reliefweb.int/sites/reliefweb.int/files/resources/CAR_Dashboard_20140321_OCHA.pdf
- <http://data.unhcr.org/car/regional.php>

Annex 3

Tools and approaches for outside camp response

This section aims to provide to CCCM practitioners an overview of useful tools, guidance and research developed by agencies, sectors/clusters, academia, etc., in order to improve the humanitarian response in outside camp settings, with a particular focus on urban environments. This document will not be able to capture all the current initiatives related to the topic but it hopes to be a contribution to a broader mapping of resources available to improve the humanitarian capacity in these settings.

This section firstly outlines sector tools developed mainly for urban displacement, based on the Meeting Humanitarian Challenges in Urban Areas (MHCUA) Task Force Assessment 2010. The Handbook *for the Protection of Internally Displaced Persons* is then described as the base for intervention in favour of IDPs outside camps. In the second part online portals, ongoing research and other tools are identified.

EXAMPLES OF TOOLS, APPROACHES AND STUDIES currently used to assist displaced populations in urban areas¹⁰²

Meeting Humanitarian Challenges in Urban Areas (MHCUA) TASK FORCE ASSESSMENT

Within the work of the MHCUA Task Force, in October 2010, an assessment was conducted on tools, approaches and studies undertaken by agencies, organizations and clusters to improve the humanitarian response in urban areas. According to the IASC assessment the great majority of the tools and approaches available are not specific for urban settings but they can be or have been adapted to them. The assessment provides a brief description of tools and approaches, representing some of the various options available to agencies working in urban areas.

The tools and methodologies for each sector require coordination with National Authorities and strong intra cluster coordination. For example, health interventions in urban areas are closely linked to WASH, Shelter, Food and Livelihood sectors. In terms of tools for assistance, urban environments are places where information technology and access to media may offer potential solutions, which allow a large number of people to obtain information, provide feedback, register complaints, and at the same time ensure that agencies are held accountable for their actions.

¹⁰² Adapted from IASC Summary Matrix *Assessment of tools and approaches in urban areas* (2010)

1. Assessments, vulnerability identification and targeting of beneficiaries

Mainly community-based surveys, requiring the collaboration of a diverse range of stakeholders: community groups, local Community Based Organisations, local authorities, religious groups and other civil society actors. These tools try to answer two central questions:

- What are the benchmarks for distinguishing between the chronically urban poor and the acutely vulnerable?
- How can vulnerable people, who may wish to remain anonymous, be identified?

EXAMPLES:

Vulnerability and Capacity Assessment –IFRC

Guidance on Profiling Internally Displaced Persons – IDMC/OCHA

Urban Profiling – IDMC, Feinstein Centre

Displacement Tracking Matrix – IOM, Multi Cluster Rapid Assessment Mechanism

Mapping and needs assessment – interagency initiatives e.g MIRA, IMWG, NATF

AGDM assessment tool

2. Protection and Violence

Mainly ‘self-targeting’ methods, such as safe houses, legal aid centres or information centres. Other mechanisms in use are information dissemination by mobile phone, community self-help groups, community outreach methodologies and communications.

EXAMPLES:

Casas de los Derechos (House of Rights) -UNHCR

Safe Houses - UNHCR

Legal Aid Centres – NRC

Accompaniment of Women Refugees to work in urban areas - Women’s Refugee Commission

Participatory Protection Appraisal -Protection Cluster.

3. Food Security: Emergency food assessments, food security surveys and technical guidance

Tools and approaches related to food have been adapted from rural contexts. In 2010 WFP undertook a study: *Review of the Appropriateness of Food Security and Livelihood Analysis Indicators, Tools and Methods for Programming in Urban Contexts, WFP, 2010*. The review provides a comprehensive appraisal of available food security assessment and market survey tools, with strengths and weaknesses of each tool.

EXAMPLES:

Protecting and promoting good nutrition in crisis situations: Resource Guide, FAO

Joint Assessment Mission Guidelines (JAM) Guidelines – UNHCR, WFP

Technical Guidance Sheet (TGS) on urban food security and nutrition assessments – WFP; Emergency Market Mapping and Analysis (EMMA) - Practical Action

4. Shelter, Housing, Land and Property

Providing shelter in urban areas for displaced populations entail a number of serious challenges related to space constraints, lack of strategies to support hosting arrangements, difficulties to repair or rehabilitate urban shelter according to the SPHERE standards etc. The predominant coping strategy of affected residents all over the world is to stay with host families, yet humanitarian strategies to support hosting arrangements are lacking. Furthermore the concept of transitional shelter in urban areas can be controversial in terms of sustainable post disaster recovery.

EXAMPLES:

Local estimate of needs for shelter and settlement - IASC Emergency Shelter Cluster

Host families – self-targeting: Out of Site: Building better response to displacement in the Democratic Republic of Congo – Oxfam

Cash for Shelter – Host Families – UN HABITAT

Shelter Projects 2008, IASC Emergency Shelter Cluster- UN HABITAT

Host Families Shelter Response Guidelines- IASC, Haiti

Transitional Settlement and Reconstruction after Natural Disasters – the Shelter Centre with OCHA

5. Water, sanitation and hygiene

Few tools are available for urban environments and applicable to a large scale. Innovative solutions for urban WASH practices are being tested, but these are small-scale, scattered and often only exist at the pilot stage.

EXAMPLES:

Water Supply in Emergencies – WHO

Water Trucking standards and guidelines - IFRC

Sanitation, Hygiene, and Wastewater Resource Guide - World Bank

Excreta disposal for people with physical disabilities in emergencies- Oxfam.

6. Health

The existing tools try to establish a baseline, which requires health mapping in the pre-disaster/stable phase, and subsequent surveillance mechanisms in at-risk areas. Interventions are closely linked to WASH, Shelter, Food and Livelihoods sectors. Inter-cluster coordination is therefore important.

EXAMPLES:

Surveillance in Post-Extreme Emergencies and Disasters (SPEED),
IOM Psychosocial Needs Assessment in Displacement and Emergency Situations – IOM
Rapid Health Assessment- WHO
Health services availability mapping – WHO
Mental Health in Emergencies – WHO
Urban Health Equity Assessment and Response Tool (Urban HEART) - WHO

7. Livelihoods

The tools available are most applicable in non-security threatening situations, given the need for access, capacity-building and follow-up. The post-emergency livelihood projects (e.g. cash or food for work) are often underfunded.

EXAMPLES:

Urban Cash for Work projects – Various;
Quick Impact Projects (QIPs) – UNHCR
Cash transfers through mobile money – various,
Livelihood Enhancement to Alleviate Poverty programs – Caritas, Micro-finance.
NRC guidance urban livelihoods/shelter

8. Partnerships: Collaborating with urban institutions, authorities and civil society

The present tools emphasize the importance of community-based partnerships in urban areas and working through these channels to reach affected populations. Tools related to community participation and mobilization used in rural areas and camps could also be utilized.

EXAMPLES:

UNHCR Pocket Guide (draft) Working with communities and local authorities for the enhanced protection of refugees in urban areas – UNHCR

9. Support to host families

Recently, support to host families has gained increased attention. In addition to tools developed by specific sectors, there are some used for general guidance.

EXAMPLES:

Assistance framework - Anne Davies (UNHCR)
IDPs in Host Families and Host Communities: Assistance for hosting arrangements; Assisting Host Families and Communities after Conflict and Natural Disaster' A Step by step guide- IFRC.

10. Beneficiary Communication

In urban environments the beneficiary communication becomes particular crucial. Media and new technologies are extremely helpful in these settings.

EXAMPLES:

Infoasaid- IFRC Haiti.
CDAC network
IFRC on beneficiary communication - e.g. TERA SMS text system
Internews

HANDBOOK FOR THE PROTECTION OF INTERNALLY DISPLACED PERSONS:

The Global Protection Cluster's *Handbook for the Protection of Internally Displaced Persons* is one of the main references for humanitarian intervention in urban IDP contexts. The Handbook provides operational guidance and tools to support protection responses in internal displacement situations either from conflict, natural disaster or both. Given that protection is a cross-cutting issue, the Handbook is not solely intended for protection and human rights officers, but also for a broader range of humanitarian actors, national authorities, civil society and community-based organizations. Furthermore, there are several tools related to community based protection in response/prevention and capacity building projects developed within the Protection Cluster.

Objectives of the Handbook for the protection of IDPs

- Ensure staff members are familiar with the core concepts, principles and international legal standards that form the framework for protection work.
- Assist staff in operationalising these concepts, principles and legal standards and in carrying out their protection responsibilities.
- Improve understanding of the particular protection risks faced by internally displaced women, men, boys and girls of various backgrounds.
- Provide guidance on how to prevent and respond to the protection risks faced by IDPs through a range of different activities.
- Enhance staff skills for carrying out protection work; and promote a consistent and well-coordinated protection response in different operations.

ONLINE RESOURCE PORTALS

An important recent initiative is the *Urban Humanitarian Response Portal* developed by ALNAP and UN-Habitat with the aim to share resources and tools that support learning and accountability efforts in urban disasters and conflict situations.

<http://www.urban-response.org/>

Another important source of information on good practices, tools and guidelines for urban displacement is *Urban Good Practices*, a platform developed by UNHCR and Jesuit Refugee Service-USA (JRS), together with several other partners.

<http://www.urbangoodpractices.org/>

A new resource portal aiming to enhance collective learning for the Syria response was launched in November 2013, the **Syria Evaluation Portal for Improved Accountability and Lesson Learning**. The portal aims to collect the current lessons learned and evaluations related to the Syria Crisis, including research, evaluation reports, websites, videos, events or any other resources.

<http://data.unhcr.org/syrianrefugees/regional.php>

ONGOING RESEARCH

The research projects described here are particularly relevant for CCCM practitioners to understand factors which can positively influence coping mechanisms, social resilience and enhance a more holistic approach to displacement, whether in camps or outside camps.

Vulnerability, Resilience & Response in Protracted Displacement

IDMC Research on Multiple Displacement in eastern DR Congo
(Abstract from IDMC Multiple Displacement Project Concept note)

Durable solutions – understood as a dynamic concept, rather than a ‘final state’ – require not only humanitarian response in ‘peaks’ of crisis, but sustained engagement throughout the fluid cycle of displacement and a political response to the root causes of displacement, be it natural disaster or recurrent conflict. Engaging with ‘resilience’ dynamics using a human rights-based approach is one way of doing so, effectively bridging the humanitarian/development divide.

IDMC/NRC will conduct a program & policy work over the next 3-5 years, aiming to promote needs-based provision of protection & assistance to populations affected by repeated conflict-induced displacement in North & South Kivu, DR Congo.

Based on the assumption that vulnerability increases & resilience falls each time people are forced to flee, NRC/IDMC intend to research the effects of multiple forced displacement. With an aim to identify concrete steps for promoting resilience amongst affected populations. The project seeks to a) confirm our hypothesis that vulnerability increases with each displacement; b) identify and ‘measure’ the key variables of resilience amongst affected populations; c) devise pilot interventions that promote resilience and reduce vulnerability; and d) share learnings & best practices in an effort to change policy & practice amongst relevant actors at country and global levels. For the purposes of this research, ‘resilience’ is understood as the capacity of individuals and communities to cope with the shock of forced displacement. Such capacity draws not only on material assets but also human & social capital. The assumption is primarily that resilience will fall – among individuals and communities – quickly as an immediate consequence of displacement and gradually as resources are exhausted. This is materially/physically visible in terms of the loss of assets and funds, but also in terms of social cohesion as tensions increase between IDPs & host families, a displacement-induced ‘impoverishment’ surfaces.

The research will be framed through Michael Cernea’s World Bank ‘Impoverishment Risk Reduction’ (IRR) model whereby nine areas of dynamics relating to resilience and ‘impoverishment’ through displacement are linked to human rights as a basis for reversing the ‘impoverishment process’ caused by displacement. The nine areas of impoverishment risk outlined within the model are as follows:

- **Landlessness;**
- **Joblessness;**
- **Homelessness;**
- **Marginalisation;**
- **Food insecurity;**
- **Increased morbidity;**
- **Loss of access to common property and services;**
- **Social disarticulation, and;**
- **The loss of education opportunities.**

By identifying and understanding these areas of potential impoverishment, a comprehensive human rights-based approach can aim to comprehensively address the multiple aspects of displacement, before, during and after, referencing obligations as duty bearers and IDPs as rights holders . To date, the model has primarily been used to assess impoverishment risks stemming from development-induced displacement and, through an IDMC/Climate Interactive initiative in Kenya, which monitors the risks related to the displacement of pastoralists groups caused by natural disasters. However, such a process may be successfully adapted to conflict-environments to undertake in-depth resilience analysis and design rights-based programme interventions in response.

Comparative analysis will be crucial to assessing the impact of repeated forced displacement, as opposed to a single forced displacement . For the purposes of understanding broader coping mechanisms and social resilience, as well as enabling comparison between host communities and ‘unaffected’ communities, the research will engage with 3 key target groups: Host communities, displaced persons and ‘unaffected’ populations.

NRC Project: Alternative approaches to (regional) assistance in protracted situations of displacement

(Abstract from NRC Protracted Displacement Project Concept note)

In many cases of protracted displacement, finding avenues to durable solutions have proven difficult as humanitarian measures applied have mainly been stop-gap measures with budgets only covering one year. Hence the provision of assistance in camps over a long period may create dependency and exacerbate conflict with host communities. The project aims to explore alternative models and approaches to traditional camp-based assistance. The development and testing of these new approaches combined with research may support the argument that a more holistic, refugee and community-based model of assistance, along with multi-year planning, implementation and funding is needed in the future.

The project will assess the social and economic impacts in the areas hosting the displaced; Pakistan is highlighted as an example of displaced populations becoming a factor in domestic political and ethnic conflicts in some host countries. It will explore possibilities for self-reliance programming and how it can be linked to assistance provided to host communities.

To find new ways to improve livelihood opportunities and access to durable solutions for populations in protracted displacement, NRC will conduct research and pilot new approaches within four main areas:

1. How the level of permissiveness in host government regulations on the freedom of movement of displaced populations effects on self-reliance and access to durable solutions
2. How long term programming (beyond the 1 year cycle) can effect cost efficiency of humanitarian programming and open new livelihood opportunities.
3. How self-reliance programming can be linked to host community assistance to reduce the effect of protracted displacement on host communities.
4. How regional (cross-border) programming can adequately respond to the dynamics of regional migration patterns in protracted displacement.

The target group of this workstream are first and foremost populations that have been displaced for a long period of time (according to the UNHCR definition for a Protracted Refugee Situation more than five years) or are returning home after a protracted period of displacement. NRC will particularly look at the situation in Ethiopia, in Kenya as well as of the Ivorian refugees living in the South-Eastern part of Liberia. With regards to the regional approach to return and durable solutions, NRC will focus on Afghan refugees in Pakistan and Iran or returnees coming back from these neighbouring countries who become displaced people within Afghanistan. The findings and lessons learned will be applied in pilot projects in NRC operations from 2014, and then successful approaches will be rolled out in 2015. It will also feed into NRC/NORCAP's camp management roster and local authorities through national capacity building programs.

Within this framework during 2013 a study in Liberia, designed and planned by NRC in collaboration with UNHCR's Policy Development and Evaluation Services, piloted an evaluation methodology to compare dispersed settlements in which humanitarian assistance has been provided, villages that hosted refugees but received no humanitarian assistance and refugee/host communities that received assistance in traditional camp areas. This study compared where and how the resilience of local communities has been strengthened by the form of assistance.

OTHER INITIATIVES

Other tools such as the SPHERE standards and its companion standards (e.g. INEE minimum standards, Minimum Standard for Child Protection in Humanitarian Action), the accountability framework and the Humanitarian Indicator Registry are multi agency benchmarks which are developed to respond to emergencies – and even if they do not specifically target IDPs in urban areas- they can serve as a reference for tailored made interventions in urban displacement contexts.

In addition, there are a variety of initiatives associated with urban disasters and protracted displacement, which are being carried out by specific agencies such as IFRC, Oxfam GB, World Vision, IRC, NRC, DRC etc.

UNHCR ideas: Access to services and protection in urban areas

The Innovation unit at UNHCR launched a challenge in 2013 to colleagues in the field to come up with ideas on how to improve communication with displaced populations residing outside of formal camp and camp-like settings.

The pilot Challenge on the platform brought together more than 250 stakeholders to answer: “How can access to information and services provided by humanitarian actors be improved for people of concern residing in urban areas?”

The ideas generated ranged from technological innovations to new ways of interacting amongst people and affected communities. The winning idea, which will be piloted this year (2014), is to create a centrally maintained, but country focused, information portal: help.unhcr.org. This web portal will work to provide the displaced with online access to the services and information that are available to them at their local UNHCR office. Initially, the information to be presented would be:

- Contact information (address, phone numbers, etc)
- Information on who provides what services
- Link to the existing self-service site (if applicable)
- Links to other sites of interest (such as the government site if this explains asylum procedures, etc)

However, once help.unhcr.org has gone live with the basic information, it will serve as a platform onto which other customer service related activities such as FAQs, survey forms, dissemination of asylum procedures, self-service pre-registration, video and audio content, and many other ideas can be built. Extra information can be added quickly and easily by the country operations.

Some of the other highly rated ideas from the challenge included: distributing comic books for displaced children; creating a ‘customer services’-style that allows effective feedback; using flexible LCD screens to broadcast important information in restaurants or community centers; in-field refugee-assisted Information Center along with hotline service, the provision of mobile legal clinic

IASC Handbook for Humanitarian Action through Community Based Capacity Development for Displaced Populations and Host Communities in Urban Areas:

This handbook provides guidance on supporting humanitarian action through community-based capacity development. It was commissioned by the IASC MHCUA task force after it noted the lack of guidance in community based support. Developed by IFRS and UNICEF it is intended for humanitarian workers in urban areas to ensure cohesiveness and compatibility in community based programming in urban areas. It is based on the analysis of good practices, gaps and guidance for community based humanitarian support and capacity-building in urban-areas, including for host families.

<http://www.urban-response.org/resource/8375>

Harvard Humanitarian Initiative (HH) Urbanization and Humanitarian Emergencies

One of the current project is the Urban Humanitarian Emergencies Working Group. Through the working group, HHI is acting as a convener of various stakeholders including aid organizations, UN agencies, the WHO and representatives from the Sphere Project to pool global experience and expertise to adapt the current Sphere Guidelines for response in humanitarian emergency in urban settings. The output will then be used by the Sphere Project to develop new guidance for urban humanitarian emergencies.

Other current research projects related to urban environment and vulnerabilities include Measuring the Burden of Common Health Problems in Urban Slums and Mapping Vulnerabilities and Resources.

See more information see: <http://hhi.harvard.edu/programs-and-research/urbanization-and-humanitarian-emergencies>

KILLING ARCHITECTS

Current Project : (Re) Constructing The City

How can relevant urban design practices be incorporated into the work of humanitarian agencies working to reconstruct urban areas after disaster? This project addresses this question from a number of angles, looking at the organisational structures and guiding philosophies of the two groups that tend towards certain outcomes. The research to date has involved a field trip to Haiti to look at neighbourhood reconstruction projects and carry out interviews with the humanitarian agency staff working on them; creating a series of short films based on this, looking at different themes within the humanitarian response; running an online twitter discussion together with MIT Community Lab; running a workshop bringing together urbanists and humanitarians to work together on a neighbourhood planning exercise; working together with a social anthropologist to analyse the collaborations in this workshop and look at the underlying reasons for agreement or conflict.

An initial study suggests that urban design practices do have an important part to play in the work of aid agencies in urban areas. Decisions about land use which sit at the heart of planning are inherently political, while humanitarian agencies are sworn to principles of neutrality and impartiality, which preclude involvement in political processes. Urban planning also necessarily deals with people as a collective, while humanitarian agencies mandates normally deal with individuals as a way to promote equity. Both sides can see the need for the other's skills in reconstruction after a disaster and yet, deep (professional) cultural differences prevent their working together. This research will look at how urban design tools can be integrated into humanitarian practice in a way that does not compromise principles, or require a total overhaul of working methods.
<http://www.killingarchitects.com/reconstructing-the-city/>

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