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DG ECHO SHELTER & CCCM CLUSTERS JOINT MONITORING MISSION TO MYANMAR

NOVEMBER 2013

MYANMAR CONTEXT

Recent outbreaks of conflict in Myanmar have resulted in UNHCR leading Camp Coordination and Camp Management (CCCM), Shelter & Non Food Items (NFI) clusters in Rakhine state, Kachin state and at the national level in Yangon. UNHCR also leads the Protection Sector at the National Level and in Rakhine State. Sectarian violence in Rakhine state during 2012 resulted in over 140, 000 persons displaced from their place of origin, including Rakhine as well as Rhohinga population. Prior to this, a cease fire between the Kachin Independence movement and the Myanmar Government that had been observed for over 17 years was broken in 2011 which displaced over 100, 000 persons in the north east of the country.

To address the needs of the displaced and host populations, the cluster approach was activated, including a Shelter/NFI/CCCM Cluster, in December 2012. At the national level, the three clusters have been merged to operate as the Shelter/NFI/CCCM Cluster. The need and resources for separate clusters has been focused at the state, rather than national level. In Rakhine State, the Cluster is operated separately as CCCM, NFI and the Shelter Clusters.¹ In Kachin state, Clusters usually meet and address all three areas but the Cluster organizational structure includes Cluster Lead focal points for each of the sectors, plus an overall Cluster Coordinator for Kachin State and Northern Shan.² More information on the Shelter/NFI/CCCM Cluster can be found in Annex 1 and at the Cluster website at www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin. UNHCR is also leading the Protection working group in Myanmar (which pre-dates the activation of the cluster system); no Protection Cluster has been activated.

The Cluster, at both national and sub-national level, has been supported by the Global Shelter Cluster (GSC) and the Global CCCM Cluster (GCCCMC) over 2013 as follows:

- Shelter design verification. Undertaking analysis and recommendations of proposed shelter designs;
- Information Management support. In the first few months populating the cluster website in www.sheltercluster.org and providing remote support to in country IM officers;
- Country mission and remote support by GSC Global Focal Point (GFP) on coordination:
 - Support to cluster partner management and structure
 - Strengthen and design cluster deliverables, i.e. strategy and fact sheets
- Country mission and remote support by GSC GFP on Communications & Advocacy
 - Develop communications and advocacy materials such as a brochure, frequently asked questions and infographic.
 - Media monitoring.

¹ There was a brief period when CCCM and NFI were merged but have since been separated. For more details see minutes at the following link: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-Meeting-Minutes.aspx>.

² For more details see minutes at the following link: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-meeting-minutes.aspx>.



- Staffing: Assisting in sourcing shelter technical experts, and CCCM cluster coordinators
- Offering development opportunities for cluster staff and CCCM training support
- Country mission and remote support by CCCM/JIPS mission to implement a camp monitoring program in Kachin
- Coordination with Global CCCM Cluster to record MYA CCCM activities for case studies and lessons learned.
- Providing remote support and advice as required

OBJECTIVES OF THE MISSION

- Assess the progress made in the implementation of the capacity building projects ERC 2012 CCCM and ERC 2013 GSC funded by ECHO (described in Annex 2) by monitoring the global support provided by the Global CCCM and Shelter Clusters to the Myanmar Shelter/NFI/CCCM Cluster. This will be done through a field mission to Myanmar, as a focus of field support, as well as desk review of the work being done at HQ level.
 - Observe the implementation of Shelter, CCCM, and NFI activities in the operations and speak with stakeholders including the Government.
 - Speak with Shelter/CCCM/NFI Cluster colleagues in regards to the implementation of Cluster activities and support.
 - Meet with camp management and shelter partners and participate in a tour of a displacement site (security conditions and logistics permitting).
 - Meet beneficiaries of the shelter and camp management activities to understand their satisfaction with the services provided.
 - Assess the support given by the GSC, comprising the deployment of a Global Focal Point for Coordination and a Global Focal Point for Communication and Advocacy.
 - Review progress on existing Cluster strategy, working group management structure, and coordination mechanisms and discuss next steps.
- The progress of the capacity building project funded by ECHO to the Global Protection Cluster will not be reviewed during this mission as the Protection Cluster has not been activated in Myanmar.

EXPECTED DELIVERABLES

Based on the visit, DG ECHO will provide feedback and recommendations on the implementation of the grants to the Global CCCM Cluster and the Global Shelter Cluster.



ANNEX 1: THE MYANMAR SHELTER/NFI/CCCM CLUSTER

To summarize the achievements of this Cluster it is necessary to separate the two different states where it is active due to their very different contexts, reasons for displacements, length of displacement and feasible durable solutions.

Rakhine

In terms of Rakhine, current highlights include the fact that since the displacement, which started in June 2012, temporary shelter coverage is approaching 100% for 140,000 IDPs. This is despite the fact that as of March 2013, less than 25% of the IDPs had received temporary shelter, living under emergency shelter and in many cases on flood prone land. The rainy season starts in May, with an average of a meter of rain per month for four months, June through September. As part of this response 45% of the temporary shelter needs have been constructed and funded by the Government of Myanmar (GoM), which includes the GoM and all operational shelter partners adhering to an agreed design to ensure universal temporary shelter equity.³ Equally in terms of standards, an agreed NFI standard has been established for many months and like shelter, the sector is fully funded for 2013 and blanket distributions for all IDPs in accordance with these standards. Significant immediate challenges continue in CCCM, but funding response has been increasingly positive after considerable advocacy by the Cluster at state and national level. The focus is on less than 20 priority camps that contain the majority of the 140,000 caseload. Camp management activities, coordination and camp administration structures are being put in place and funding for approximately 75% of the critical needs met. Overall key challenges and constraints include establishment of effective CCCM in priority sites, now the emergency phase over. Also, the pressing need to start work on durable solutions focusing on return, peaceful co-existence and livelihoods to help IDPs “get back on their feet” and “rebuild their lives” and identify durable solutions that avoid ethnic segregation. Other obvious challenges include GoM’s lack of humanitarian experience and exposure to the CCCM sector and the transition from an authoritarian government from the last half century. Another constraint is the relatively modest number of humanitarian actors versus the needs.⁴

Kachin

In terms of Kachin, noting that the Cluster was activated some 18 months after displacement occurred, the Cluster response has been very different and not emergency focused. Significant initial efforts focused on determining the needs over 120 camps scattered across Government and non-Government controlled areas, the latter with no regular access. Cluster coverage was also needed in Northern Shan State, where IDPs have arrived in more recent months. This included camp profiling of over 126 camps, plus other forms of regular

³ See Cluster Agreed Design Standards Temporary and Permanent Shelter 13th March 2013 at: https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Standards_Guidelines.aspx.

⁴ Significantly more details on the work of Shelter/NFI and CCCM can be found at the website. Amongst others, useful documents for the purpose of this mission may include the following documents: CCCM and NFI Cluster Strategic Operational Framework Rakhine State v 1.1 September 2nd 2013; Shelter Cluster Strategic Framework Rakhine State v 1.1 September 1st 2013; Rakhine State Shelter Cluster Factsheet, 15th August 2013; CCCM InfoGraphic, Rakhine, 25th July '13; Shelter and CCCM Infographic, Rakhine, 15th June 2013; Camp Coordination and Camp Management (CCCM), Roles, Responsibilities, June '13; Working towards Safe, Dignified and Appropriate Living Conditions; Shelter-NFI-CCCM Rakhine Cluster Analysis Report, 1st August 2013 at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-documents.aspx>; <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Rakhine-DataAnalysis.aspx>.



data collection.⁵ With the needs more clearly defined the focus is on certain areas. Scaling-up CCCM support from around 80 camps to over 130, this includes camp focal points and camp running costs, NFI distributions to the agreed cluster standard and addressing priority shelter needs and like Rakhine, to an agreed Cluster standard.⁶ Noting the lack of a Cluster till this year and yet numerous shelters built in 2011 and 2012, the Cluster is also trying to retroactively address standards which are hugely varied, prioritizing issues around size and safety.⁷ Notable challenges includes the fact that there are 150 IDP camps dispersed across Kachin and Northern Shan States, and over 60 per cent of camps are in non-Government controlled areas (NGCA) with very limited access. Additionally, a modest humanitarian community not helped due to the dominance of the Rakhine crisis since June 2012. The scope for longer-term planning and durable shelter solutions is also very limited due to the need for a settlement between conflicting parties. Current shelter gaps suggest 10,000 IDPs still in need of temporary shelter. NFI distributions remain ongoing, aided by a series of convoys being possible to NGCAs.⁸

⁵ See *Shelter-NFI-CCCM Kachin Cluster Analysis Report, 1st August 2013* at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-DataAnalysis.aspx>; See *camp profiling* at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-campprofiling.aspx>

⁶ See *Cluster Agreed Design Standard 5-Unit Temporary Shelter 5th March 2013* at: https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Standards_Guidelines.aspx

⁷ For more details on the shelter and NFI situation in Kachin see *Kachin & Northern Shan States Shelter Cluster Factsheet, 1st September 2013* at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-documents.aspx>.

⁸ Other useful documents for the purpose of *this* mission may include the following documents: *CCCM and NFI Cluster Strategic Operational Framework Kachin and Northern Shan States*; and *Shelter Cluster Strategic Framework Kachin States* at: <https://www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/Kachin-documents.aspx>.



ANNEX 2: SUMMARY OF CCCM AND SHELTER ECHO GRANTS

GLOBAL CCCM CLUSTER CAPACITY BUILDING INITIATIVE (PROJECT ERC 2012 CCCM)

Camp coordination and camp management is essential for the effective delivery of protection and services to IDPs residing in camps and other communal settings. Accordingly, CCCM needs in camp and camp-like operations exist irrespective of the formal activation of the CCCM Cluster. However, in the absence of a CCCM Cluster and/or in situations with limited capacity to articulate or address CCCM needs at the local level, the CCCM sector (i.e. the day-to-day functioning of camps or communal settings) is not regularly prioritized, and often forgotten, in inter-agency processes.

The *Enhancing Coordination of Camp Management and Camp Coordination (CCCM) Interventions in Emergencies* project is being implemented by the Global CCCM Cluster through funding from DG ECHO. The project responds to new displacement realities that have demonstrated an increasing need for technical camp management and coordination support to field operations, and the need for CCCM expert capacity to be available on short notice for emergency deployments. In the past, the CCCM cluster has struggled to deploy cluster support teams in a timely manner, especially when large scale emergencies have occurred simultaneously in different geographical areas, as is currently the case with major IDP emergencies in Mali, Myanmar, DRC, CAR, Syria and elsewhere.

The CCCM Capacity Building Initiative will address the gaps in CCCM field support by building upon systems that have worked well for other clusters (WASH, Education, Protection, etc.). The partners have collectively indicated that the CCCM cluster should aim to enhance its capacity through the establishment of a Rapid Response Team (RRT) and a CCCM Roster (CCCMCap) managed by NRC.

The ECHO proposal is composed of three key objectives:

- Development of a CCCM Rapid Response Team and roster to improve standby capacity
- Finalization and update of a number of CCCM tools
- Training of national actors in CCCM activities and preparedness

Four partners collaborated to develop the proposal: UNHCR, IOM, NRC and Shelter Centre.

Expected outcomes of the CCCM ECHO proposal include:

- CCCMCap Roster
- CCCM Cluster Coordinator Guidelines
- Camp Closure Guidelines
- Guidelines for Mass Evacuations for Natural Disasters
- Reprinting/update of the Camp Management Toolkit
- Guidance on community-based assistance
- Needs assessment and information management tools
- CCCM website
- CCCM e-learning

GLOBAL SHELTER CLUSTER – ENHANCING COORDINATION OF HUMANITARIAN SHELTER RESPONSE (PROJECT ERC 2013 GSC)

The Global Shelter Cluster (GSC) is an open platform with around 30 partners participating consistently at the global level. Country level shelter clusters are currently active in 18 countries, with an additional number of countries with active shelter working groups supported by the cluster co-leads.



The GSC started the year 2013 implementing a five-year strategy. The goal of this strategy is to meet more effectively the sheltering needs of population affected by humanitarian crises, by strengthening the shelter response of humanitarian actors through leadership, coordination and accountability in the humanitarian shelter sector. To achieve this goal, the GSC Strategy 2013-2017 has three strategic aims:

1. Responsive and flexible support to country-level shelter coordination mechanisms
2. An effective and well-functioning Global Shelter Cluster.
3. Increased recognition of the shelter and settlements sector as an essential component of the humanitarian response, through enhanced advocacy and communication.

DG ECHO funded the GSC to set the foundation to operationalize the Strategy 2013-2017 through a project to Enhance the Coordination of Humanitarian Shelter Response. This project has a duration of 18 months starting 1 April 2013 and is implemented by eight cluster partners (ACTED, Australian Red Cross, Habitat for Humanity, IOM, NRC and UN-Habitat, IFRC, and UNHCR) and led by UNHCR. The specific objective of the DG ECHO contribution is to strengthen the shelter response of humanitarian actors by improving the GSC surge capacity and global preparedness. In order to meet this objective the following results will be achieved:

1. Global and regional shelter cluster capacity and resources are strengthened to provide responsive and flexible surge and preparedness support to country level coordination mechanisms.
2. The preparedness, predictability of shelter coordination and responses is enhanced through an effective and well-functioning Global Shelter Cluster.

Expected outcomes of the DG ECHO contribution include:

- Global Focal Points as standby/surge capacity
- Regional Focal Points to support preparedness, planning & awareness raising
- Enhanced Assessment, Reporting and Evaluation capacity
- Independent reviews of country level shelter clusters
- Guidance and policy provided by the global level
- Dedicated and improved website
- Shelter Cluster Self-learning online tool
- Global coordination workshop

More information on this ECHO contribution to the Global Shelter Cluster, including the complete text of the project, can be found here: www.sheltercluster.org/Global/Pages/ECHO.aspx