

CCCM Cluster Strategic Outlook 2015 -2016

(November 2015)

Overview

CCCM assistance in Rakhine camps has been in operation since 2012. In order to complement the overall humanitarian response aimed at offering to IDPs an integrated and multi-sector assistance, the 2015-2016 activities will continue to work in support of Government and focus on shelter maintenance, exploring the possibility for NFIs distribution, camp population data (Household services card), Camp Committee member support, Community Participation activities and protection monitoring. Furthermore, strengthen the already existing camp management and camp coordination structures at field level, empower the camp leadership representatives, and cultivate the camp management relationship with the Government appointed focal point Departments.

In addition to the ongoing activities CCCM needs to help prepare the IDPs for life after displacement in order to support the government program of relocation of IDPs at or near their place of origin in coordination with other clusters/sectors. This preparation is reflected in activities such as livelihoods training, enhancing community harmony, transition from dependency into development, and disaster risk reduction.

Due to the current level of tension and potential for renewed outbreaks of inter-communal violence, conflict-sensitive programming is a necessity and will form an integral part of all CCCM proposed interventions. A critical aspect of post displacement interventions will be the need to ensure that all communities are treated equally.

National Level Response Plans – 2015

The Humanitarian Response Plan (HRP) Myanmar 2015 provides the overall Implementation strategy and is based on the 2015 Humanitarian Needs Overview lists the following four key humanitarian issues in Myanmar:

- prolonged displacement resulting from on-going inter-communal tensions and unresolved armed conflict; the fact that local communities in conflict-affected areas are severely affected; and serious protection concerns in these areas that need to be addressed;
- unequal and inadequate access of crisis-affected people to basic services and livelihoods opportunities, particularly in Rakhine State;
- challenges in finding durable solutions for the displaced, including the fact that the camps in Rakhine and Kachin were established as temporary ones with shelters designed to last for only two years; and
- importance of enhancing the resilience of communities and preparing for new emergencies, taking into consideration the fact that Myanmar is one of the countries at highest risk of natural disasters in South-East Asia.

The HRP outlines the national level Cluster Response Plans 2015 including the one for CCCM. For Rakhine State the key aspects for the CCCM Cluster were:

During 2014, it took time to find able and willing humanitarian actors to provide direct camp management support in Rakhine. As a result, most of the Cluster's efforts were focused on establishing sufficient coverage for the 23 "priority camps". These camps were prioritized because they house the largest number of IDPs in Rakhine and are concentrated in three of the ten townships.. In 2015, establishing sufficient coverage will remain the primary focus. This will include ensuring all priority camps as appropriate receive the full suite of CM services with CM actors monitoring the humanitarian needs, ensuring access to feedback mechanisms in the camps and more widely supporting protection monitoring efforts.

The target of 91,500 people for direct camp management support (16 per cent less than 2014) is recognition of better data and needs analysis as well as in some cases, recognition that some of the affected-communities no longer need be prioritized for the full-suite of humanitarian camp management services.

Additionally the Cluster aims to extend its reach to include other smaller camps. For these camps, provision of full CM services would be unlikely. Rather, a CM focal point will be established to support protection, gender equality, access to feedback mechanisms (for example UNHCR's existing hotline) and accurate and timely information on service provision monitoring.⁷ 2015 could possibly witness some IDPs moving out of camps, receiving permanent shelter solutions and moving towards a durable solution. This could result in something of a reduction of the caseload. Most IDPs will likely remain in camps in 2015.

In either scenario, the Rakhine State Government (RSG) will play the central role in the response. In-keeping, a vital objective for this Cluster is to support the Government's leadership, particularly with regards to camp administration and the selection and role of camp management committees, including setting up and support to women's committees.

The Evolving IDP Situation in Rakhine

In Rakhine the Government has taken a lead in ending displacement in carefully selected areas with the engagement of UNHCR as the shelter lead. In one case UNHCR successfully advocated the return of a small caseload whereas in three townships the Government has recently taken action to return IDPs and have them build their shelters in their places of origin. So far this has given reason to cautious optimism and a continuation of careful strategic support to the Government's leadership and responsibility taking responsibility, while at the same time managing some humanitarian actors' skepticism.

Rakhine state is a human rights crisis in a severely underdeveloped and poverty stricken context. Three years into displacement it is clear that the humanitarian response cannot solve the political problems and conflicts that exist among the communities and with the central Government but rather aims to provide immediate relief, bridge immediate needs and gaps for transition to longer term solution. This Cluster has been advocating with the international community to review the current humanitarian mechanism and adopt a more holistic approach of the UN and other development actors in supporting the Government and communities in addressing issues such as early-recovery, development, governance, human rights and where appropriate humanitarian needs.

The CCCM Cluster must work to support the implementation of the Humanitarian Response Plan and the Government's Rakhine State Action Plan taking account of the strategic environment that has been established by political effort and quiet advocacy. Key new aspects and positive developments of the strategic environment are that the government has:

- taken a lead in ending displacement,
- recently taken action to return IDPs to their places of origin, and
- had the IDPs build their individual shelters under a government-funded programme.

Concurrent with the Government initiative, development actors with the strong support of donor countries and organizations are initiating programmes to address the broader issues facing Rakhine State and doing so without distinguishing between groups within the communities.

This strategic mindset and approach provides a new framework for the CCCM Cluster and moves the Cluster activities closer to our end goal. In this new environment we need to move our principle focus of attention from improving the IDPs quality of life and dignity during displacement to focusing on the conditions for an ending to displacement and the potential for a durable solution.

CCCM Goal, Objectives and Response Strategies

Goal

The overall goal of the CCCM Cluster is to ensure equitable access to services and protection for displaced persons living in camps and camp-like settings, to improve their quality of life and dignity during displacement, and advocate for solutions while preparing them for life after displacement.

Objectives

Objective 1. Humanitarian assistance of the IDP population is well-managed and coordinated, responding to the needs and respecting international standards.

Objective 2. Ensure utilization of participatory and community based development approaches are integrated into planning and implementation of camp management activities to ensure local community solutions and priorities are identified and capacities enhanced.

Objective 3. Affected population has sufficient access to NFIs to meet their most personal human needs for shelter from the climate and for the maintenance of health, dignity and well-being.

Objective 4. When return is possible IDPs are well-prepared to rebuild their lives permanently within a reasonable amount of time and be able to contribute towards social cohesion.

Cluster Response Strategies

The end of displacement is the successful completion of the Cluster's work. The elements we need to achieve are identified by the IASC Framework on Durable Solutions for Internally Displaced Persons, which states that "displacement ends when one of the following solutions occurs and IDPs no longer have needs specifically related to their displacement. This does not mean that they may not continue to have a need for protection and assistance, but their needs would be no different from other similarly situated non-displaced persons.

Types of Durable Solutions: Return to place of origin; local integration in the area where IDPs initially took refuge; or settlement in another part of the country;

Elements for Sustainability: Long-term safety and security; restitution of/compensation for lost property; an environment that sustains the life of the former IDPs under normal economic and social conditions.....” The end to displacement is the successful completion of the CCCM Cluster work and the communities become part of broader development programmes that will enhance integration of the communities and build normal economic stability and social cohesion.

Considering the new strategic situation the CCCM response strategies to facilitate the Cluster goal and objectives has the following key priorities for 2015-2016:

- **Livelihood Preparation.** Action is required to prepare the IDPs for life after displacement, in particular where return and/or relocation has occurred or is imminent. The pursuit of livelihoods can help to restore the dignity and independence of the IDPs. These interventions will also contribute to enhancing the psychological wellbeing and sense of self-worth of the IDPs and offer a sense of hope as they wait for their time for return
- **Community Harmony.** There is a need to enhance the harmony within the camp communities as well as between camp communities and host communities or communities in return/relocation areas thus establishing an environment where all can live with dignity and without fear.
- **Transition from Dependency.** There is still an inadequate level of communication and information flow between service providers, camp managers and beneficiaries. This has led to difficulties with coordination within the overall response, confusion across the beneficiary communities and reduction in effectiveness of service delivery. Regular and detailed information sharing is a key component of effective planning for humanitarian response and giving beneficiaries’ access to information about services is an important requirement for accountability.
- **Household Tracking.** To date there has been no registration of IDPs by government and as a result it is difficult to ensure equitable access to services and protection for displaced persons living in camp. Consequently information such as household survey lists have become the principle means of ensuring that humanitarian support is correctly targeted. Therefore continued effort is required to improve the frequency and quality of the household survey data in particular the identification of persons with specific needs.
- **Disaster Preparation.** In view of the potential for natural disaster to impact upon camps, priority is required to maintain and where necessary upgrade all CCCM facilities in camps to resist category 2 storm conditions. In addition, prepare the camps to react in case of a disaster and to practice contingency arrangements.
- **Transition to Development.** Advocate for the development partners to initiate planning and consultation across communities to determine projects and programmes for implementation.

Livelihoods Preparation

While awaiting the end to displacement there is a need to develop a provisional strategy to protect, develop and exploit productive capital (these are human, social, natural, physical and economic capital) and establish the potential livelihood opportunities to achieve income sources. The constraints of camp settings means that the necessary productive capital for most livelihoods options will only come available after displacement. Consequently, the development of the human capital is going to be the principle intervention whilst in camps.

The strategy has to identify where possible the potential market needs near the proposed return/relocation sites; the social or political processes that enable or inhibit access to work and other livelihood opportunities; and, possible ways in which this environment can be made more conducive to IDP livelihoods. Depending on the work of the Food Security Sector the framework of livelihood opportunities could already be defined. There are three general categories of livelihood potentials whilst in camps depending on the productive capital available.

Human Capital. It needs to be understood by the IDPs that with some livelihood options the full potential might not be possible until after displacement. Acknowledging that the start point will be the human capital in all livelihood initiatives this is to be the base upon which we will build. For the most part these will not produce immediate income. Examples include:

- Targeted training packages to build skills for workmanship, manufacturing, retail, and service delivery such as infrastructure construction and maintenance, equipment installation, computer maintenance, electrics or vehicle repairs, health and education services, child-care, or information technology support.

Social Capital. Where the camp environment provides adequate social capital some livelihood options can be developed and operated within the capacity of the social capital. Following end of displacement these livelihoods have the possibility of expansion. Examples in this category would be:

- Coffee shop, noodle cart, shoe repair service, food stall, translation service, child minding service, internet café, trishaw operation, or telephone call service.

Natural Capital. Where possible options should be chosen that can become productive livelihoods in camps by exploiting available social and natural capital. The economic value of land and natural resources to household livelihoods cannot be underestimated. Advocacy to gain access to natural capital will be critical to achieving livelihoods for many IDPs. Such livelihood opportunities will be limited in number and include such as:

- Home-gardening, agriculture, livestock, fish-farming, timber or forest-product harvesting, brick-making, stone or sand harvesting for consumption or sale.
- Domestic production activities using natural resources, crafts and manufacturing handicraft items.

Community Harmony

In recent months the government focal point Departments are becoming more engaged in the oversight of camp matters. The challenges surrounding Camp Management Committees (CMCs) in rural Sittwe stem from misuse of CMC's role and unclear expectations from the humanitarian communities in the early stages

of displacement. Additionally, female participation in the decision making processes is low to non-existent in the current camp leadership structures, this is due to a strong culturally patriarchal context, as it's shown by the lack of women selected for camp leadership positions by the government.

- Continue advocacy for women members to be appointed by Government to the CMCs, and
- Increase women participation in the advisory committees established within camps.

Improve the communication between Camp Management agencies and service providers, focus on developing an improved communication structure between agencies and camp managers, inclusive of strengthening implementing partners' accountability and transparency to beneficiaries, through camp level coordination, information management/reporting, service monitoring and a functioning complaints mechanism. The impact of this will be to enhance the coordination and information sharing between partners, avoid overlapping activities and scheduling conflicts.

- Continue the conduct of camp level coordination meetings each month and encourage the active participation of all service providers,
- Enhance the complaints mechanisms set up in camps, and show that they are an effective way of dealing with issues.

Identification of Persons with Specific Needs (PSNs) is a key role to ensure the provision of assistance, protection and access to services.

- Organise sporting events, entertainment and social activities, based upon targeted focus group discussions and market assessments, will provide target groups with capacity building and psycho social support, in relieving stress and tension from the daily camp life. The latter will be supported by other projects (and donors) through the extensive protection activities.

Although the international community has been operational in Sittwe rural camps since 2012, the functions of camp coordination and Camp Management are still very challenging in this environment: the government of Rakhine state is still unfamiliar with the concept of CCCM and its role and responsibilities; the Camp Committees and sub committees appointed by the Government are limiting the participation of the camp population in decision-making and have, due to their strong influence on camp activities, led to an increase in corruption with regards to distribution.

- Undertake capacity building of the CMC members and mentor key leadership to effectively manage the camp and prepare for transition,
- With the support of IOM undertake capacity building of the CMAs and Focal Point agencies, and
- In conjunction with the government act to minimize corruption within camp administration.

The Government has assigned oversight responsibilities for each of the managed camps to two or more State Departments as State focal points. In addition the General Administration Department has appointed a Camp Management Committee of 15 members to manage each of the camps. The interface between the CMCs and the international service providers is achieved with CMAs and international Focal Point Agencies. Where the CMC capacity and the competency of the State Focal Point Department is adequate the overall governance is achieved by UNHCR.

- Engage the respective focal point Departments and establish transition arrangements by which the Government can take over prime leadership in oversight of camp management and administration,
- Support the Government in the transitional governance arrangements as the management changes from CMA/CMC to focal point Department/UNHCR and then to village/ward.

Transition from Dependency

The end of displacement could be traumatic for some IDPs who have become dependent on the services provided whilst they were living in camps and denied mobility. As soon as practical the IDPs should revert to the Government provided services in their return/relocation communities. The cluster will:

- Work with the Government service provider Departments to start to assume full responsibility for the IDP dependency once they are in their place of relocation,
- Prepare IDPs to resume responsibility for their own livelihoods and independent living,
- Increase the communication and discussion within the camp communities to ensure an understanding of the eventual change from international to Government support, and

Work with the development actors to facilitate a smooth transition to early recovery.

Household Tracking

Implement regular household headcount surveys to ensure reliable data is provided to service providers, accurate population data is readily available and facilitate the identification of vulnerable cases. Additionally the Cluster will harmonized with other camp service provider agencies, to provide up to date and accurate service monitoring data. The impact of this will enable service provides to have access to accurate and detailed information from which to plan service delivery to beneficiaries.

- Continue to improve the quality of data held regarding IDPs, in particular the protection classifications to ensure that IDP interests are closely monitored, and
- Establish logical relationships between protection classifications of IDPs and their specific support needs in order to facilitate better targeting of support.

Disaster Preparation

Working with IOM, the camp management agencies, focal points and camp management committees are to establish preparedness and evacuation procedures. These skills will build resilience of the camp population and will also help contribute this knowledge in their new communities after displacement.

- Establish camp disaster management committees and sub-committees for:
 - Early warning,
 - Evacuation,
 - First aid, and
 - Search and rescue
- Enhance the resilience of camp management facilities to withstand a moderate event, say a category 2 storm.
- Develop contingency plans for IDP camps that includes:
 - Identification of most vulnerable groups, and
 - Establish early warning systems.
- Establish contingency plans for NFI assistance.

The Cluster needs to advocate with the township and district administrations for:

- Government support to camps in times of disaster,
- Establishment of links between police, border guard police and military for mass evacuation procedures, and
- Identification of evacuation sites and mapping of them, including allocation of specific evacuation sites to target communities.

Transition to Early Recovery

The ultimate success of the return/relocation programmes will depend largely on the development projects that will help build the coherency of the integrated communities. The Cluster has a key role to play in ensuring that the IDPs are well prepared for life after displacement. The transition will require close cooperation and coordination between the Cluster and the development actors to ensure that on one hand the IDPs are ready to be constructive and supportive members of the integrated community and on the other hand the recipient community is ready to receive the IDPs and sees value and advantage from the integration.

- Work with the development actors who are designing QIPs and projects in the places of relocation that will assist with community integration to ensure the interests of the IDPs are considered,
- Work with Protection actors to ensure that no IDP is left behind in the relocation process, and
- Ensure, in conjunction with the Development actors, that the persons with special needs are well settled in their place of relocation.

Conclusion

The outlook for the CCCM Cluster is very much influenced by the Government policies and initiatives regarding the IDPs; the willingness of the broader Rakhine community to accept a solution; the interest and capacity of the international community to advocate and financially support a solution; and the readiness of the IDPs themselves to work to find that solution.

As the Cluster operates in support of the Government our efforts are continually adjusted to reflect the plans of the Government. Consequently a review of the Cluster outlook will be required once the outcome of the national elections is known and the new Government updates the Rakhine State Action Plan.