

DG ECHO – GSC - GCCCMC Joint Monitoring Mission (JMM) to Myanmar

REPORT

Date: 18 December 2013.



1. Background

The Global Camp Coordination and Camp Management Cluster (GCCCMC) and the Global Shelter Cluster (GSC) have received contributions from the European Commission Directorate General for Humanitarian Aid and Civil Protection (DG ECHO).. A Joint Monitoring Mission (JMM) of the two clusters and DG ECHO was conducted to assess the support provided by the global clusters to the Myanmar Shelter/NFI/CCCM Cluster¹. This mission took place 22-27 November 2013.

1.1 DG ECHO Support to the Global Shelter Cluster

DG ECHO funded the Global Shelter Cluster (GSC) to set the foundation to operationalize the Strategy² 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 (Cluster Co-Leads UNHCR and IFRC, ACTED, Australian Red Cross, Habitat for Humanity, IOM, NRC and UN-Habitat,) and led by UNHCR. The specific objective of the DG ECHO contribution³ 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.

1.1 DG ECHO Support to Global CCCM Cluster

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

¹ More information on the Myanmar Shelter/NFI/CCCM Cluster can be found here:

www.sheltercluster.org/Asia/Myanmar/RakhineAndKachin/Pages/default.aspx

² The GSC Strategy 2013-2017 can be found here: www.sheltercluster.org/Global/Global%20SAG/2013%20-%202017%20GSC%20Strategy.doc

³ More information on the DG ECHO contribution can be found here:

www.sheltercluster.org/Global/Pages/ECHO.aspx

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 GCCCM 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.

2. Main findings

The JMM notes that the joint CCCM/Shelter cluster is working well despite delays in triggering the clusters only at a protracted crisis stage, and can be used as a model to others, including its pioneering role in a context where much of the Transformative agenda (TA) support was weak/not available. It has managed to deliver significant assistance in a short time and also even bring up other clusters. It is considered by many as the best cluster in the country and a very good one at the global level. The support from the global level has been visible and has enabled the country level cluster to implement the IASC Transformative Agenda commitments for a country-level cluster. This success might be threatened by the fragility of staffing as the continuity of the members of the cluster coordination teams is currently not ensured. Modalities of sustainable resourcing of both surge and longer term deployments are not completely efficient yet.

2.1 National Cluster Meeting and briefing in Yangon

The JMM met with the partners of the cluster at national level and with the national cluster coordinator. Partners showed appreciation of the resources provided by the global clusters and in particular the surge capacity provided for information management, coordination, technical coordination, and advocacy and communications. Partners expressed that more than the tools the main driving factor is the people, individuals that can make a difference. The support to the website, the advocacy capacity and products, the shelter strategy template and the factsheet were also mentioned as useful. However partners did not know about the GSC or the GCCCM Strategies. The JMM noted that there should be a way to inform country-level cluster partners of these strategies and enable them to provide feedback in a meaningful and inclusive way. It was noted that partners were not fully aware that the resources provided are coming from the Global Clusters. There is a risk that this support is assumed to have been provided by the lead agency only. There is a need for additional support to the Myanmar cluster in terms of mapping. After the meetings in Yangon, the JMM was divided in two teams that travelled to Kachin and Rakhine states to better understand the support provided at sub-national level.

2.2 Mission to Kachin

Overarching issue is that the Cluster was triggered 18 months after the mass displacement event. The JMM met with partners of the sub-national cluster. The JMM was also briefed by the sub-national cluster coordinator, visited 4 IDP camps, and had a debriefing. The JMM noted that this sub-national cluster is working well and providing appropriate coordination services. It is inclusive and in particular with national NGOs who are significant actors in the region with capacity and access.

There is a need for additional capacity particularly of international NGOs. Most of the national NGOs were also UNHCR Implementing Partners (IPs). There is a risk of the sub-cluster appearing as a meeting between UNHCR and IPs rather than a cluster meeting. sub-Cluster local partner participation levels are often lower than they could be, mainly due to the fact that until the activation of the cluster these national NGOs were used to operating independently, very differently and autonomously, of which the impact on cluster participation can still be felt. The cluster was reasonably well-staffed with people of exceptional quality. The needs assessment, the strategy, the allocation of tasks is under way; as is a very necessary close coordination with the WASH Cluster. The provision of technical support that the cluster is currently providing to the national NGOs is perceived as useful.

The JMM observed that there was a high level of uncertainty on the continuity of the members of the coordination team. Some contracts were going to end soon and it was not clear whether they would be extended. The separation between cluster and UNHCR activities was not clear enough, more clarity should be given to partners on what is being funded from the global cluster as opposed to the agency. A Technical Working Group (TWiG) has been created to address technical issues in the construction of long shelters or barracks. This TWiG is appreciated and there is a need to provide further guidance on maintenance of materials and renovation of shelters. Camp managers had been trained in CCCM and appreciated it. Their work had improved as a result of the training. While shelters were generally well received by the IDPs, most had been built before the cluster was activated and not always according to agreed international standards. The cluster has identified the main concerns and they are being addressed. Additionally the cluster is working on disseminating international shelter standards among the national NGOs working in the region. As WASH is often highlighted as an issue, a joint Shelter-WASH Cluster approach is being developed. The cluster is also coordinating the new emergency response in Mansi in Northern Shan State. While the cluster is currently addressing some of the shortcomings of the pre-cluster Kachin response, more readily available shelter technical guidance would be useful. This guidance should be easily accessible and understood by national actors to inform future responses. This guidance could address issues related to: quality, area/space, privacy, ventilation, rainwater harvesting, and other issues. The cluster could also develop simple training materials on safer construction. Additionally, linkages could be made with livelihoods by reinforcing the participation of IDPs in the construction of the shelters including in making bamboo mats.

2.3 Mission to Rakhine

Overarching issue is that the Cluster was triggered 8 months after the first wave of (and 3 months after the second wave after which it was becoming clear that returns to areas of origin would not take place any time soon) mass displacement event. The JMM participated in meetings with camp committees, national authorities, community staff, UN agencies, partners and CBOs and visits to 6 camps conducted. The JMM was impressed, especially in shelter, with how much has been achieved in less than a year since the activation of the cluster. In a very short time frame many issues holding back any progress (like lack of a plan as to how to address the problem; lack of sufficient donor/diplomatic engagement; Government indifference; lack of willing shelter actors, lack of land) were tackled resulting in the remaining balance of over 100,000 out of the original

140,000 total IDP caseload also receiving temporary shelter before or during the rainy season. A great part of the shelter implementation has been undertaken by the Government of Myanmar but it is evident that the cluster had had a key role in advocating with embassies, donors, and other stakeholders to convince the GoM to take such a big role). The cluster has been successful in its relation with the GoM which has allowed it to influence with relative success the decisions on shelter standards and designs. The cluster partners have also been well coordinated. The maintenance of the shelters is foreseen as one of the main activity for 2014. There are indications that the displacement will continue for some more years, perhaps even four, and the shelters are being affected by termites and use. The shelter cluster (and humanitarian community) has rightly resisted promoting the construction of permanent housing solutions in the camps. However this means that shelter care and maintenance are fast becoming of major importance and should have a strong impact on community mobilization and dignity of affected populations.

The relation with the WASH cluster could have been improved had the WASH cluster been more proactive. There is a need to increase collaboration and clarify roles and responsibilities with the WASH cluster particularly according to drainage, bathing facilities, rain-water harvesting, and other issues. There is a need to ensure coordination with the WASH cluster during the process of site planning. It is very important to continue the work in CCCM in these settlements. Much has been done but more is needed in order to ensure appropriate community relations particularly looking at the medium and longer term. Issues such as livelihoods, psychosocial support will have to be enhanced and CCCM has an important role in advocating for these issues to be addressed. Repair works of the shelters could be done by the IDPs themselves with some training and provision of materials and tools. There might be funding available from the EU (not DG ECHO) to non-state actors on capacity building. It would be good to look at alternative ways to meeting household needs than the distribution of NFIs. A market analysis to understand what IDPs need could usefully inform future ways of dealing with these needs.

The surge capacity provided by the GCCCMC has been instrumental in getting the cluster effective, but the lack of continuous support may jeopardize both capacity and relations to local authorities. There might be some interest in a co-lead arrangement by partners but the capacity of the partners or the added value of a formal co-lead is unclear. In the Rakhine response, as in most CCCM responses, CCCM activities are depending on human resources (camp managers and community mobilizers).

Finally, while the cluster has focused on the main camps during the acute and post acute phase of the response, and while continued focus is needed on the 23 camps, which combined house approximately 80 per cent of all the 140,000 IDPs and where the CCCM cluster determined the need to give priority to existing gaps in camp management due to lack of willing / capable actors, there's probably a need to look into the smaller and more isolated camps which are not getting the same level of support.

2.4 Other overall findings

- Distinction between UNHCR and cluster is sometimes unclear. Members of cluster coordination teams did not always have a clear understanding of roles and responsibilities of agency versus cluster.
- Contingency planning: Some work has been done but more is needed. The cluster has focused on defining a methodology for post-disaster assessments and identifying the capacity to respond.
- Cluster performance monitoring: It would be useful to undertake this type of exercise but adapted to the realities of the different sub-national hubs.

- Capacity of partners: IOM and IFRC, as cluster co-leads at global level, could continue to be solicited to be more active/involved in Myanmar. Closer engagement of other relevant partners could be encouraged to ensure the mutual benefits of a consistent cluster approach.

3. Recommendations

To the Global Shelter Cluster

- 3.1 To note and learn from the good example set by this cluster despite the difficulties of triggering of the clusters only at protracted crisis stage, and the pioneering role of this cluster for the overall role in the context where much of the Transformative Agenda support was weak/not available.
- 3.2 To build and sustain on this success, staffing issues should be addressed: Identify ways to ensure continuity in the members of the cluster coordination team.
- 3.3 Find a way to inform country-level cluster partners of the GSC strategy and enable them to participate in it in a meaningful and inclusive way.
- 3.4 Ensure that resources that are provided from the GSC are perceived as such by country-level partners. Need to acknowledge more widely and give clear visibility to the support provided directly at field level by the Cluster through forms, processes, business cards, and other ways; and distinguish this support from that provided by individual agencies, including UNHCR.
- 3.5 Discuss with the GCCCMC and the Myanmar cluster appropriate mapping and assessment (REACH&JIPS) support⁴.
- 3.6 Identify lessons learnt and provide further guidance in shelter technical issues

To the Global CCCM Cluster

- 3.7 Note and learn from the good example set by this cluster despite the difficulties of the triggering of the clusters only at protracted crisis stage, and the pioneering role of this cluster for the overall role in the context where much of the TA support was weak/not available.
- 3.8 To build and sustain on this success, staffing issues should be addressed: Identify ways to ensure continuity in the members of the cluster coordination team.
- 3.9 Find a way to inform country-level cluster partners of the GCCCMC strategy and enable them to participate in it in a meaningful and inclusive way.
- 3.10 Ensure that resources that are provided from the GCCCMC are perceived as such by country-level partners. Need to give clear visibility to the Cluster forms, strategic processes, business cards, and other ways.
- 3.11 Discuss with the GSC and the Myanmar cluster appropriate mapping and assessment (REACH&JIPS) support⁵.
- 3.12 Increase capacity to support on CCCM advocacy at global and country levels.
- 3.13 Develop formats for Strategy and Factsheet similar to those developed by GSC.

⁴ the shelter/CCCM cluster has already applied for JIPS to come in 2014 to do camp profiling in Rakhine

⁵ the shelter/CCCM cluster has already applied for JIPS to come in 2014 to do camp profiling in Rakhine

To the Myanmar Shelter/NFI/CCCM Cluster

- 3.14 To build and sustain on the current success, staffing issues should be addressed: Identify ways in consultation with the Global Shelter Cluster to ensure continuity in the members of the cluster coordination team.
- 3.15 Build up on the advocacy efforts by linking them with the TA structures that will be in place in Myanmar.
- 3.16 Advocate for additional partners to work in Kachin or existing partners working in Kachin to scale-up and/or reengage in shelter activities.
- 3.17 Advocate for livelihoods, psychosocial support and other needed activities to be undertaken in the camps, particularly in Rakhine.
- 3.18 Advocate in Rakhine for equal standards of housing for displaced (Rakhine & Rohingas) when it comes to the quality of shelters built by the GoM.
- 3.19 Explore ways of involving the camp dwellers in the repair of the shelters, the choice of NFIs, and the overall response.
- 3.20 Support partners in preparing proposals to non-state actors to EU funding on capacity building.
- 3.21 Look at alternative ways to meeting household needs than the distribution of NFIs. A market analysis to understand what IDPs need could usefully inform future ways of dealing with these needs.
- 3.22 Identify the training needs which the cluster can address with support from the global level.
- 3.23 Depending how developments progress, consider merging the responsibility of the CCCM and Shelter cluster coordinator roles under one person in Rakhine (once the bulk of the shelter workload goes towards the maintenance of existing shelters).

To DG ECHO

- 3.24 Share with the GSC the reports with lessons learnt from shelter projects from DG ECHO's partners and other technical guidance that can be of use.
- 3.25 Ensure connectedness and coherence of funding between global capacity funding and operational capacity at country

To IASC/OCHA/HCT

- 3.26. to establish why the HCT did not recommend the activation of the Shelter and CCCM clusters in Myanmar earlier and identify appropriate measures for earlier activation in the future"

ANNEX 1: Summary of support provided by GSC to the Myanmar Shelter/NFI/CCCM Cluster

Support	Description	Outputs	Duration	Comments
Website	Remote support	<ul style="list-style-type: none"> - Website created, hosted and maintained - Documents uploaded weekly and contact details maintain updated. 	Since cluster activated. On-going	
Cluster Coordination	Remote and in-country support	<ul style="list-style-type: none"> - Advice and tools provided for Strategies (Rakhine and Kachin), Factsheets (Rakhine and Kachin), website, management of cluster, and stronger donor collaboration. 	Remote: since 1 April 2013. On-going Mission: 9 May to 5 June 2013 (4 weeks)	Support provided by Global Focal Point (GFP) for Coordination
Advocacy and Communications	Remote and in-country support	<ul style="list-style-type: none"> - Documents produced: Leaflet for national actors (English/Myanmar), Advocacy Infographic, Key Messages and Frequently Asked Questions, Social Media monitoring, inputs to OCHA's the Myanmar Humanitarian Country Team Advocacy and Communications Strategy. 	Remote: since 1 April 2013. On-going Mission: 2-28 June 2013 (3.5 weeks)	Support provided by GFP for Advocacy and Communications
Shelter Technical Coordinator	Remote and in-country support	<ul style="list-style-type: none"> - Deployment of 1 shelter technical coordinator for 3 months through UNHCR stand-by agreements with RedR-Australia. - Advice and tools provided by GFP for Coordination 	Mission: 23 June to 20 September 2013 Remote: since 1 April 2013. On-going	Remote support provided by GFP for Coordination

Support	Description	Outputs	Duration	Comments
GSC Events		- The Myanmar national Cluster Coordinator and the Rakhine sub-national Cluster Coordinator participated in the Coordination Consultation and the Global Shelter Cluster meeting that took place in Geneva. They gained a better understanding of the work of the Global Shelter Cluster, exchanged experiences with other cluster coordinators, and brought the view of their cluster at the GSC meeting.	4 days Coordination Consultation: 29-30 October Global Shelter Cluster meeting : 31 October-1 November	
Revision of technical documents	Remote support	- Revision of shelter designs and technical documents.	Since cluster activated. On-going	This activity benefitted the whole cluster as the designs were shared with cluster partners as minimum standards. This included the Government of Myanmar

ANNEX 2: Summary of support provided by GCCCMC to the Myanmar Shelter/NFI/CCCM Cluster

Support	Description	Outputs	Duration	Comments
Website cccmlcluster.org	Remote support	<ul style="list-style-type: none"> - Global Website created, hosted and maintained - Global documents, templates and tools uploaded 	Since start of ECHO funding period and still on-going	Support provided by CCCM
Cluster Coordination	Remote and in-country support	<ul style="list-style-type: none"> - Advice and tools provided for Strategy, management of cluster. - 3 key deployments from the ECHO funded project with the global cluster to lead the response. <ul style="list-style-type: none"> 1. Jolanda Van Dijk, Cluster Coordinator Rakhine (7 months) 2. Andrea Paiato, Cluster Coordinator Sittwe (8 months) 3. Kevin Soquet Clerc, (12 months) Cluster Coordinator Kachin 4. Astrid S. Arne. New deployment (12 months) to continue the work as Cluster Coordinator Rakhine. 	Remote: since activation of cluster. Ongoing	Support provided by RRT officers in both UNHCR and IOM as well as continuous support from NRC PM related to deployments and planning
CCCM Trainings		<ul style="list-style-type: none"> - UNHCR with Jolanda Van Dijk (Rakhine Cluster Coordinator) and NRC staff Kelly Flynn and CCCM Cluster staff Rafael Abis conducted two trainings for Kachin and Rakhine 	Missions: 6 missions, each about 2 weeks to adapt and conduct trainings.	

Support	Description	Outputs	Duration	Comments
		<ul style="list-style-type: none"> - IOM staff Maciej PIECZKOWSKI and Christopher HOFFMAN facilitated a 3 day CCCM training in Nay Pyi Taw and are currently (dec 2013 following up with trainings in the Delta and Rakhine and Kachin as soon as timing allows. 		
Advocacy	Remote and in-country support	<ul style="list-style-type: none"> - Liaising with partners at global level to pave the way for strengthening the operations. - Work with donors to ensure long term deployments are made available according to NORCAP survey conducted in MM 	Remote: since cluster activation Mission: JMM (2 weeks)	Support provided by CCCM
Shelter Technical Deployment	Remote and in-country support	<ul style="list-style-type: none"> - Deployment of shelter technical coordinator for 4 months through stand-by agreements with CCCM surge capacity. 	Mission: 1 July to 16 September	
Information Management	Remote and in-country support	<ul style="list-style-type: none"> - Deployment of full time global Information Managers to ensure the development of the new web and all related development work set down as deliverables in the ECHO project. - Advice and tools provided. -All tools and materials made available through cccmcluster.org 	Remote: since cluster activation. Ongoing	

Support	Description	Outputs	Duration	Comments
		<p>Interactive M&E and training materials and evaluations.</p> <p>Good practices and guidelines</p> <p>Tools and templates</p>		
Revision of technical documents	Remote support	<ul style="list-style-type: none"> - Revision of CCCM toolkit - Sphere companion - Cluster guidelines - Good practices and Out of Camp study 	Since cluster activated. On-going and consulted with CO	This activity benefitted the whole cluster as the documents were shared with cluster partners.

ANNEX 3: Agenda of the mission

Friday 22nd November 2013 AM	Arrival in Yangon
14:00	Meeting hosted by Shelter/NFI/CCCM National Cluster Lead, UNHCR. Attended by National Cluster partners for Rakhine and/or Kachin States: <i>UNHCR, 287 Pyay Road, Sanchaung Township, Yangon, Myanmar</i> Brief with Q&A to be given by Shelter/NFI/CCCM National Cluster Coordinator at UNHCR Office, Yangon
Saturday 23rd November 2013	
Sunday 24th November 2013 Group 1: Group 2:	Travel to Rakhine State, fly to Sittwe airport Travel to Kachin State, fly to Myitkyina airport
Monday 24th November 2013 AM/Group 1: AM/Group 1: PM/Group 1:	Brief with Q&A to be given by Shelter Cluster Coordinator for Rakhine State, UNHCR Office Sittwe Meeting hosted by Shelter Cluster Coordinator for Rakhine State, attended by Rakhine State Shelter Cluster partners, UNHCR Office Sittwe Shelter Cluster focussed field visits, within Sittwe Township
AM/Group 2:	Brief with Q&A to be given by Shelter/NFI/CCCM Cluster Coordinator for Kachin State, UNHCR Office Myitkyina Meeting hosted by Shelter/NFI CCCM Cluster Coordinator for Kachin State, attended by Kachin State Shelter/NFI/CCCM Cluster partners
PM/Group 2:	Field visits in Myitkyina area, precise locations to be determined
Tuesday 24th November 2013 AM/Group 1: AM/Group 1:	Brief with Q&A to be given by CCCM/NFI Cluster Coordinators for Rakhine State, UNHCR Office Sittwe Meeting hosted by CCCM/NFI Cluster Coordinators for Rakhine State, attended by Rakhine State CCCM/NFI Cluster partners, UNHCR Office Sittwe
PM/Group 1:	CCCM/NFI Cluster focussed field visits, within Sittwe Township
AM-PM/Group 2:	Field visits in Myitkyina area, precise locations to be determined. Dinner with cluster partners
Wednesday 25th November 2013 AM/Group 1:	Meetings with Rakhine State WaSH & Health Clusters, plus as required other Sector Leads
PM/Group 1:	Visit various IDP sites in Pauktaw Township, and time depending Myebon Township, with Shelter/NFI/CCCM Cluster Leads
AM/Group 2:	Meetings with Kachin State WaSH & Health Clusters, plus as required other Sector Leads

PM/Group 2:	Travel to Yangon, suggested hotel (as above)
Thursday 26th November 2013	
AM/Group 1:	Debrief with Shelter/NFI/CCCM Cluster Coordinators for Rakhine State
PM/Group 1:	Travel to Yangon, suggested hotel (as above)
AM-PM/Group 2:	ECHO to plan
Friday 27th November 2013	
AM	Debrief with Shelter/NFI/CCCM National Cluster Coordinator, UNHCR Office Yangon
PM	Meetings with other Clusters, ECHO to plan
PM	Depart for Bangkok