



Rakhine State Government Camp Management Structures: Camp Management Committees & Sub-Committees



Code of Conduct & Term of Reference

February 2017

Introduction

Camp Management Committees (CMCs) and their associated sub-committees were established by the Rakhine State Government (RSG) in 2013 to promote peace and stability, conduct civil administrative duties and to support the equitable provision of humanitarian assistance and protection to IDPs. Committee members were appointed by the General Administration Department (GAD), provided with basic terms of reference (ToR) and expected to hold office for 6 months. CMC appointments were generally based on a candidate's ability to influence and control IDP groups. Consequently, the most powerful and influential people prior to the conflict, who are not necessarily recognised as IDPs by the RSG, became CMC members. In some cases, CMC membership includes leaders from host communities.

After almost 4 years, CMC membership has changed little allowing members to gradually increase their power within camps to unacceptable levels. Camp Management Agencies supporting the capacity building of CMC members as well as the coordination of humanitarian assistance regularly receive complaints from IDPs and service providers regarding the misconduct of CMC members. In some camps particularly the large factionalized camps, CMCs have been likened to 'mafias' blackmailing service providers by obstructing the provision of humanitarian assistance and engaging in practices of extortion, exploitation and harassment of IDPs. In recognition of the magnitude of the problem, the RSG requested support from the international community at the Emergency Coordination Committee (ECC) meeting in January 2016 to develop strategies for a reform of camp management committees (CMCs).

A joint workshop was conducted on 25th March 2016 between the Rakhine State Government (RSG) and Camp Coordination and Camp Management (CCCM) Cluster partners in Sittwe resulting in a discussion paper proposing the RSG establish a technical working group (TWiG) to advise by:

- Proposing a new organizational structure for RSG camp management structures.
- Developing clear Terms of Reference (ToR) for all camp committees and sub-committees.
- Developing a Code of Conduct and Disciplinary protocols
- Proposing a strategy for the implementation of CMC reform

In mid-2016, when the RSG attempted to issue Identity Cards for National Verification (ICNV), the CMC reform process was suspended by the State Secretary. However, in November 2016, CCCM Cluster partners were advised to continue working on the technical components behind the CMC reform by drafting a Code of Conduct and Term of Reference for the Camp Management Committee (CMC) and its sub-committees.

It is hoped that the Code of Conduct and Terms of Reference drafted by CCCM Cluster partners will be debated at a joint RSG/CCCM Cluster technical working group (TWiG) on CMC reform to be led by the Rakhine State Government.

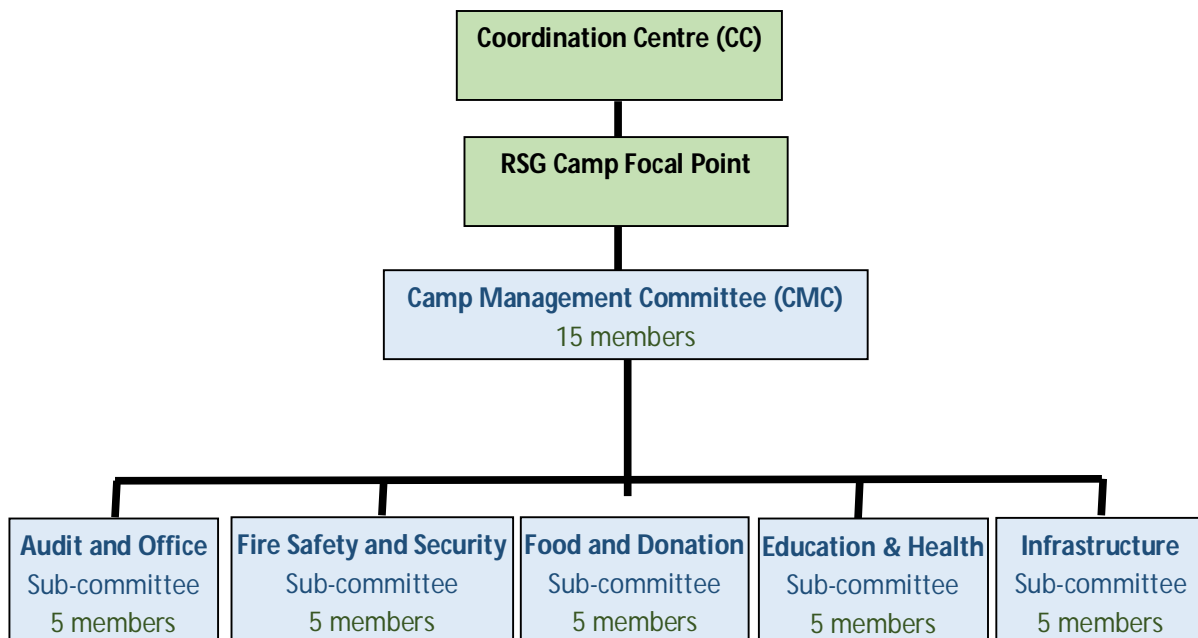
Camp Management Structure in IDP Camps in Rakhine State

Background

In 2013, the Rakhine State Government (RSG) established a camp management structure for all IDP camps. The structure comprised of a 15-member, Camp Management Committee (CMC) and 4 sub-committees each with 5 members: an audit and office sub-committee, a fire safety and security sub-committee, a food and donation sub-committee and an education and health sub-committee. In line with the standard practice for village administration in Myanmar, membership of the CMC and sub-committees was made by government appointment.

Revised structure for Camp Management

To improve coordination between the RSG camp management structure and humanitarian actors, it is advised that the RSG establish an additional sub-committee for infrastructure. This 5-member sub-committee would work closely with partners of the Shelter and WASH Clusters and report to the Camp Management Committee (CMC).



Composition of the Camp Management Committee

The Camp Management Committees (CMCs) established by the Rakhine State Government in 2013 comprised of 15 members and were tasked with the duty of maintaining peace and stability in the IDP camps. Committee members were appointed by the RSG and whilst it was the intention for members to serve limited tenures, many CMC members and members of the 4 sub-committees have held office for almost 4 years.

Many of the camp committees are unrepresentative of the IDP groups within camps. It is therefore recommended the RSG appoint camp committee members from a shortlist of candidates selected by IDPs, representative of all IDP groups within the camp. Assistance to compile the shortlist of candidates could be provided the Camp Management Agency (CMA), if required.

Since 2013, Camp Management Agencies (CMAs) and service providers have established a range of community groups in the IDP camps to support the effective implementation of humanitarian assistance. To increase representation, it is strongly recommended these groups be included in the membership of Camp Management Committees (CMCs). By reducing the number of ordinary members on the CMC to two members, six candidates from community groups could be appointed to the CMC; 2 from the women's group, two from the youth and adolescent group and two from the elderly group.

To increase the voice of women and girls on CMCs and sub-committees, it is strongly recommended that the CMC have a minimum of four women and that women are represented on at least two of the five sub-committees. As women are likely to feel more comfortable reporting security incidents to a women, it is recommended the Fire Safety and Security sub-committee have at least two female members and that the education and health sub-committee also have at least two women members. The table below illustrates the suggested composition of a 15-member Camp Management Committee.

Established by	Role	Members
Rakhine State Government (RSG)	Camp Leader	1
	Deputy Camp Leader	1
	Leaders of Sub-Committees	5
	Ordinary Members	2
CMA supported Community Groups	Women's Group	2 (F)
	Youth & Adolescent Group	2 (M/F)
	Elderly Group	2 (M/F)
TOTAL		15

Decision-Making: All 15 members of the CMC have equal voting rights.
Decisions will be taken by a majority vote.

Tenure of Service: 1 year or according to disciplinary protocols and the Code of Conduct

Capacity Building of Camp Management Committee

To build the capacity of Camp Management Committee (CMC) members to effectively fulfill their duties in a transparent and accountable manner, a wide range of trainings will be provided by the Rakhine State Government, CCCM Cluster partners (UNHCR, IOM, DRC, LWF & NRC) and members of the Protection Working Group (PWG). The list below are some of the trainings currently offered to the RSG in support of the CMC reform process.

- Terms of References
- Code of Conduct
- Accountability
- Leadership
- The CCCM Framework
- Roles and Responsibilities
- Participation
- Effective Coordination
- Care and Maintenance
- Protection in Action
- Gender-Based Violence in CCCM
- Child Protection in CCCM
- Safety and Security

Code of Conduct for CMC members and their sub-committees

Preface

Ethics is an integral part of Internally Displaced Persons (IDPs) leadership and representation. Individuals who are members of the Camp Management Committees (CMCs) and sub-committees are expected to adhere to the fundamental principles of fair, transparent, non-discriminatory representation and accountable leadership.

This Code of Conduct for Camp Management Committees and sub-committees serves the following purposes:

- It is a non-negotiable set of the ethical obligations and duties of every individual who joins or is a member of the Camp Management Committees and their Sub-Committees;
- It is an expression of Camp Management Committee and sub-committees members' understanding of their commitment to their community, the Rakhine State Government, Camp Management Agencies and Service Providers.

Article 1: Respect for human dignity

- 1.1. A fundamental principle of camp leadership is to respect and promote, the inherent worth, dignity, and human rights of every individual in the community. When presenting issues to various parties, including government, humanitarian stakeholders, the Camp Management Committee, sub-committees and its Members will demonstrate full consideration of the protection and assistance needs of all persons within their community, irrespective of their age, gender, religion, social status, political affiliation and ethnic or family background.
- 1.2. In the spirit of respect for human dignity the Camp Management Committee members will adhere to the principles of 'do no harm', to ensure that acts taken by the CMC committee members will not put camp residents at further risk of harm.
- 1.3. In the same spirit, CMC and sub-committee members will seek to work in a participatory manner stressing the participation of women as well as marginalized groups within the community.

Article 2: Respect of law and order

- 2.1. Respect Myanmar national and international laws and shall not engage in conduct that is a violation of the law.
- 2.2. Recognize the Myanmar authorities' role in enforcing the law.
- 2.3. Never support or deliver corporal punishment, forced marriage, child marriage, forced incarcerations, child labour, or make recommendations that endanger the safety of the individual.
- 2.4. Never cooperate with, facilitate or harbor criminals or criminal activities within the community.

Article 3: Relationship with members of the community, camp management agency community groups and service providers

- 3.1 Establish and maintain respectful, constructive relationships with members of the community, community groups, camp management agencies and service providers and serve the community with full respect for their rights, without prejudice.
 - 3.2 Address the needs of the community to the concerned authorities without demanding or exchanging any money, goods, services or favors of any kind from the camp residents or agencies.
 - 3.3 Never engage in any form of abusive behaviour, violence, harassment or exploitation toward any agency staff or camp resident, particularly women or children, or allow them to be put into a compromising situation.
 - 3.4 Never marry or engage in sexual relations with a person under the age of 18yrs.
 - 3.5 Never demand or exchange any money, goods, services or favors of any kind from the community for any service provided, including resolving disputes.
 - 3.6 Never accept any offers, monetary or in kind, from key stakeholders for compromising community benefits.
 - 3.7 Never bribe government officials, agency staff or other IDPs under any circumstance.
 - 3.8 Never become involved in the selling of land or shelter units to IDPs under any circumstance
 - 3.9 CMCs and their sub-committees will work in cooperation with service providers respecting humanitarian principles of humanity, neutrality, independence, impartiality and respecting the activities of humanitarian agencies.
 - 3.10 Respect the internal service provider guidelines on implementation of their activities and hiring of staff
 - 3.11 Do not intentionally disrupt activities of service providers in the camps.
 - 3.12 Never use your leadership role/position to promote your personal interests or individual, family, political, religious, ethnic, clans or any other personal preferences.
 - 3.13 Promote harmonious coexistence and cohesion among the IDPs and host community members based on mutual respect and understanding.
 - 3.14 Report code of conduct violations of other CMC and sub-committee members.
- When needed, working with community members or service providers to shield individuals from physical harm.
- 3.15 Decisions concerning children (under 18 years) should follow child protection referral pathways.
 - 3.15

Article 4: Respectful Communication

- 4.1 Communication with IDPs, fellow leaders, UN and NGO staff, government officials or any other person shall not be abusive, offensive, threatening or otherwise inconsistent with a proper style of respectful communication expected from a Committee member.
- 4.2 Be honest, fair, transparent and respectful to all community members regardless of their ethnicity, gender, social status, religious or political affiliation.
- 4.3 Never spread misinformation or false accusations for personal gains or incite the community to riot, violently demonstrate and/or strike.

Article 5: Protection of confidential information

- 5.1 The committee member shall understand that the confidentiality of the camp population’s private information must be respected e.g. information on human rights violations, information on GBV survivors, or on children who have been separated from their parents or care-givers should also be treated with great sensitivity.
- 5.3 CMC and sub-committee members will respect the need for service providers to maintain confidentiality of the persons they represent

Article 6: No harassment

- 6.1 A Committee member shall in no circumstances engage in sexual, verbal, physical or other forms of harassment of an IDP, other members of the CMC or any other person.

By signing this document, the Camp Management Committee and/or the Camp Management Sub-Committee member adheres to this Code of Conduct. The undersigning party has understood the content of the Code of Conduct, has undertaken training on its content and commits to refresher trainings as required.

Any member of the committee who breaches this code may be removed from the Camp Management Committee and Committee and/or Sub-Committees.

Any violations of this code of conduct will result in disciplinary measures by the Rakhine State Government in accordance with its protocols.

	Committee Member	Rakhine State Government	Camp Management Agency
Signature:			
Name:			
Position:			
Date:			

Terms of Reference for Camp Management Committee

Roles and Responsibilities:

1. To support the General Administration Department (GAD) to fulfil civil administration duties within the IDP camp.

- Attendance of either the camp leader, the deputy camp leader or another nominated CMC member at the regular Township level coordination meetings held by RSG at Hmanzi junction, Sittwe and Sin Tet Maw, Pauktaw.
- Liaise with the RSG focal points to support compensation for landowners of IDP camp locations.
- Monitor humanitarian services provided in the camp and report to RSG focal point and camp management agency (CMA).
- Document the monthly activities of the CMC and sub-committees.

2. Contribute to the smooth and timely delivery of humanitarian assistance ensuring access is not blocked by any individual/group.

- Support sub-committees on request of the leaders of the sub-committees.
- Ensure humanitarian workers, including service providers are not subjected to violence, threats or intimidation and practices that violate humanitarian principles (humanity, neutrality, impartiality & operational independence).
- Support effective conflict resolution in line with National laws within the IDP camp when appropriate.
- Participate, as required, in needs assessments as well as monitoring and evaluation.
- Ensure the IDP population, including most vulnerable groups, have a say in the implementation of humanitarian assistance by service providers (UN/NGOs)
- Ensure all humanitarian services are provided to IDPs free of charge or any other compensation.
- Cooperate with community groups to ensure equitable access of IDPs to humanitarian assistance
- Promote a fair and transparent system by which all adult IDPs within the camp have equal opportunities to work on infrastructure projects without requesting or accepting any offers, monetary or in kind, and ensure that this process encourages women's full participation and excludes child labour.
- Support the camp management agency (CMA) when requested, to collect data for the CCCM monthly monitoring tool.
- Refer any concern of IDPs to the RSG Focal Point and to the Camp Management Agency

- Understand and follow protection referral pathways and guidance including protection principles of respect, safety, security, do no harm, confidentiality, best interest of the child.
- Actively participate in capacity building / training opportunities by RSG, CCCM partners and members of the protection working group

3. Promote efficient coordination between the CMC, sub-committees and RSG Focal Point.

- Mentor sub-committees on the adherence to their TOR and to the Code of Conduct
- Conduct regular CMC meetings documenting and sharing meeting minutes with the RSG camp focal point, camp management agency (CMA) and service providers.
- Support service providers to resolve issues raised at CMC meetings by mobilizing stakeholders as requested.
- Facilitate the effective flow of information from the RSG, UN/NGOs and camp committees to IDPs.
- Assist in the identification of gaps in the provision of humanitarian assistance informing both the RSG camp focal point and the camp management agency (CMA).
- Actively participate in mass information campaigns and special events conducted by the RSG and UN/NGOs in IDP camps.
- Attend, as required, camp management coordination meetings chaired by the camp management agency (CMA) and attended by representatives of the RSG, sub-committees, and service providers.
- Ensure regular access for IDPs, RSG Focal Point, CMA, and Service Providers to CMC's office and representatives at designated times
- Promote awareness of the functions and responsibilities of the CMC and its sub-committees

	Committee Member	Rakhine State Government	Camp Management Agency
Signature:			
Name:			
Position:			
Date:			

Audit & Office Sub-Committee

Composition:	One leader and 4 ordinary members (Total = 5 members)
Decision making:	Decisions taken by majority vote
Representation:	Leader of sub-committee or an appointed member to actively participate in CMC meetings with voting rights
Tenure of Service:	1 year or according to disciplinary protocols and the Code of Conduct

Roles and Responsibilities:

- Conduct regular meetings of the sub-committee documenting minutes and sharing these with CMCs, RSG focal points and CMAs at CMC meetings.
- Liaise with the RSG Focal Point to support the provision of civil documentation to IDPs.
- Together with the RSG focal point, RSG technical counterparts, camp management agency (CMA) and service providers, observe, as requested, needs assessments and other data collection exercises conducted within the IDP camp.
- Share, on a regular basis with the RSG Focal Point, the CMA monthly reports of humanitarian services.

	Committee Member	Rakhine State Government	Camp Management Agency
Signature:			
Name:			
Position:			
Date:			

Fire Safety & Security Sub-Committee

Composition:	One leader and 4 ordinary members, including two women (Total = 5 members)
Decision making:	Decisions taken by majority vote
Representation:	Leader of sub-committee or an appointed member to actively participate in CMC meeting with voting rights
Tenure of Service:	1 year or according to disciplinary protocols and Code of Conduct

Roles and Responsibilities:

- Recognize the Myanmar authorities' role in enforcing the law.
- Liaise with the RSG camp focal point, security forces and the camp management agency (CMA) to ensure IDPs receive adequate levels of safety and security.
- Ensure fire safety infrastructure is functional in the IDP camp at all times. Report any needs to the RSG camp focal point and the camp management agency (CMA).
- Support awareness raising campaigns on fire safety in IDP camps.
- Support the camp management agency (CMA) in the facilitation of refresher training for fire safety volunteers in the IDP camp.
- Together with the CMC, support effective conflict resolution in line with National and international laws within the IDP camp when appropriate.
- Actively discourage the use/abuse of alcohol in the IDP camp.
- Actively identify general safety and security gaps in the IDP camp and propose solutions to the RSG and camp management agency (CMA)
- Support the CMC, RSG and camp management agency (CMA) to implement emergency preparedness and response plans in the IDP camp.

	Committee Member	Rakhine State Government	Camp Management Agency
Signature:			
Name:			
Position:			
Date:			

Food & Donation Management Sub-Committee

Composition:	One leader and 4 ordinary members (Total = 5 members)
Decision making:	Decisions taken by majority vote
Representation:	Leader of sub-committee or an appointed member to actively participate in CMC meeting with voting rights
Tenure of Service:	1 year or according to disciplinary protocols (see Code of Conduct)

Roles and Responsibilities:

Private Donations

- Keep a record of and pro-actively notify the RSG camp focal point and the camp management agency (CMA) of any private donations conducted within the camp including the types of items and the number of beneficiaries.
- Collaborate with CMAs to ensure that private donations are equitably and fairly distributed among IDPs, prioritizing vulnerable members of the camp.
- Disseminate information to IDPs and publish lists of private donations and distributions through the CMC and camp notice boards.
- Regularly update stock balance and report at CMC meetings.

Food Distributions

- Identify IDPs not included on food lists and prioritise them to benefit from private food distributions.
- Support and monitor food distributions promoting accountability of both the food received and its related documentation.
- Report all food assistance to RSG camp focal point, CMC, the audit and office sub-committee and the camp management agency (CMA) on a monthly basis.
- Regular general food distribution to be conducted at agreed public premises authorized by RSG
- Non-Food Item (NFI) Distributions Observe NFI needs assessments conducted by service providers as requested.
- Support the identification of highly vulnerable IDPs with specific NFI needs.
- Support and monitor NFI distributions promoting accountability of both the NFI received and its related documentation. Report all NFI distributions to the RSG camp focal point, CMC, the audit and office sub-committee and the camp management agency (CMA) on a monthly basis.

	Committee Member	Rakhine State Government	Camp Management Agency
Signature:			
Name:			
Position:			
Date:			

Education & Health Sub-Committee

Composition:	One leader and 4 ordinary members, including two women (Total = 5 members)
Decision making:	Decisions taken by majority vote
Representation:	Leader of sub-committee or an appointed member to actively participate in CMC meetings with voting rights
Tenure of Service:	1 year or according to disciplinary protocols (see Code of Conduct)

Roles and Responsibilities:

Education

- Facilitate safe access to formal and informal education for IDP girls, boys, women and men.
- Actively participate in needs assessments for schools and temporary learning spaces (TLS) within the IDP camp as requested. Share information with RSG camp focal point, CMC and CMA.
- Maintain lists of all students within the IDP camp.
- Identify and report to the education service provider and the camp management agency (CMA) cases of children who are not attending school
- In collaboration with the School Management Committee, Parent Teacher Association (PTA) and education service providers, actively participate in school enrollment campaigns before the beginning of each school year.

Health

- Facilitate safe access to healthcare for IDP patients in the camp.
- Refer in a timely manner, cases requiring transportation assistance to CMAs and protection service providers.
- Report any challenges in accessing health care to RSG health focal points and CMAs.
- Actively support medical/obstetric referrals for emergency cases, according to protocols, with the medical service provider in the camp.
- Actively engage in identifying health needs or challenges and in proposing solutions.
- Support and facilitate awareness raising campaigns on health issues in the IDP camp.

	Committee Member	Rakhine State Government	Camp Management Agency
Signature:			
Name:			
Position:			
Date:			

Infrastructure Care and Maintenance Sub-Committee

Composition:	One leader and 4 ordinary members (Total = 5 members)
Decision making:	Decisions taken by majority vote
Representation:	Leader of sub-committee or an appointed member to actively participate in CMC meetings with voting rights
Tenure of Service:	1 year or according to disciplinary protocols and Code of Conduct

Roles and Responsibilities:

Shelter

- Refer any damage to shelters and shelter concerns of IDPs to RSG camp focal point and CMAs for technical assessment.
- Observe, as required, in RSG/Shelter Cluster partners needs assessments.
- Support shelter service providers to disseminate information to IDPs of proposed (re)construction, rehabilitation and repairs of temporary shelters.
- Report on the progress of shelter activity to RSG Focal Point, CMC and the camp management agency (CMA).

WASH

- Assist in organizing community meetings and meetings with RSG focal point for WASH partners.
- Assist in mass information and awareness campaigns concerning WASH activities.
- Assist in locating sites for WASH facilities, e.g. drainage lines, latrines, incinerators, desludging tractor routes, by organizing meetings with relevant stakeholders for any land related issues i.e. landowners, RSG focal point, WASH agencies and CMC.
- Inform WASH agencies of any complaints received regarding any safety and/or security issues concerning WASH facilities.
- Report on the progress of WASH activity to RSG Focal Point, CMC and the camp management agency (CMA).

Other camp infrastructure (e.g. CMC office, lighting, bridges etc..)

- Monitor the condition of camp infrastructure reporting major damages to the CMC, RSG camp focal point and the camp management agency (CMA).
- Identify camp infrastructure needs and report to the CMC, RSG camp focal point and the camp management agency (CMA).

	Committee Member	Rakhine State Government	Camp Management Agency
Signature:			
Name:			
Position:			
Date:			

**Disciplinary Protocols for Breaches of
Code of Conduct**

To be drafted by
Rakhine State Government