

**Follow-up Mission Report of the HAP 2010
Deployment
to
Dadaab Refugee Operations**

A community member showing her handicrafts- a rug she has made out of recycled plastic bags © Maria Kiani

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During July – October 2010 the Humanitarian Accountability Partnership (HAP) International undertook a [deployment to Dadaab Refugee Camps](#) (northern Kenya) with the objective of increasing awareness and strengthening practice of humanitarian accountability. This deployment was jointly hosted by CARE and UNHCR with contributions from HAP, CARE, Danish Refugee Council (DRC), Save the Children, UNHCR and in-kind contributions from Lutheran World Federation (LWF) and Film Aid International (FAI). The HAP Roving Team was composed of Maria Kiani, HAP Roving Representative and Rita Mami, Gender Equity and Human Rights Officer Kakuma who was seconded by LWF as a contribution to towards the deployment.

The **overall aim**¹ for the deployment was to strengthen understanding and practice of humanitarian accountability and quality management with a particular emphasis on facilitating improved information sharing, participation and complaints handling (both at agency-specific and inter-agency level) for refugees and host-community in Dadaab.

The three-month deployment to Dadaab ended with the establishment of the Dadaab Accountability & Quality Working Group committing to undertake collective efforts to strengthen accountability in the ongoing response, with some agencies drafted agency-specific action plans for improving internal accountability processes and procedures. Senior management and accountability focal points at Nairobi and head offices were debriefed on the [key findings and recommendations](#) (2010) to ensure wider interest and ownership for the outcomes and follow up actions of the of the deployment.

This is a report of a follow-up mission of the [three month deployment to Dadaab](#) which was undertaken to review the progress made by the agencies and the ongoing efforts. It also makes recommendations for the overall response.

Acknowledgement: Special thanks to members of the Dadaab Accountability & Quality Working Group for their continued commitment and dedication.

More information:

[HAP's Roving Team undertakes deployments to new or escalating emergencies](#) to support individual and collective efforts by various humanitarian actors to strengthen accountability to communities affected by disasters.

[Read the stories from the Dadaab and Kakuma on World Refugee Day](#)

[Watch the documentary Our Say in which refugees in Dadaab talk about accountability issues](#)

Note: For all photographs used in this report, permission to be photographed has been taken. An explanation of how these photographs will be used has also been provided. HAP promotes the ethical use of photographs of those affected by disasters, which includes protecting their dignity by not portraying them as helpless victims.

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¹ See Annex 1 for a detailed overview of the activities undertaken against the specific objectives of the deployment.

1. HAP Follow-up mission to Dadaab- Review of activities and progress

From the 16th May to 28th May, the Roving team travelled to the Dadaab refugee complex to review progress since last year's deployment and provide support for ongoing efforts. During the visit to Dadaab the following agencies relevant staff members were consulted and programme sites visited: CARE, Danish Refugee Council (DRC), Filmaid, Lutheran World Federation (LWF), Norwegian Refugee Council (NRC), Oxfam, Save the Children (SC), United Nations High Commission for Refugees (UNHCR), and World Food Programme (WFP). In addition, the Roving Team facilitated a workshop with the Accountability and Quality Working Group (AQWG) on joint complaints and response mechanisms, and the 2010 HAP Standard on Accountability and Quality Management.

At the time of the visit, the Dadaab refugee complex was witnessing a huge influx of refugees from Somalia. The duality of the 20-year-old response to over 525,000 refugees and the new influx of refugees has continued to stretch agencies capacity to respond, which face the struggle of providing services to the long established refugee population while scaling up to provide emergency aid to the new arrivals.

Majority of new arrivals were living on the perimeter of the camps with limited or no services as a result of a political stalemate that has delayed the opening of new camps. This impeded the proper planning and delivery of the basic services for the new arrivals, for example latrines and shelters could not be put beyond the perimeter of the camps since the area had not been officially allotted by the host authorities and community. The political stalemate, which occurred in opening of the new camps, was intricate with various factors contributing to its cause. While the refugees continued to stream in due to instability in Somalia, recent unprecedented spikes in arrivals had begun to emerge. This was due to the famine, the severity of which had been accelerating over a period of time, but still put a tremendous amount of pressure on the agencies operational in Dadaab which led many to question why the trends emerging from Somalia had not been more carefully considered in order to prepare and coordination better. Organisations also questioned why the official declaration of the famine emergency was not made earlier as this would have brought greater attention and donor involvement to mitigate the current crisis. The famine that also affected areas in Kenya, led many Kenyan nationals in the areas surrounding Dadaab to flock to the camps in search of humanitarian assistance.

In the backdrop of these unfolding events, organisations operating in the world's largest refugee camp, which is fraught with numerous challenges have made notable efforts during and after the HAP deployment in 2010 to strengthen accountability in the ongoing response.

The points below highlight the salient activities of various agencies to strengthen accountability. It is important to note that agencies other than those mentioned below might have made similar efforts and participated in activities. The salient efforts as mentioned below have been reported by different agencies and observed by the HAP team during the follow up visit. These have been clustered under the six benchmarks of the HAP 2010 Standard and are as follows:

1. Establishing Commitments and delivering on commitments

One of the concerns and challenges highlighted by staff during the deployment and the independent [After Action Review](#)² was the urgent need to treat accountability and quality as an organisational priority, which needed to be reflected in policies and future work plans. To ensure sufficient follow up and sustainability, the designated accountability focal points of interested agencies and the Roving team developed action plans. In addition, the Roving Team debriefed senior management and accountability focal points at Nairobi and head offices to ensure that support was provided to the staff in Dadaab. A number of good examples of agencies integrating accountability into organisational systems and processes were observed during the follow up visit.

² This was independently conducted by a consultant from World Vision, the findings and the recommendation in the report can be viewed at: <http://hapinternational.org/pool/files/dadaab-aar-report-2010-final.pdf>

- The designated staff at Lutheran World Federation (LWF) discussed their action plan at the LWF annual strategic planning meeting. In addition, the Kakuma team developed a similar accountability action plan. Both of these plans have now been taken on board by senior management and merged into the country level annual strategic plan against which regular monitoring is done and requisite funds are sought.
- Similarly, the designated accountability focal points at the Norwegian Refugee Council (NRC) participated in the developing the organisational Annual Plan of Action for 2011. They have also integrated accountability and quality within the monitoring and evaluation processes, procurement plans and expenditure plans. An organisational self-assessment tool has also been developed against the HAP Standard and an administrative tool is currently being developed that contains elements of the HAP Standard.
- The CARE team is merging the accountability action plan that it drafted with the implementation of plan of their overall Humanitarian Accountability Framework³, which will be overseen by the country director and senior quality assurance team. CARE's ongoing process of prioritising accountability and quality, which had already started prior to the deployment, has come to fruition with a greater focus on quality assurance in all its programmes. This emphasis towards increased accountability is reflected in the monitoring and evaluation unit in Dadaab now being expanded to become the Quality Programme Development Unit, which is dedicated to ensuring accountability and quality in its response in the Dadaab operations.
- During the deployment in 2010, Save the Children (SC) team in Dadaab successfully applied for the "Accountability to Children Strategic Investment" Award. This internal award showcases innovative efforts and practices of accountability, and shares relevant learning widely within other SC operations. The HAP and SC teams worked closely to develop an implementation plan for this award while keeping in mind the gaps that were identified during the deployment. The Accountability Focal Point at the London head quarters is involved and provides support and guidance. The team in Dadaab greatly appreciated the support from the head office, as it has helped to promote and establish accountability as an organisational priority. Having dedicated funds for accountability activities has allowed projects to be undertaken with greater ease and the reporting obligations helped the staff push it as priority. In addition, an accountability framework is being developed for the Dadaab and Kenya Programmes as a whole, for which a self-assessment process was completed; this was developed initially in Dadaab and then for the other Area Offices in the Kenya programme. The self-assessment was carried-out using a standard assessment tool designed by the Effective Programmes team in London, which is linked closely to the 2010 HAP Standard in Accountability and Quality Management. The exercise was conducted with two staff groups: Programme staff in the field and management staff. In both cases, staff members were asked to score their programmes level of accountability against the six benchmarks of the HAP 2010 Standard and provide reasoning for their score. After the assessment, programme staffs were asked to identify how performance against each benchmark could be improved. The overall results and findings led to further improvement of the planned activities under the Strategic Investment Fund Award.
- DRC is in the process of developing a countrywide accountability framework, which will be contextualised for Dadaab. A commitment to support partners and to enable them to deliver accountable and quality services is a key component of the framework. DRC has already undertaken capacity building activities in particular areas with the Refugee Consortia of Kenya (RCK) and CARE.
- All DRC programmes are begun with the drafting of guidelines, which are developed in line with the HAP standard to ensure that all aspects of accountability are integrated at planning, implementation and monitoring stages.

³ A copy of CARE's Humanitarian Accountability Framework can be found at: <http://www.care-international.org/Accountability/>

2. Staff Competencies

“The HAP deployment has been an eye opener for several of our field staff and the benefit of accountability to our work has shown the way that simple things can have a huge impact and not cost a lot of money. It created a proactive approach of thinking in our staff: thinking about how you do things and how you can improve. (Quote from one Head of Agency in Dadaab during the After Action Review,2010)

In an effort to strengthen staff performance and improve competencies some agencies undertook particular efforts:

- The NRC team moved towards conducting regular trainings and orientations for staff on accountability and the HAP standard. In addition, the job descriptions were reviewed to ensure that accountability becomes “*everyone’s business and not only the responsibility of the focal points*”. The team developed an orientation package, for all staff, including the volunteers from the refugee camps, who are called incentive staff. These orientations have a special focus on the code of conduct, and a collection of key documents have been translated into relevant languages. In addition, incentive staff have been provided with identification, a practice that is not common to all agencies in Dadaab. Through a lottery system they have also been given the opportunity to take part in a distance learning programmes. Capacity building such as workshops on accountability and quality for its partners have also been undertaken by the NRC team.
- After the self-assessment process, SC realised that the induction package offered to new staff at Nairobi and field level did not include accountability, which resulted in staff not having a clear understanding that it is an organisational priority and their role in it. To address this, a Learning, Impact and Accountability consultant was asked to develop an induction package on accountability. This induction package has been shared with area managers of all programme offices and used for field level inductions. Training modules for monitoring and evaluation, child protection, and child safeguarding have been redesigned to include accountability and quality aspects. Trainings and inductions for Dadaab that are underway will be for over 45 national staff, 150 ‘incentive’ (refugee) staff and 500 community volunteers who are in direct contact with children as a result of their roles within the organisation.
- LWF, which manages camps in Dadaab and oversees the security issues in them has established a ‘Community Based Security Management System’, in which the community takes a lead in ensuring security and safety in the camps. A team of community members known as Community Peace and Security Teams (CPST) act as community police across the camps and play a vital role in monitoring and reporting of security incidences in the camp. LWF has started a regular programme of capacity building under which the 92 CPSTs and 30 security staff members were trained on the HAP Standard and their role in ensuring improved accountability in their services to the community. This training was conducted by members of the Dadaab AQWG and was the first time ever that the CPSTs were trained on accountability issues and HAP. During consultations with the CPST, they reflected that the trainings added value to their work and increased their capacity, in particular the complaints handling element of the training helped them in solving conflicts amongst the refugees at the block level.
- DRC continues to uphold its commitment to accountability and element of staff competencies by ensuring that employee selection processes, job advertisements and descriptions clearly reflect this. All staff members, including drivers, cleaners, cooks and incentive under go a formal induction in which they sign and adhere to staff code of conduct, which explicitly states the HAP Principles of Accountability, its accountability framework, and their role and responsibility in delivering on these.

3. Sharing Information

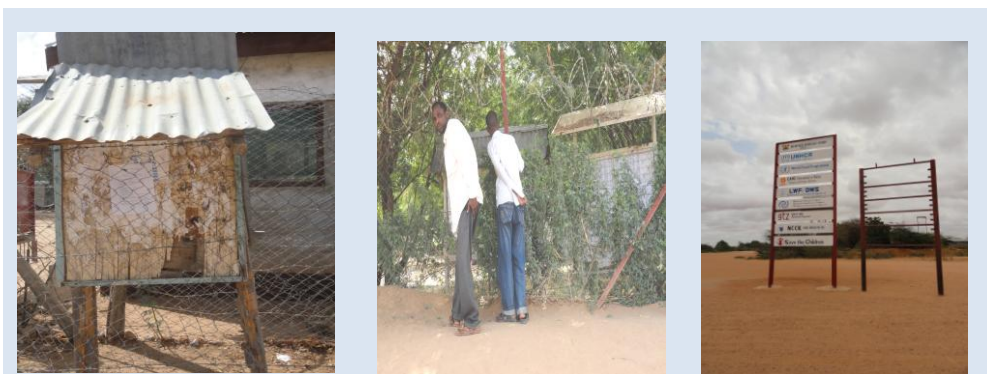
An Inter-Agency Accountability Mapping and Action Planning Exercise was conducted during the deployment in 2010, in which agency staff, refugees (long term and new arrivals), and members of the host communities were consulted. The lack of effective and timely information sharing was identified as one of the biggest gaps and a root cause for the tense relationships between various stakeholders. The information sharing and information provision gaps that emerged at the inter-agency and intra-agency level were:

Inter-agency level:

- With fast changing roles and services of agencies and rapid staff turnover, a lack of clarity about the specific activities and deliverables of the agencies persists. This effects coordination and inter-agency relationships and impacts the provision of timely and accurate information and delivery of services to refugees. A staff member stated, “*due to poor information sharing, we end up doing more conflict resolution than working together.*” An example cited by another staff member was of a blind refugee needing shelter. He was repeatedly sent to an agency specialising in working with disabilities, despite the fact that the agency did not deal with provision of shelter. Staff members from various agencies assumed that because the refugee was blind, the agency dealing with special needs would deal with the issue. The blind man had to seek help from three different agencies, each of whom referred him to another agency.
- The absence of a centralised database, which can provide an overview of relevant reports, schedules and meeting ToRs, follow up action points and contact details hinders planning and prevents any cross referencing before providing information to affected communities.

Agency level:

- There is a concentration on the visibility of agency logos. Important information related to the provision of services, how to access them, eligibility, and deliverables remain unclear, or are simply is not provided.
- There is poor information sharing within agencies. Staff felt that senior management retain information or do not share it widely internally in the their organisations.
- Agencies provide little or no information on their gates in the camps regarding their programmes, vision and mission, staff code of conduct, deliverables, and the timing of projects. Even the time for visiting offices is not mentioned on the gate.
- While staff and incentive staff provide some information to affected communities, this is an arbitrary process, which is neither guided nor monitored. Staff members do not receive guidance on what information can be shared and what cannot be shared, which can lead to confusion and high expectations amongst the affected communities.
- Information gathering remains an extractive process, no feedback is provided to the communities on how the information they have provided has been used or has impacted the programmes of the agencies.
- There is an over-reliance on refugee leaders to share information. Community member consulted that highlighted that: leaders passed information to people of their choosing, they received information late or in some cases had to pay the leaders to get any information about the services available or changes in them.



A report by Internews [Serious Communication Gaps at Camps for Somali Refugees are Putting Lives at Risk](#) published in September 2011 echoes the findings of HAP 2010 deployment and makes additional and critical observations.

Individual agencies are continuing to make efforts to improve information provision to stakeholders:

- DRC has erected billboards with its mandate and information on their activities in English and local languages. A fact sheet about DRC and its programmes has been developed which is being shared with stakeholders and which will be modified for sharing with the affected communities. DRC has also placed signs on water tanks in English and Somali which provide information on: water trucking schedules; the quantity of water; who the water is for; that it is free; and a phone number to call in case of problems.
- LWF is in the process of establishing Section Posts to serve as satellite offices around the camps in order to strengthen their link with the community and also to expedite assistance in the camps. The section posts were initiated in 2009 but subsequently vandalised and became unusable. During the HAP deployment in 2010, it was agreed that the community would be consulted on how to operate and protect the section posts. The meetings have contributed towards the community taking an active role in planning, which resulted in a stronger sense of ownership of the project. LWF worked with the community in repairing the vandalised section posts in Hagadera camp and have developed plans to continue building new ones in other camps. The new section posts will continue to be developed in consultation with the refugees who will play a role of determining the number within the confines of the availability of funds. It is envisaged that the section posts will become hubs, located at the centre of the community, where information can be readily provided and complaints can be registered. LWF has also expanded the team, which shares information with refugees. The material used by the team is currently being revised and improved for the purposes of the new arrivals.
- SC has constituted a staff committee to harmonise its internal and external messages on protection, child safeguarding and accountability, which will be disseminated by SC staff via educational and communication material, children appropriate films and radio programmes at SC offices, Child Friendly Spaces, and at new arrival registration sites.
- NRC has taken efforts to improve its information to affected communities by putting up notice boards in camps, focusing on content, and highlighting the boards with NRC colours to distinguish them from other agencies for easier recognition by beneficiaries. A review of current practices on information sharing is underway. In the meantime, all staff, including incentive staff have to wear clear identification, and a briefing on ways of working and institutional procedures and practices has been made standard practice.
- Coordination amongst NGO's working with the host community was identified as an issue by various agencies in the HAP 2010 Deployment and it was recommended that in the absence of a coordination mechanism, an agency take a lead and initiate coordination meetings. DRC spearhead this effort and started host community coordination meetings with the purpose of improving sharing of information between agencies, involving government and local officials, and sharing examples of good practice. A group of national and international NGO's attended monthly meetings hosted by DRC in Dadaab. The HAP Team attended one of the meetings in which participants highlighted, prior to the coordination meeting started by DRC, the lack of information sharing and consultations between agencies had led to duplication and wastage. DRC successfully advocated for OCHA to take over the host community coordination after it started its operations in Dadaab.

Host communities, are a very important stakeholder of the refugee operations in Dadaab. Relationships between the agencies and host communities has historically been tense, particularly on issues of land use, firewood, access to services, employment, contracts and procurement.

Every organisation should come up with what it does so we know how to engage with them' ... ' It is not about money, we need to come up with solutions, ask us what needs to be done and we will do it together, speak to us.' (Host community member statement during 2010 deployment)

Clarity and agreement on the recruitment of new staff members, contracting and procurement issues has been a source of tension between the agencies and host community, who are at times are unaware of the procedures and practices of agencies, or are not clear why each agency has different procedures. Conversely, physical abuse of staff, threats, intimidation and mobs armed with pangas/sticks by members of the host community has taken place. During consultations with various host communities⁴ in the areas surrounding Dadaab in the 2010 deployment, they highlighted that agencies should go beyond the “power holders” who caused issues such as inflated costs, delay/stoppage of services/activities. They also emphasised that the agencies need to be more transparent about their activities, hiring and contracting processes. To minimise misinformation and conflicts, agencies agreed to draft a collective set of procurement, hiring, and contracting procedures for operations in the Dadaab refugee complex. This was inspired from similar successes in the Kakuma Refugee operations. Unfortunately, the document drafted by the working group was not been approved or circulated widely and remains a missed opportunity for improving the relationship with the host community.

4. Participation

A key concern highlighted by affected communities during the Inter-Agency Mapping and Action Planning exercise was the lack of direct interaction with agency staff. In particular, the over-reliance on the community leaders remained a problematic issue as leaders are perceived as partial and blatantly non-transparent in many cases. Some cited instances in which they had to pay leaders for information, leaders recommended or selected their relatives for services by agencies. The community members urged for more accountability and transparency from leaders and asked for agencies to monitor the programmes and leaders more closely.

In addition, the affected communities highlighted that they were not informed about what changes and improvements in the programmes had been made based on the feedback they had provide to agencies. Not knowing if their feedback had led to any improvement and changes caused disengagement and lack of participation from their end.

A number of agencies are trying to encourage participation and reflect the feedback from community in their programmatic activities:

- During the strategic planning period for 2011, LWF involved community leaders and youths in soliciting ideas, which could inform the problem statements for sectors. Most of the inputs gathered from these consultations shaped the 2011-2013 strategic documents for LWF Kenya programmes. Focus group discussions (FGDs) were held with a view of increasing participation of the disaster affected populations in the planning phase of programming at sector level. The FGDs included boys, girls, women, men, the elderly, leaders, and people with disabilities. Efforts are underway to report back to the communities on the improvements that will take place based on the feedback they have provided.
- SC now conducts quarterly FGDs with children and adults to solicit feedback on the programme. Beneficiary Reference Groups are part of their stakeholder platforms to solicit feedback on their programmes. These include SC's Children's Clubs, community leader meetings (for representation of general community members) and Child Friendly Spaces (CFS) Management Committees. The latter was first set up in Ifo camp to encourage the active involvement of the community in the management of the CFS and is now expanding to other camps. SC also conducts monthly focus group discussions with children through peer educators to solicit feedback on their programmes. Children's Assemblies have been organised in each of the camps with one main Children's Assembly in Dadaab. Children's Assemblies are a beneficiary platform organised by SC to amplify the voices of children and provide them the platform to highlight the issues affecting them. In first

⁴ Consultations with host community members from Jarijilla District, Wajir South, Dadaab town and Bula Kher in 2010

quarter of 2010, over 200 children and 100 adults attended the assemblies. They focussed particularly on gender-based violence and early marriage, as well as child labour and physical abuse. The inputs gathered during these processes inform and shape SC's programmes and planning.

- NRC has drafted and developed its proposal to the Bureau of Population Refugees and Migration (BPRM) through consultations of both affected communities and programme staff. NRC also involved staff and refugees in the preparation of its 2011 country operation plans, which also includes their feedback as part of the monitoring and evaluation processes. Based on the feedback received from the Roving Team during the 2010 deployment and outcomes of the Inter-Agency Mapping Exercise, NRC has reviewed and revised its beneficiary selection process. Members of the community during consultations in the follow up visit, gave positive feedback on the changes, and appreciated that the selection process is more transparent and includes them in the decision making process.
- DRC had implemented various projects with innovative participatory approaches for the Dadaab context. Four examples of innovative projects were given:
 - i. As mentioned earlier the relationship between the host community and agencies is historically tense. Agencies are making efforts to improve the relationship with the host community as well as that between the refugee population and the host community. Towards this end, DRC undertook a construction project entitled 50-50, DRC recruited half of the short-term construction staff from the refugees and the other from the host community. This was cited as the first occasion the host community and refugee population successfully worked together to complete a project. As a result of the collaboration between the two communities, an amicable relationship between the members of host community and refugee population participating in the project developed. A staff member cited the pleasure of seeing members of the host community and refugee populations singing songs as they worked together.
 - ii. At the time of the visit, DRC was in the process of expanding their compound. DRC had noted a distinct gender imbalance in the contracts awarded by NGOs to service providers from the host community. In the response to the tender for the initial construction contract, DRC had received a competitive bid from a group of women. The contract was awarded to the women breaking way from conventional norms. The women had successfully begun the construction work and were delivering the project faster and to a higher standard than male counterparts also working on the same construction site. The granting of the tender to the group of women, has increased the confidence of the womens' construction group and encouraged entrepreneurship amongst other women of the host community.
 - iii. After a call for proposals from the host community, DRC selected and awarded funds to youth group wanting to start a community computer-training facility. The project was implemented resulting in a facility that was available for use by all those living in Hagadera Refugee camps. It provided a forum where the refugees to learn computer skills and communicate with relatives via internet based services. A leader of the youth group perceived that DRCs participatory approach was key to the success of the project and its wide ownership amongst the inhabitants of Hagadera. He stated, **'if you are asking about accountability, this is the first organisation to work with us to ask what we need, what is viable, rather than just telling us what we are going to get.'**
 - iv. DRC also widened the scope of who they perceived to be beneficiaries of their projects. The project to build police barracks in Hagadera camps was done in consultation with the local police force and *their suggestions were incorporated in the project design and implementation*. This resulted in improved service delivery by DRC as the living quarters that offered greater privacy and a shaded area for each of the rooms built. During earlier construction of barracks built in

Daghaely camp deeper consultation with the police had not taken place. However, applying the benchmarks of learning and continual improvement and participation of the HAP 2010 Standard, they made amendments in their other project leading to satisfied beneficiaries and quality services.

5. Handling Complaints

All organisations working in the refugees operations in Dadaab receive and have to handle complaints, which make it critical organisations to have clear guidelines and processes to receive, handle and respond to complaints. Organisations need to actively inform the affected communities about their right to complain, without fear of harm or retaliation and assist them on how to raise a complaint in a safe and confidential manner. During the inter-agency mapping exercise consultations, when refugees were asked how do they raise complaints, some said, '*we demonstrate*' while others said '*what is the point, no one listens anyway- we just feel further oppressed*'.

Members of the AQWG took the findings from the mapping exercise and the agency-specific accountability assessments and worked towards strengthening the complaints handling system within their organisation. The group has actively also worked to develop a consensus to initiate a joint complaints handling system so that the concerns of the affected communities can be handled quickly and efficiently. A joint complaints system requires an efficient and confidential referral system. Unfortunately, referrals of complaints between agencies currently done over the phone, email and often follow-up is slow or lacking. Due to the lack of agreement on how complaints are to be referred and tracked, tensions amongst different agency staff can arise. The current inter-agency referral system needs to be jointly strengthened and systemised so that complaints unrelated to an agency can be referred to the concerned agency in a timely and confidential manner. This system can borrow or support the inter-agency referral system in place for gender based violence and protection issues.

- SC has set up a child friendly handling complaints system in Dadaab camps. The team has also developed a [case-study](#)⁵ outlining the key lessons learnt, insights on how children and care-givers interact with the complaints system, and useful guidance to organisations setting up similar systems. To ensure easy access to children and care-givers, information and complaints desks have been set up at CFS, Fresh Food Voucher distribution points, 'new arrival' sections of the camps, and SC offices. Trained staff actively solicit, respond to and follow-up on children's complaints received. A Feedback and Complaints Review Committee has been established to review and respond to the complaints, while maintaining confidentiality and timeliness. An independent member from another agency participating in the AQWG will also be invited as an observer during the meetings. In addition, complaints can be made to the Beneficiary Reference Groups, Children Clubs and community leaders who will share them with the concerned SC staff.
- CARE and WFP established a pilot joint complaint handling system at all food distribution points in 2010. This process was initiated during the HAP deployment and during the follow up visit the HAP team provided additional support to the teams managing the system. Complaints can be submitted at the complaints desk, suggestion boxes, CARE or WFP staff, and to the Food Advisory Committee. The complaints submitted are followed up by WFP and Care. Feedback regarding the delivery of services and product is sought on a regular basis, and improvements that can be made prior to the next distribution cycle are implemented. A comprehensive information campaign about the services is planned and the complaints system is continually reviewed to strengthen it further.
- LWF is using its CPSTs teams to act as an avenue to share information and refer complaints to concerned LWF staff. A total of 92 CPSTs have been trained on accountability by members of the

⁵ The case study- Guide to child friendly complaints system can be viewed at: <http://www.hapinternational.org/pool/files/guide-to-a-child-friendly-crm-lessons-from-dadaab-kenya-final-draft.pdf>

AQWG. Complaints can be lodged at the LWF offices in each of the camps. The planned section posts at each block will have complaints desks with designated and trained staff. LWF plans to train a further 120 CPSTs by the end of the year.

- DRC has formed a committee of 6 staff members from each of its programmatic sectors, which will deal with the complaints it receives. DRC is in the process of contextualising the Kenya programme complaints policy for the Dadaab operations and training staff on how to solicit and handle complaints.
- The UNHCR has increased its capacity building programmes on protection, prevention of sexual abuse and exploitation for the Kenyan police in light of the recent promulgation of the national Sexual Act. Representatives from the AQWG have met with the UNHCR sub-office management to highlight the need for a joint complaint system for the Dadaab operations and request funds for the project. It is also responding to requests made by the implementing partners for additional training on protection and PSEA issues in addition to developing a capacity building plan for the community leaders.

6. Learning and Continual Improvement

A key element of a HAP deployment is joint action and learning. During the 2010 deployment, the [Dadaab Accountability and Quality Working Group \(AQWG- Terms of Reference\)](#) was established with the aim of being an agent of change and pool of resource and expertise. Its purpose is to be an inter-agency forum for peer learning and joint action. Staff members from over 13 agencies meet regularly for planning joint activities to improve accountability within the humanitarian response.

Accountability & Quality Working Group - Challenges, Successes, and improvements needed

During the follow-up visit, a meeting was held with the members of the AQWG and the working group on Prevention of Sexual Abuse in which a learning exercise was undertaken to better understand the key successes, challenges and improvements needed at the personal, operational/ senior management and inter-agency level.

Personal Level

Overall, the members of the group identified an attitudinal change, increased knowledge and improved conceptualisation and articulation of humanitarian accountability. Some comments from participants include:

'I learned more on what beneficiaries need'

'I am able to understand the HAP Standard and able to share these concepts with my colleagues'

'I clearly understand HAP benchmarks and have them used in project activities'

The group has served as a platform through which members have been able to develop their professional competencies and undergo a behavioural and attitudinal change:

'I realised that our activities can sometimes harm the beneficiaries and the reputation of our organisations'

'Changed mindset on how to approach accountability issues'

'Accountability as a person, there is a feeling of accountability towards the beneficiaries'

The personal challenges listed by members of the AWQG related to: a lack of support from senior management on accountability initiatives; challenges from a lack of specific funding; and a heavy workload. Several members stated that a lack of roles and responsibilities towards accountability being clearly defined in their job description made it difficult for them to justify the time and resources needed towards improving accountability within their organisation. The improvements needed at a personal level were in relation to the increased integration of accountability in individual work plans, greater communication of accountability across sectors and camps, and the need for more training.

Operational/Senior Management Level

The participants highlighted that being an active member of the working group helped improve services at an operational level. A specific example was given in reference to the establishment and improvement of a complaints handling mechanism. In a similar vein to the successes stated at a personal level, the AQWG was attributed to have, 'created inner awareness, and a change in practice and attitudes.' One member of the group stated that the learning acquired as a result of being a member of the group helped influence the strengthening of policies such as the their Code of Conduct and future plans to develop further policies in relation to corruption are being discussed.

The challenges at an operational level were similar to those mentioned a personal level:

- The absence of clear responsibilities and roles with regards accountability in members of the groups job description hindered the allocated of resources towards accountability initiatives and activities. The lack of support and commitment from senior management was reiterated.
- Mobilising the resources was seen as problematic at an agency level, 'Institutionally, accountability is seen as a challenge to implement due to the extra resources required – people, funds, time.'
- The lack of information within agencies was perceived as a challenge as members of DAQWG felt they did not have adequate information about their own organisations. The challenge of sharing information about the activities of the working group and the agency specific accountability action plans were barriers to putting into practice the agencies accountability commitments. In addition, regular staff turnover and poor knowledge transfer was seen as a difficulty.

A suggestion was made that each agency should establish a specific accountability sub-section in its internal structure. This was debated as certain members argued that accountability should be streamlined through policies, procedures, rather than a subsection being created. A member of the AQWG made the observation that an important step to improved accountability was 'informing volunteers (refugees) about their rights, and perceiving them as an integral part of the organisation'. The 'incentive staff' or 'volunteers' who themselves are refugees from Dadaab camps are given a large amount of responsibility in the implementation of projects and have regular contact with beneficiaries, but are not given similar support or guidance to regular staff members. Moreover, many volunteers who work on behalf of the organisations are not asked by the employing agency to sign the code of conduct, which can place the agency, and more importantly place beneficiaries at risk of exploitation and corruption.

Interagency Level

The successes listed at an interagency level were improved synergy/joint-action between agencies, better networking and information sharing. The AQWG also influenced the formation of an interagency host community-working group to better coordinate and share examples of good practice of implementing projects with the host community.

The challenges noted at an interagency level were in relation to high staff turnover and long absences from the AQWG resulting in lower levels of participation from certain agencies. This was perceived as problematic as some members felt that they were working hard to achieve the objectives of the group and committed to reporting their organisational progress on accountability activities, while others did not share the same commitment or burden of work. This de-motivated some members who demanded an equal commitment from all members of the AQWG.

In relation to improvements needs at an interagency level, the members cited that they had not actively reported on their progress and work to the heads of agencies and this was a missed opportunity to increase awareness and highlight their work. This was because the request to share updates had not been provided nor actively solicited. However, members of the group endeavoured to do this more actively as it would generate support from the senior management for the group. Members also proposed that a knowledge management system should be set up to share information to members who are unable to attend the meetings and for the other agencies as well.

The members also strongly proposed the working groups on communication and prevention of sexual abuse should be merged with the AQWG, since many of the members were already part of these groups.

Inter-Agency Commitments and Efforts

Some members of the AQWG have set up and strengthened their internal complaints handling systems and are concurrently working towards building agreement to set up a joint complaints handling system which would allow greater access and ease for the refugees. Two key inter-agency commitments underpin the establishment of a joint complaints handling system, the 'Inter-agency Code of Conduct for Humanitarian Workers' was drafted, signed and adopted by the UNHCR and international humanitarian organisations working in Kenya. The Code of Conduct was developed in response to the Secretary-General's Bulletin on, *Special measures for protection from sexual exploitation and sexual abuse*. Further to the adoption of the interagency code of conduct, a PSEA project was conducted between 2004 and 2007. The project consisted of raising stakeholder awareness on PSEA issues; the training of staff, Community leaders, and Police, development of a complaints mechanism, which is commonly known as the Nairobi Protocols.

The Nairobi Protocols are designed explicitly to deal with complaints in relation to sexual abuse and exploitation. During the PSEA project (2004 – 2007) a considerable level of attention was given to the implementation of the Nairobi Protocols. However, since the termination of earmarked funding towards their development and implementation, the level of attention and staff capacity to address these issues has diminished. Members of the AQWG and the PSEA group cited a number of challenges, such as:

- An acute lack of awareness of senior management on the Inter-Agency Code of Conduct and Nairobi Protocols, which has continued to result in a reactive rather than preventive approach.
- Commitments not being fully reflected in the internal processes and ways of working of the agencies with the momentum and focus on these issues diminishing when the funding ended.
- Refugees having little or no confidence agencies would address their sensitive complaints since they felt that their general or non-sensitive complaints went unheard or unaddressed.
- In the absence of accessible and effective means to raise non-sensitive complaints, the refugees end up using the avenues allocated to raise sensitive complaints, which PSEA staff could not deal with adequately.
- A rise in malicious complaints, which undermined the confidence of the staff.

The members of the working group stressed that based on these learning and previous challenges, it is imperative to have a comprehensive, systematic and effective complaints system, which addresses sensitive and non-sensitive complaints. It is essential that there is a robust and confidential referral system between the agencies to ensure appropriate and timely responses to the complaints. In addition the need to review and revise the protocols is necessary to the changing context and the addition of new agencies in Dadaab.

2. Refugee Operations in Kakuma

The HAP Roving Team visited Kakuma between 31st May and 3rd June to review efforts undertaken by LWF after the secondment of a staff member to the HAP 2010 deployment. During the HAP deployment in 2010, LWF seconded a member of staff from Kakuma to join the HAP team in Dadaab. At the end of the secondment, an action plan was developed to strengthen accountability and quality within LWF and support other agencies operational in the Kakuma refugee camps.

The context of the Kakuma refugee camps is significantly different to the Dadaab refugee context in relation to the size of the camps, the host community, and the level of new arrivals. Consequently, the challenges and constraints of implementing programmes in Kakuma varied significantly to that of Dadaab. The action-plan developed by LWF secondees to strengthen accountability and quality had been contextualised resulting in numerous achievements.

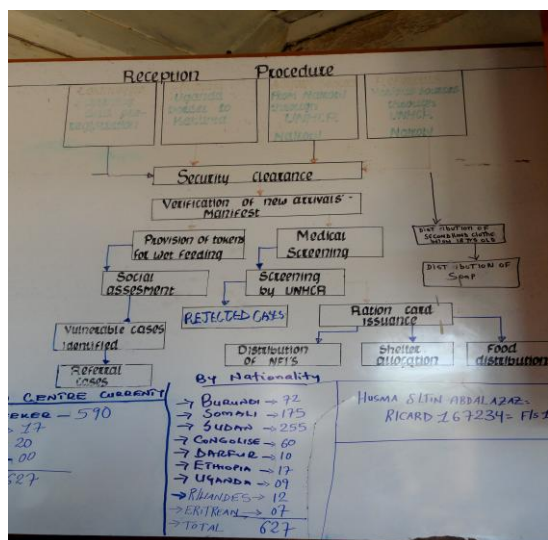
Notable achievements included setting up of a complaints handling system in the LWF-WFP food distribution activities. Complaints can be made at a help desk (see photograph on right) within the food distribution site, or in a complain box there. A committee of three refugees (of mixed nationalities and genders) has been established to register the complaints. This has also been extended to other LWF programmes and refugees and other stakeholders submit complaints boxes located at various points in the camp. In addition to complaint boxes, complaints are actively being solicited by designated staff members and internally the management is continually reviewing the process to make it more effective and efficient.



The transit/reception centres (see left), in which asylum seekers and refugees are housed until they are integrated into the camps, are also managed by LWF. These were well managed and organised with separate living spaces for families and while special care was taken to separate the unaccompanied minors to provide them with safe accommodation. The living spaces are segregated to allow for privacy and safety, aspects which have had been absent in the transit centres in the Dadaab refugee camps.

During consultations with the refugees in the transit/reception centre they highlighted that they were explained the process and different stages of reception and registration (see photograph of flow chart below) and other basic information was also given, for example menu of what will be served (see photograph below on right). However they highlighted the need for more detailed information on their rights and entitlements, along with more frequent updates on their status determination and registration process with the UNHCR.

Examples of information provision:



	BREAKFAST	LUNCH	SUPPER
MONDAY	CSB-Porridge	Ugal+Beans	Ugal+Beans
TUESDAY	CSB-Porridge	Maize+Beans	Maize+Beans
WEDNESDAY	CSB-Porridge	Ugal+Beans	Ugal+Beans
THURSDAY	CSB-Porridge	Maize+Beans	Maize+Beans
FRIDAY	CSB-Porridge	Ugal+Beans	Ugal+Beans
SATURDAY	CSB-Porridge	Maize+Beans	Maize+Beans
SUNDAY	CSB-Porridge	Ugal+Beans	Ugal+Beans

The offices of the Department of Refugee Affairs were also visited. The officials appreciated the trainings held by LWF on the introduction to accountability and HAP standard, and the opportunity that was provided to them to participate. They requested more capacity building, and saw accountability as a critical element in their work, which would help them to improve the quality of services provided. A senior staff member of DRA said, "if you don't teach us these things, how will we improve? Sometimes we have no prior understanding of issues such as accountability or quality."

To complete the visit to Kakuma, an inter-agency meeting was held to discuss ways to collectively strengthen accountability in the Kakuma operations. It was agreed a workshop would be planned and held by LWF for the senior management on quality management and accountability. LWF stated a sustained commitment to systemising accountability in their programmes and planned to regularly review progress with senior management.

3. Findings and Key Recommendations:

The recommendations below have been formulated on the discussions, observations, and review processes that took place during the 2010 HAP deployment and the follow up visit in 2011. These are primarily oriented towards the Dadaab operations but can also benefit the Kakuma operations.

1. Accountability and Quality should be reflected in job descriptions and work plans:

With the exception of a few agencies, accountability and quality issues are not an integral part of programmes and often approached as an add-on or extra activity. Only one organisation at the time of the follow-up visit had a commitment to accountability and quality as a part of the job descriptions of staff. Even investigators, focal points for prevention of sexual abuse and exploitation did not have these roles defined in job descriptions, which makes dedicating time for these activities challenging. Often this is an additional task to their routine work. Staff highlighted that at times this caused tensions between them and the line managers as these additional duties were not considered in performance reviews, one staff member put it, 'we are neither appraised nor appreciated.'

⇒ It is recommended that the commitment to accountability and quality be included in organisational commitments, staff job descriptions and those assigned special tasks should have it reflected in the job descriptions and work plans.

2. Inter-agency accountability specialist

During the after-action review of the HAP 2010 deployment, some agencies recommended hiring an accountability specialist, to continue the work of the HAP team. It was envisaged that this person would provide support to all agencies in Dadaab and stay in there for a one-year period. The need for a focal point was reiterated during the follow up visit.

⇒ Rather than have short term staff or consultants, a dedicated accountability focal point, based in Dadaab should be appointed who can act as resource and support for all agencies as this would be effective and sustainable.

3. Accountability and Quality should be added in the MoUs

A number of discrete funding requests have been made by agencies for accountability activities have been made to the UNHCR however, if accountability is a part of the MoUs these activities can be clearly outlined, pre-planned and funds that are requested will not be seen as 'extra' or add-ons.

⇒ Commitment to accountability and quality needs to be reflected in the partnership agreement and MoUs of the UNHCR. This would imply a mutually reinforcing commitment, between the agencies and UNHCR.

Currently there is a cluster of highly motivated agencies, who are making tremendous efforts to improve accountability, whereas other agencies lack awareness and interest.

⇒ A stronger prioritisation and push from the UNHCR to improve accountability within its own programmes and those of its implementing partners is needed for an overall broader improvement in accountability and quality in the Dadaab and Kakuma operations.

4. Lengthening the funding cycle

Two parallel operations are running in Dadaab, a protracted refugee crisis and the emergency response due to the influx of new arrivals, both of which require unique approaches. Currently the operations are run on a one-year funding cycle, which disallows for a long-term sustainable approach. As one staff member said, it is a 'we give you, you take' approach, which is not effective-in terms of cost and impact nor is it sustainable. The protracted nature of the refugee crisis has diminished the sense of self and

empowerment amongst the refugees. Although efforts for community based projects are underway by some agencies, the one-year funding cycle makes it multi-year or developmental projects difficult to undertake.

⇒ A strategy based sustainable, participatory and community based approaches, which requires a longer term funding cycle should be developed and adopted for the protracted crisis needs to be addressed through greater impact and cost effectiveness.

5. Need for donors to give accountability and quality issues more importance

Funding and importance placed by donors on accountability needs to improve. Staff felt that there is not enough focus or priority given to accountability by donors. Agencies also expect UNHCR, as a donor and lead agency to play a key role in promoting accountability through proposals and operational plans and supporting agencies to strengthen their accountability through funding.

⇒ Donors should include accountability as a criterion in their selection processes and also make funding available for improving accountability.

6. Review and revision of inter-agency agreements and protocols

The Inter-agency Code of Conduct for Humanitarian Workers and the Nairobi Protocols are two key documents, which guide the work of humanitarian workers in Dadaab operations. These are based on the UN Secretary General's bulletin on *Special measures for protection from sexual exploitation and sexual abuse*, which is applicable to all work conducted by UN agencies and its partners. There is limited awareness amongst senior management in Dadaab or Nairobi level about these documents and the corresponding responsibilities of agencies outlined in them. These documents, which were drafted in 2006, need revision and an invigorated push to ensure that proper procedures and processes are put in place within organisations to prevent abuse and exploitation by aid workers. A working group on PSEA was established in Dadaab, however, staff had been tasked to participate in this group on an ad hoc basis, or with little or no capacity building or authority to enable them to pursue arising issues within their organisation. Some of them cited instances, in which they were discouraged by senior management not to 'make trouble and create complications'. They also felt socially ostracised by peers for the role that they had as PSEA focal points and investigators and highlighted the poor understanding of senior management of these issues and a lack of support.

⇒ Today there are 35 agencies operational in Dadaab, however, only a handful of these have signed the Nairobi protocols, and still fewer implement them in an effective manner. It is important to urgently review and revise these protocols through broad consultative manner to ensure wide support and implementation, backed by purposeful senior management senior management commitment and support.

7. Protocols and inductions for newly operational agencies

With the upscale in emergency operations and rapid staff turnover and hasty handovers, new agencies and staff are streaming into the refugee operations.

⇒ Agencies starting their operations and newly appointed senior staff should be given an orientation on operational issues such as host community relations, new arrivals and information about the operations. Bi-lateral meetings with key stakeholders in addition to an orientation package would be also useful for this purpose.

8. More efficient registration through integration and sharing of data and improved follow up

During the follow up visit, registration of the new arrivals was taking place with the DRA and UNHCR, with LWF providing information and Save the Children conducting further analysis for children. The average time for the whole registration process to be completed took over 2-3 hours. Refugees, who have newly arrived currently, give their particulars to DRA, move to the UNHCR desks to give the same details again, and then similar data was recorded by LWF.

⇒ There should be better sharing and alignment of data between the agencies. The data collection process needs to be made more efficient at the registration site and more time should be

allocated to allow for the provision and explanations with regard to the critical information about services and support available to the new arrivals.

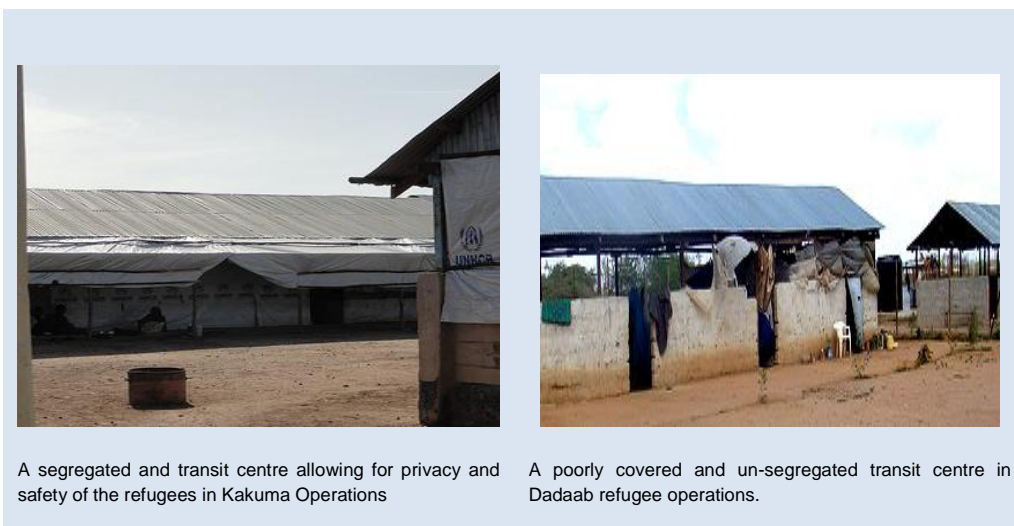
Currently, at the registration point, a profile is created for the refugee by UNHCR staff using profiling software. However, UNHCR staff mentioned that the system does not allow for an easy and efficient way in which general or special cases can be followed up, or an overall picture established of the services requested or received by a refugee. This makes monitoring of services provided, concerns, or any actions that need to be taken more difficult to follow by UNHCR staff and other agencies.

- ⇒ The over-sight and follow up systems needs to be improved. The profiling system undergoes periodic revisions but special attention needs to be given the development of a comprehensive profile system, which allows UNHCR staff members and other agencies to follow-up, and monitor cases more efficiently and effectively.

9. Ensuring safety and privacy in transit centres

During the 2010 deployment, the issues of safety and privacy in the transit camps was highlighted. The transit centres in Dadaab, which are being used for protection areas as well as transit centres need immediate attention. Improvements need to be made for segregation of areas between families, unaccompanied minors and females.

- ⇒ Refugees should be allocated an area and coverings to create make-shelter should be provided to ensure they can enjoy safe and private accommodation. Quarters should be designated for females and unaccompanied children.
- ⇒ Security guards and staff in these centres (both transit and safe havens) should be given an orientation on code of conduct and protection issues.
- ⇒ The standard operating procedures for transit centres and safe havens should be revised and updated regularly and shared with agencies so the staff can be informed and trained on them.



Often the refugees are left without any satisfactory explanation on how long they will stay at the transit centre or what will happen to them next, this lack of predictability and loss of control, causes them distress and anxiety.

- ⇒ New arrivals and the refugees with protection issues should be provided with more regular updates on their status, information (verbally and in writing) about their rights and entitlements and about the services available to them.

10. Providing improved legal aid and support, with special attention to women and children

In order to increase the use of the judicial and police system, over the current socio-traditional maslaha

system used by refugees to resolve civil and criminal issues, improved support needs to be provided to the refugees to build trust and understanding on how to access and utilise the judicial system for protection and adjudication. The refugees who are predominantly from Somalia have little or no understanding of their rights and obligations and how the judicial system works. While much needed support is provided by the Refugee Consortium of Kenya and UNHCR, both are acutely understaffed and under resourced. Refugees who were consulted, cited language barriers, lack of understanding and distrust that consequently deter effective use of the judicial system, compelling them to utilise the maslaha system which offers easier access and familiarity. Although agencies have made efforts to ensure improved access to police stations with gender desks, where complaints of minors and females can be registered through translators, the follow up judicial process proves to be overwhelming for the refugees and often cases remain inconclusive and unresolved.

- ⇒ Greater effort needs to be made by relevant agencies to improve awareness, understanding and use of judicial procedures and ensure that if any gaps in the judicial processes exist, these are brought to attention and advocacy on these issues takes place.

In addition, special and immediate attention needs to be paid to children who appear in court. During the deployment in 2010, a case was witnessed in which a 10-year-old girl provided her testimony as a rape victim in front of the accused and was also cross-examined by the alleged perpetrator. With the exception of few instances, legal representation is not provided to refugees and in addition it is not uncommon for refugees to cross-examine each other.

- ⇒ Special provisions should be made for sensitive cases sexual abuse and violence to ensure that the victims are socially, physiologically and legally protected and further trauma and distress is not inadvertently inflicted.
- ⇒ Appropriate counselling and advice should be provided prior and post the hearing of the court case, and a safe court environment should be created for the adjudication of such cases.

11. Improving information provision to affected communities

Immediate attention needs to be given to the provision of relevant and timely information to stakeholders, which includes other agencies, refugees and host communities.

- ⇒ Guidelines on the minimum information to be provided by agencies to refugees should be agreed upon and implemented. Information provision is the responsibility of each agency and should only be delegated to one or two agencies.
- ⇒ Information content should be given preference and attention over branding and logos. Details about the agency, staff code of conduct, deliverable, services and avenues through which complaints can be registered should be made available in a comprehensible and accessible manner. All opportunities to provide this should be utilised, such as community committees, signboards, information centres, community meetings, barazas etc.
- ⇒ Inter-agency information systems should be made more efficient, with proper use of technology and inter-agency referral systems should be strengthened.

12. Establish a joint complaints handling system

During the HAP 2010 deployment, a consensus to establish a joint complaints handling system in Dadaab emerged. Agencies currently receive complaints regarding other agencies, which are referred in an ad hoc manner, and at times referral of complaints can also become a cause of tension between agencies and staff. A systematic and agreed way in which complaints could be referred and handled appropriately was seen as a good step towards improved accountability and inter-agency collaboration. There is an existing precedence for inter-agency handling of sensitive complaints on sexual abuse and exploitation of refugees by aid workers under the Nairobi protocols. Reflecting upon the challenges and shortcoming in the implementation of the Nairobi protocols members of the PSEA and Accountability and Quality Working Group agreed that the previous system did not deal with general complaints about the daily lives of the refugees, and a comprehensive complaints handling system which deals with non-sensitive and sensitive complaints is needed.

- ⇒ An inter-agency complaints handling system would provide easier access to the refugees without them having to go from agency to agency and provide speedier responses. The AQWG is working towards this end, however strong senior management commitment and support is

needed to bring this to effect.

13. Providing care for the care-giver- staff welfare and support

Staff based in Dadaab, which is a non-family duty station, work over long hours to meet deadlines, and often under trying and insecure circumstances. A number of them provide psycho-social support and counselling services to victims of extreme trauma and abuse, which takes a toll on the staff's emotional and physiological well being. Staff members, highlighted that '*no care is provided for the care-giver*'. The primary duty of care and staff welfare is the responsibility of an agency and providing regular support and counselling sessions for staff is good practice, and necessary in Dadaab. It will lead to improved staff performance and increased retention.

⇒ It is recommended that a staff counsellor should be hired and based in Dadaab to provide support to staff working in the refugee operations. The services of this counsellor should be made available to all staff working in Dadaab.

14. Relationship building with host communities

A longer-term vision and strategy is needed not only for the refugees in Dadaab but also for the host communities, which are an important stakeholder in the operations. Historically a complex relationship has existed between the communities and agencies. The host community is not a monolith, it comprises of different communities from the districts surrounding the camps, each with varying levels of cooperation and opposition to the work of the agencies. Broadly the grievances of the host communities are on contracting, hiring and procurement issues, environmental degradation, use of land and projects directly implemented in the communities. There are criticisms levelled on the agencies of favouring one community over the other.

Numerous efforts both political and programmatic are underway by agencies, however, at times these are reactive or fire fighting efforts. During consultations with the host communities⁶, various members said projects implemented lack real impact, sustainability and are there are often duplications between the agencies. They strongly urged agencies to share information and clarify their mandates, procedures and plans for host community projects. Most agencies in Dadaab, operate through humanitarian funding for the refugees and have a shorter-term life saving programmatic view. The same approach or funds cannot be applied to the host community.

⇒ A clear longer-term strategy to improve relationship with host communities is needed, an important aspect of which should be an integrated development approach to programmes in the host communities.

With the change in the administrative structure and devolution of power under the new constitution of Kenya, the host authorities and communities will change roles and powers. This will further change the stakeholders balance of power and dynamics.

⇒ A study of the administrative-political topography should be done to prepare and plan for the changes that will take place and as these will have an impact on the refugee operations.

⁶ Consultations with host community members from Jarijilla District, Wajir South, Dadaab town and Bula Kher in 2010

4. Further developments since the Follow-up Visit

In the finalisation of the report, the Roving Team requested that the draft of report be reviewed to avoid misrepresentation of the agencies consulted during the follow-up and ensure that ongoing efforts can be highlighted as well. The section below outlines the developments that took place since the follow up visit and highlights how the momentum from the HAP deployment in 2010 is carried forward by the efforts of the Accountability Quality Working group and individual agencies.

Interagency level:

- Since the arrival the Office for the Coordination of Humanitarian Affairs (OCHA), DRC has advocated for greater involvement in the coordination of the host community from OCHA. This has resulted host community coordination meeting being held under the OCHA.
- CARE has highlighted the information sharing gaps during the current emergency response. They state that several efforts have been made to take things forward at an agency and inter-agency level.
- The Dadaab AQWG invited members of staff from new agencies operating within the region to a debrief session which was attended 15 staff members. The debrief session included an overview of the AQWG and the work it is carrying out, an introduction to the HAP Standard and a discussion on the joint complaints handling system that it is working on.
- LWF as lead agency, other agencies in the AQWG and HAP Roving Team have submitted a joint proposal to the Humanitarian Innovations Fund for improving information sharing to affected communities in Dadaab. The proposal has been shortlisted for further review.

1. Establishing Commitments and delivering on commitments

- CARE international has appointed a quality and accountability advisor in the Horn of Africa emergency team to assist the country offices in quality and accountability endeavours. The advisor is based at the East and Central Africa Regional Management Unit (ECARMU), Nairobi.
- The country office point person is developing guiding principles and policies. The draft information sharing guidelines are complete, waiting for feedback and comments from key CARE staff. The drafting of a complaints handling policy has also started.

2. Staff competency

- The different trainings capacity building sessions/training conducted this year by the country office point person which include
 - 9 sessions HAP/HAF including 3 specifically in Dadaab
 - 6 sessions on PSEA
 - 2 sessions on CRM: Both in Dadaab with the WASH sector staff and CRM committee
- LWF has now included a module on accountability and the HAP Standard in the capacity building programme for the Community Peace and Security Teams (CPSTs). LWF is also planning to employ an Accountability Officer to specifically work on their accountability action plan.
- DRC has appointed a professional counsellor, who conducts regular team building and counselling sessions with staff for to ensure their well-being during the current emergency.

3. Sharing information

- CARE has developed an information sharing document to ensure all staff members have key information relating to services being offered by CARE, so they can provided affected communities with updated, timely and accurate information. Contact persons in each camp have been identified and communicated about as well; refugees can speak directly to them for further information and assistance. It is also working with Filmaid to develop a film about food distribution, which is in the final stages of production.
- A communications group has been started by the UNHCR, which focuses on external communications. The group has expanded its remit and is now also working to improve information provision to affected communities. A [webportal](#) for information sharing purposes has been set up and is being continuously improved.
- LWF is revising its new arrival information packages and has expanded its communications team as well.

- The UNHCR has created an information pack for media which includes guidance on appropriate ways of consulting the affected community.

4. Handling complaints

- While the AQWG is working on establishing an inter agency beneficiary CRM, CARE is strengthening staff CRM.
- The country Q&A focal person in Dadaab has facilitated trainings on the establishment of CRM and undertaken staff and community consultations and the findings are being used to finalise complaints handling procedures. An electronic complaint system for staff is being piloted in Dadaab. A contextualised complaints policy is being finalised and funding has been confirmed for capacity building so that the complaints system can be further improved.
- An important aspect of the DRC complaints policy will be to change the negative perception of complaints and promote complaints as being a sign of good participatory programming and a management which is open to receiving complaints. Contact lists are also being generated so DRC, services providers and people DRC aims to assist have important phone numbers.
- LWF sections posts are now present in each camp in Dadaab. The section posts in Hagadera have been fully completed. Each section post will have a complaints desk and a trained member of staff to receive complaints.

5. Conclusion

Dadaab is the largest camp complex in the world, providing humanitarian assistance to over 525,000 refugees. The pressures and challenges are many, the scale of operations continues to expand with more refugees and agencies starting operations in a back drop of serious security concerns.

The deployment and follow up mission provide evidence that agencies are concerned about strengthening accountability and quality no matter how challenging the operation. The number of agencies undertaking serious and systematic efforts to do so might be limited in number at the moment, but the commitment and momentum to continue remains strong.

The Accountability and Quality Working Group with its committed and passionate members from 13 members continues to meet regularly, plan joint activities and share good practice while individually the agencies are strengthening internal processes. While a comprehensive, collective and systematic approach is need to taken to address the accountability deficit in Dadaab, the efforts no matter how small, of the Accountability working group, individual agencies, some of whom might not have been mentioned in the report remain critical. Continuation of such efforts by a larger number of agencies in Dadaab and purposeful action on the recommendations made can lead to a qualitative difference towards ensuring that the dignity of the affected community is upheld and protected so that the humanitarian efforts in Daadaab are truly accountable to those we aim to serve.

The HAP Roving Team has provided consistent support to interested agencies and will continue to remain closely engaged with the ongoing efforts.

OVERVIEW OF THE OBJECTIVES AND ACTIVITIES OF THE HAP 2010 DEPLOYMENT

Objective 1: Increasing staff understanding and practice of humanitarian accountability and quality management

- 12 capacity building events held in which 156 staff members participated
- An Inter-Agency Accountability Mapping and Action Planning Exercise undertaken in which 32 agency staff from 12 agencies participated reaching 119 stakeholders in Ifo camp.

To provide direct and hands on support which enabled staff to review their programmes through an accountability and quality lens, the HAP Team worked alongside with staff from various agencies on a day to day basis and provided immediate solutions and recommendations on the gaps that were identified during the process through:

- Visits with agency staff to Ifo, Hagedera, Daghaley camps to observe agency programmes & activities
- Visits to mobile courts to observe legal aid processes and assistance
- Visits to police stations to observe refugee detentions and support provided by agencies
- Feedback/counselling sessions for resettlement by UNHCR
- Monthly food distributions for consultations and participation in the Joint Assessment Mission 2010
- Registration of new arrivals
- Discussions with beneficiaries in safe havens, transit sites, community centres and meetings with leaders, various committees
- Consultations with host community members from Jarijilla District, Wajir South, Dadaab town and Bula Kher

Based on the trainings, outcomes and hands on support with each agency, the HAP team and the designated focal points developed action plans to take forward within the organisations. These action plans include immediate and long term actions and have been developed by: CARE, DRC, NRC, Oxfam GB, Save the Children, LWF, UNHCR.

Objective 2: Explore and establish appropriate means through which collective action can be led, facilitated and undertaken

The [Dadaab Accountability and Quality Working Group established](#)⁷ with the overall aim to to be an agent of change and a resource to strengthen quality and accountability of the Dadaab humanitarian operations. *Over 12 participating agencies, the group meets on rotational basis and reports to Heads of Agencies in Dadaab, it:*

- Advocates for and strengthen agency and collective action on accountability
- Pilots joint activities
- Acts as peer Learning and sharing forum
- Is a resource for best practices from different agencies

Objective 3: Facilitate collective learning analyse and share outputs and lessons learnt so that HAP and agencies can continually improve impact and practice.

- An independently conducted [After Action Review of the deployment](#)⁸ and associate activities of participating agencies conducted which reviewed how the support provided by the HAP team was received, the impact and key achievement.
- Bilateral debriefs held with senior management in Nairobi and respective head offices.
- Future HAP deployment methodology adapted by HAP based on lessons learnt from this deployment.
- Action plan for strengthening strengthen accountability and quality within LWF and at inter-agency developed by by LWF secondee Rita Mami

⁷ The terms of reference for this group can be read at: <http://hapinternational.org/pool/files/tor-accountability-and-quality-working-group-final-20-9-10.pdf>

⁸ This was conducted by an independent consultant from World Vision, the report can be viewed at: <http://hapinternational.org/pool/files/dadaab-aar-report-2010-final.pdf>

Annex 2:

OVERVIEW OF THE OBJECTIVES AND ACTIVITIES OF THE HAP 2011 FOLLOW UP VISIT

Objective 1: Review progress made by the agencies against their accountability action plan

Objective 2: Measure the impact of the deployment on the ongoing operations

- Gathering evidence of improved practice and policy
- Activities of the Accountability and Quality working Group
- Consult with staff to highlight key challenges in implementation
- Consultations with affected communities

Objective 3: Provide further Support: orientation on HAP 2010 Standard, revision of the inter-agency protocols for the prevention of exploitation and abuse in the Kenya refugee Programme, planning joint complaints response mechanisms

Objective 4: Increase awareness of accountability and quality in Kakuma operations and encourage collective action.

Date	Activities
16 th May Monday	<p>Meeting with AQWG Agenda:</p> <ul style="list-style-type: none"> ▪ Discuss the objectives of the visit ▪ Key updates from each agency ▪ Plan the activities & confirm the schedule ▪ Discuss the 2010 Standard <p>Participating Agencies: CARE, DRC, NRC, Oxfam, Handicap International, Save the Children, LWF, UNHCR, IRC</p>
17 th May Tuesday	Field Visit CARE & WFP
18 th May Wednesday	<i>Consultation with DRC staff & UNHCR field visit</i>
19 th May Thursday	<i>Field visit with NRC</i>
20 th May Friday	<p>Accountability and Quality Working Group Workshop:</p> <ul style="list-style-type: none"> • AQWG Progress • Inter-agency protocols • Joint Complaints Handling & Response Mechanisms • Planning <p>The AQWG met to review its achievements, challenges and way forward. Participating Members of : Accountability Quality Working Group & Prevention of Sexual Abuse and Exploitation Working Group Participating Agencies: CARE, DRC, NRC, Oxfam, Handicap International, Save the Children, LWF, UNHCR, IRC, WFP, IOM</p>
21 st May Saturday	Field Visit with LWF
22 nd	Sunday
23 rd May Monday	Field visit with DRC and meeting with WFP.
24 May Tuesday	Heads of agencies were debriefed on the preliminary findings of the follow up visit during the weekly heads of agencies meeting. The team also consulted with Oxfam GB staff members.
25 May Wednesday	Field Visit Save the Children
26 May Thursday	Meetings with FilmAid & Handicap and IOM. During the meeting 14 IOM staff were giving an induction to the 2010 HAP Standard.
27 May Friday	Additional consultations with CARE and Save the Children and meeting with HSO
28 May Saturday	Travel to NBO
29 May	Sunday
30 May Monday	Planning of Kakuma visit
31 May Tuesday	Travel to Kakuma
1 June	Visit programme sites – Kakuma.

Wednesday	
2 June Thursday	Return to NBO
3 June Friday	Debriefs in NBO
4 June Saturday	Preparation for People in Aid conference
5 June	Sunday
6 June Monday	NBO level debrief with NRC and WFP
7 June Tuesday	NBO level debrief with UNHCR and CARE
8 June Wednesday	NBO level debrief with Save the Children
9 June Thursday	Presentation on staff competencies at People in Aid Conference. Met with ECB and debriefed NRC
10 June Friday	Debrief with LWF
11 June Saturday	Depart for GVA