

Drought Operational Strategy Shelter Cluster

Introduction and background to the drought

The humanitarian situation in Somalia is rapidly deteriorating and renewed famine is a strong possibility in 2017. This comes only six years after a devastating famine in the country led to the death of more than a quarter of a million people – half of them children. The severe drought is a result of two consecutive seasons of poor rainfall, more in some areas. In the worst affected areas, crops have been wiped out, declining price of livestock and increase of livestock killed, while communities are being forced to sell their assets, and borrow food and money to survive. The drought is already exacerbating competition for resources such as water, increasing possibilities of local tensions.

Total loss of livestock and destitution have been reported in some northern pastoral areas. In the lead up to the start of the anticipated below normal 2017 Gu (April-June) season rainfall, staple food prices are expected to increase sharply, and widespread livestock mortality is likely to occur as pasture and water resources become more depleted. If the 2017 Gu (April-June) season performs very poorly, if purchasing power declines to levels seen in 2010/2011, and if humanitarian assistance is not scaled up at a massive scale in the coming weeks and months, Famine (IPC Phase 5) would be expected.

There are already worrying similarities to the conditions that led to the famine in 2011, but a much larger percentage of the population is at risk this time. Labor prices are collapsing, local food prices are rising, animal deaths are increasing, malnutrition rates are starting to rise, water prices are spiraling and people are starting to move in growing numbers, both within the country and to neighboring countries.

The number of people in need of assistance in Somalia has increased from five million in September 2016 to over 6.2 million in February 2017, more than half of the population in Somalia. This includes a drastic increase in the number of people in “crisis” and “emergency” from 1.1 million six months ago to nearly 3 million projected for February to June.

A drought – even one this severe – does not automatically lead to a catastrophe if humanitarian partners respond early enough with timely support from the international community. There are significant differences and opportunities today, compared to the 2011 famine, including a more engaged donor community, closely following the situation on the ground. Building on lessons learned from the 2011 famine, this Operational Plan outlines the main needs, gaps and plans for response by humanitarian partners in the first half of 2017 to prevent a famine.

Displacement trends

The Shelter Clusters' main target population within a drought response is related to the newly displaced drought affected communities and those that are hosting the displaced.

In the first three weeks of 2017 alone, more than 33,000 people were displaced due to drought in southern and central alone, including 3,000 who crossed the border to Ethiopia. The majority of drought-related displacement take place from rural to urban areas¹. In Baidoa, for example, more than 7,000 people arrived in the first three weeks of January in search of water and food, having traveled by foot, in donkey carts and trucks. Most of the families have joined existing settlements for internally displaced in Baidoa. Most of the newly displaced (80%) are from villages in the Bay region. It is foreseen that as the situation continues to deteriorate, increasing numbers of people from rural areas will move to urban centers, join host communities or join settlements for internally displaced. In some cases, families split up and let children and women move to towns, while men stay behind with the remaining animals. In other cases, preemptive movement is done by the strongest family members, leaving behind young children, women and the elderly. In other cases, better-off villages host the surrounding displaced communities.

As the situation further deteriorates, population movements to Ethiopia are expected to continue. In the first three weeks 2017, more than 3,000 Somalis fled to Ethiopia due to drought. While there are no reports of drought-related displacement from Somalia to Kenya as of early February, it remains a possibility that some of the most vulnerable in Jubbland and beyond chose to cross to Kenya, as was the case in 2011.

As was the case during the 1991 and 2011-12 famines, Bay and Bakool are particularly hard hit, with 42 and 47 per cent of the population in Crisis or Emergency, accounting for more than 500,000 of the 2.9 million in crisis and emergency. Hereof, the vast majority, 84 per cent (421,000) are in rural areas and will potentially start moving towards urban areas as the situation deteriorates, joining host communities or existing settlements for IDPs.

Building on lessons learned from the 2011 famine, the primary focus is on providing urgent life-saving water, food, nutrition and health services to the three million people who are in crisis and emergency, in particular to malnourished children in need of assistance, to allow them to stay alive. Shelter Agencies will ensure to provide the necessary emergency assistance NFIs and emergency shelter to those drought displaced population groups, including the host communities. Emergency Shelter Kits will be provided for those that do not have any form of shelter at the time of arrival.

¹ Displacement tracking IOM and PRMN UNHCR

Shelter Cluster drought response strategy

The SC is a forum where all actors can discuss and agree on issues related to shelter and NFIs supported by a coordinator and secretariat which *supports* the cluster members in attaining effective shelter/NFI action in Somalia. In order for the cluster to be effective in the provision of shelter and NFIs to the Somali population in need, a Strategic Advisory Group (SAG), which comprises the key 15 shelter actors, guides the larger SC membership with policy decisions, strategic direction, advocacy roles and coordination mechanisms. Since 2014, the shelter partners and lead agency have started to share the roles and responsibilities to fill in the gaps with dedicated field staff and resources at field level. Through a strong de-centralized system and a strong emphasis on remote management, the cluster has strengthened its' coordination capacity in all regions with 10 regional coordinators². The Shelter Cluster taps through their regional coordinators into more than 500 trained enumerators working for more than 25 agencies. Through this network, the Shelter Cluster organizes data collection exercises with the following tools: 4W collection, SIRNA (Somalia Initial Rapid Needs Assessments), Infrastructure mapping exercises and overall assessments. The Shelter Cluster is also producing a rapid market survey tool that will be rolled out in the month of February. Shelter Cluster will work closely with REACH, IOM and UNHCR on displacement data through the DTM and PRMN tools.

One of the main weaknesses within the Shelter Cluster is the provision of emergency NFI response in a timely manner. The Shelter Cluster with approval from the Strategic Advisory Group³ brought together an idea for stronger leadership at regional level in emergency response capacity.⁴ Similar to the improved de-centralized coordination system, shelter cluster partners will be asked within this drought operational response plan, to show leadership in the provision of Non-Food items and Emergency Shelter kits at district level. The system will both look at strengthening the capacity at field level through pre-positioned standard NFI kits, while also strengthening the local market with a strong emphasis on cash and voucher mechanisms. This will ensure that all regions can trigger an immediate response through existing stocks, while scaling up with the markets. Shelter Cluster will closely work together with the CASH working group that is being established.

The Shelter Cluster has used the CERF Under-funded and the SHF 2017 first allocation to start the de-centralized leadership, where 4 agencies received 1.15 million dollars to target drought-affected displaced communities in Gedo, Bay, Lower Juba, Hiraan, Galgaduud, Middle and Lower Shabelle regions. This will provide emergency assistance to already more than 10,600 households or around 60,600 persons. The Shelter Cluster is working closely with UNHCR to look at trends in displacement and is estimating that more than 700,000 persons will be in need of non-food items and emergency shelter kits through this drought response plan for all Somalia. The total cost of these activities are estimated to be around 25 million dollars.

² Doolow, Dhobley, Kismaayo, Baidoa, Mogadishu, Beletweyne, Gaalkacyo, Garowe, Bossaso and Hargeysa
<https://www.sheltercluster.org/library/tor-and-sc-structure>

³ Shelter Cluster SAG minutes 19th of January.

⁴ The current CERF and SHF allocation has already ensured to de-centralize emergency assistance to the urban centers that have seen an influx of IDPs in Gedo, Lower Juba, Middle Shabelle, Lower Shabelle, Hiraan and Galgaduud.

This drought response plan will only target the first strategic objective of the Shelter Cluster: to contribute to the protection of newly displaced people and those affected by natural hazards.

The following guidance should be taken while preparing your own organizational response plan for emergency NFIs and shelter:

- Projects should be uploaded on the OPS system as separate projects tagged by the drought. Do not adapt the existing Shelter HRP project of your organization;
- Shelter Agencies together will look at increasing their emergency activities in objective 1 of the HRP 2017 to provide emergency NFI assistance to in total 700.000 persons that are displaced due to drought. For those that have no shelter option after displacement, Shelter Agencies will provide emergency shelter kits to 450.000 persons (approximately three quarters of the total persons in need of NFIs).
- Agencies will not be allowed to prioritize all regions and districts in Somalia. Agencies should prioritize the districts where they have strong presence and already existing activities targeting NFIs.
- Agencies with already funded NFI and emergency shelter projects will be prioritized.
- It is important to diversify and further de-centralize the efforts for provision of emergency non-food items to areas outside urban centers. The following target groups should be prioritized:
 - Host communities outside urban centers hosting an influx of drought affected communities
 - Newly displaced drought affected persons and the host communities that have joined protracted IDP settlements.
 - Host communities in urban centers hosting an influx of drought affected communities.
- Strong emphasis should be put on targeting the most vulnerable, with a strong gender angle.
- The Final Shelter strategy will be shared externally with the SHF secretariat and the donors for dissemination.
- Agencies will be encouraged to participate and share needs-assessments with an emphasis of standardization and using existing standard shelter cluster tools. Guidance will be provided by the IMWG on sharing principles.

Guidance notes for uploading of projects

(1) This document provides Shelter Cluster members (SC) **guidelines** on what should or should not be done when drafting and submitting proposals for the Shelter Cluster Drought Response plan 2017. This document also provides the process by which the Cluster Review Committee (CRC) will review projects.

(2) **ANNEX I** to these Guidelines explains the process by which the CRC will determine which projects will be included in the drought response plan.

(3) **Additional documents** for consideration when drafting HRP Projects:

Guidance note of UNOCHA on project uploads

Online Project System (OPS) Manual

(4) Shelter Cluster Objectives

This drought response plan only looks at the cluster objective 1: contribute to the protection of newly displaced people and those affected by natural hazards

(5) Shelter Cluster Mandatory Criteria (a precondition to have the project reviewed by the CRC, meaning the project must fulfill all of the following requirements)

(a) Previous experience in emergency shelter/NFI project implementation in the region

(b) The organization must have physical presence in the area it is operating in. If operating through an implementing partner, it must demonstrate that its partner has presence. Organizations will be recommended to provide information on funded or applied-funded NFI projects to show their existing capacity to respond:

(c) The organization participates at Nairobi and/or field level Shelter Cluster and/or Working Group meetings;

(d) The submitted proposal must be fully completed and coherent. If critical information is missing, budget lines incomplete but activities indicate a cost, the project will not be considered;

(e) The objectives, outcomes and activities are clear, tangible and support the Shelter Cluster Response Plan.

(6) Key Substantive Criteria that the CRC will consider for assessing projects

- (a) Projects need to be humanitarian in nature, meaning that the proposal is in line with the strategic objective of this response plan;
- (b) Preference will be given to projects that are complementary and coordinated across Clusters. Please further clarify the links with other core clusters;
- (c) The needs that the project plans to address must be confirmed by evidence that is solid by reason of first-hand assessment on the ground, or triangulation (multiple independent sources);
- (d) Coherence: A project needs to clearly show the link between chosen Outputs, Output Indicators and Objectives. The activities must be formulated in a clear and consistent manner and correspond with the chosen objectives, outputs and output indicators.
- (e) Organizations must explain how they have access to the planned project area or target population, and provide evidence of their capacity to successfully implement the project.
- (f) Monitoring & Evaluation: Projects need to show how data will be obtained to monitor the implementation of the project at Output and Objective level.
- (g) The project must identify and respond to the distinct needs of women, girls, boys and men as well as vulnerable groups including the elderly and people with disabilities, or justify its focus on one group (i.e. targeted action). Priority is given to projects that have a Gender Code of 2a or 2b.

(7) Additional Project Criteria the CRC will consider to ensure that projects are conform to the SC's Response Plan

- (a) Direct implementation is encouraged, as is implementation by a national NGO. Organisations should not simply pass on funding to their implementing partner without providing any meaningful guidance, coordination, capacity building, technical advice, monitoring and evaluation capacities, or any other function of additional value;
- (b) The project must be cost-effective in terms of the number of beneficiaries and the needs to which the project intends to respond. Realistic number of beneficiaries (budget/activities/beneficiaries);
- (c) Projects should be realistic in nature and magnitude and needs to be completed within a six months window period;
- (d) Projects must be mindful to the cross-cutting issues as stipulated by the Humanitarian Country Team;

(8) Project Submission to the HRP and timeline

- (a) All HRP proposals must be submitted through the Online Project System database <http://ops.unocha.org> and must be tagged as a specific shelter cluster response plan.
- (b) If your organization is not listed in the database and you would like to submit a HRP proposal, please contact the Shelter Cluster Secretariat (sheltercluster.org). Please ensure that all criteria are fulfilled.
- (c) All existing HRP projects should be kept un-touched and submitted without any changes. Agencies should upload a new project tagged under drought response.**
- (d) Agencies should provide clarity on the following: funding secured for NFIs, submitted proposals and potential expansions.**

Timeline (tentative to be finalized)

- 23 February: OPS - Cluster members start uploading projects
- 1 February: Submission date of project
- 6 February: Peer review undertaken by Cluster Review
- 7 February: Final submission by Shelter Cluster.

ANNEX I

Cluster Review Committee (CRC) Process for HRP 2017

CRC Composition:

- SC Coordinator: UNHCR
- 2 UN agencies: UNHCR, UNHABITAT
- 2 International NGOs: NRC, IOM
- 2 National NGOs: SYPD, WRRS
- Gender focal point: will be decided within the CRC members

CRC Members will attempt to reach consensus to prioritize projects. If this is not possible, Members vote, and decide by simple majority.

CRC Members refrain from the discussion of and do not vote on their own organisation's projects. The Shelter Cluster Coordinator and gender focal point do not take part in the voting process. If there is a tie vote, the Cluster Coordinator will cast a vote and the decision will be final.

All projects will be first pre-screened by CRC members to ensure that all mandatory criteria are incorporated. Once pre-screened, all projects will go through a proposal vetting in a first round. The projects will be vetted based on the criteria set above.

During this review, the CRC can approve outright, conditionally approve, or reject a project. If conditionally approved, the submitting organization will have 24 to 48 hours to respond to comments made. The CRC will provide clear instructions on what revisions are requested to ensure that the projects are improved in line with the CRCs recommendations. The CRC can ask a submitting agency to reduce its budget, to limit or shift its area of intervention, or to remove particular activities.

After re-submitting, the CRC will review if the submitting agency has adequately addressed the comments. Also during this round, the CRC will assess the complementarity of the projects. In case of duplication, or when the overall response capacity exceeds the needs to be covered, the CRC will prioritise and may reject qualitatively good projects. Should the responses not adequately address the issues raised by the CRC, a project may be rejected at this stage, or further clarification may be sought.