

ETHIOPIA SHELTER/ NFI CLUSTER EVALUATION



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2015 - 2016 External Evaluation.
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IMPACT Initiatives

Purpose: To identify and share key lessons and recommendations on the role played by the Ethiopia Shelter & NFIs Cluster in the Humanitarian response from 2015 to 2016. Lessons learnt and recommendations will be used for improving and informing future shelter cluster responses, by evaluating the impact and effectiveness of the coordination services.

Photo Credit (front cover): Wan S. Sophonpanich, IOM

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When one is prepared, difficulties do not come – Ethiopian proverb.

Disclaimer

The views and recommendations expressed in this document are those of the author and as such, they do not necessarily reflect those of the Shelter Cluster team, the Global Shelter Cluster or IOM. Responsibility for any omissions or errors of fact or interpretation rests with the author.

ACRONYMS

AAP	Accountability to Affected Population
CC	Cluster Coordinator
CLA	Cluster Lead Agency
DfID	Department for International Development
DPPC	Disaster Prevention & Preparedness Commission
DTM	Displacement Tracking Matrix
ES	Emergency Shelter
GSC	Global Shelter Cluster
HC	Humanitarian Coordinator
HCT	Humanitarian Country Team
HHs	Households
HDX	Humanitarian Data Exchange
HRD	Humanitarian Response Document
IASC	Inter-agency Standing Committee
HH	Household
ICCG	Inter-Cluster Coordination Group
IDP	Internally displaced person
IM	Information Management or Information Manager
INGO	International non-governmental organisation
IOM	International Organisation for Migration
MSNA	Multi-Sectoral Needs Assessment
MPCG	Multi-Purpose Cash Grant
NDRMC	National Disaster Risk Management Commission
NFI	Non-food Items
NGO	Non-governmental organisation
NNGO	National non-governmental organisation
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PolR	Provider of Last Resort
PDM	Post Distribution Monitoring
PIN	People in Need
RC	Resident Coordinator
RFP	Regional Focal Point to the Shelter Cluster
SC	Shelter Cluster
SCM	Shelter Cluster Meeting
SCT	Shelter Cluster Team
SNNPR	Southern Nations, Nationalities, and Peoples' Region
SO	Strategic Objective
SRP	Strategic Response Plan
TOR	Terms of Reference
TWIG	Technical Working Group
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
WG	Working Group
4W	Who, What, Where and When (Database of cluster partner responses)

EXECUTIVE SUMMARY

Background & Context

Ethiopia is the second-most populous country in Sub-Saharan Africa with a population of more than 85 million (UN, 2011). It is also one of the world's poorest countries. On the 2011 Human Development Index Ethiopia ranked 174 out of 187 countries. More than 30 percent of the country's population lives in extreme poverty, earning less than US\$0.6 per day. Due to recurring droughts and declining natural resources, extreme poverty remains common in Ethiopia. More than 80 per cent of the population live in rural areas and rely on rain-fed agriculture for their livelihood. Their vulnerability is frequently exacerbated by natural and man-made hazards, including drought, flooding, disease outbreaks, inter-communal conflict and refugee influxes from neighbouring states.

The country is one of the largest aid recipients, receiving \$3.6 billion in 2011 representing over 11 per cent of national income, according to the Organization for Economic Co-operation and Development [OECD]. Major donors include the US, United Kingdom, the World Bank, the European Union, and the Global Fund to Fight AIDS, TB, and Malaria. The aid is primarily in health, agriculture, food and nutrition security and primary education¹.

Drought and El Niño response: The El Niño affect wreaked havoc on Ethiopia's summer rains in 2015. It hit after failed spring rains, and has led to food insecurity, malnutrition and water shortages throughout the country. A countrywide, Government-led inter-agency assessment concluded that over 10.2 million people will need humanitarian food assistance in 2016. When combined with the 7.9 million Ethiopians slated to receive emergency food and cash transfers, through the Government Productive Safety Net Programme, the total number of people receiving emergency food aid will be in excess of 18 million. Based on a review of past El Niño events, it is predicted that 1.5 million children and pregnant or lactating mothers will require supplementary feeding through 2016, and 400,000 children will become severely acutely malnourished. Some 2 million Ethiopians are expected to be without regular access to safe drinking water.

Humanitarian Response: Drought exacerbated by El Niño, combined with extensive flooding, disease outbreaks and the disruption of basic public services, is having a negative impact on the lives and livelihoods of 9.7 million Ethiopians. Food security and agricultural production are severely affected, with cascading effects on livelihoods, nutrition, health, water, sanitation, education and other sectors. According to the Mid Term Review (August 2016), the key humanitarian issues are:

- Lives remain at risk due to a lack of food and water, and the risk of disease outbreaks;
- Livelihoods continue to be threatened due to livestock death or poor health, or remain precarious due to limited agricultural inputs for the rest of the year;
- Flooding and other drought or conflict-related displacement continues to lead to critical needs for food, shelter and non-food items.

OCHA considers that there is generally a well-coordinated, and rapidly expanding Government-led response under way². At the OCHA-led lessons learned workshop held in December 2016, OCHA reported

¹ <http://www.bestbridge.org/communities/about-ethiopia/>

²² OCHA - <http://www.unocha.org/eastern-africa/about-us/about-ocha-eastern-africa/ethiopia>

that since 2015, the HRD had received \$985m with the Government of Ethiopia contributing an additional \$785m which makes this protracted crises, one of the best funded around the globe. The 2016 HRD expresses three objectives: to save lives and reduce morbidity caused by drought; protect and restore livelihoods; and to prepare for and respond to other humanitarian shocks, including flooding and displacement. Ethiopia has achieved impressive economic growth over recent years, building a robust disaster risk management system to respond. Government-managed services are well established and supported by the international community.

Coordination: The cluster system has been active in Ethiopia for a number of years. Currently, there are 9 clusters including an operational S/NFI cluster. Bi-monthly (fortnightly) Inter-Cluster Coordination meetings are held in Addis Ababa and sub-national inter-cluster meetings take place in some regions, chaired jointly by OCHA and the Disaster Prevention & Preparedness Bureau/Commission (DPPB/C). Prior to the recent escalation in crises/drought response (2015 going into 2016), cluster coordinators were typically “double hatting”, with both coordination and cluster lead agency program responsibilities. With operations scaling up through 2015 into 2016, OCHA, who meets regularly with CLAs as a separate forum, applied pressure to ensure that CLAs met their cluster coordination obligations including deploying dedicated staff.

S/NFI Cluster & Cluster Response: The S/NFI Cluster is led by Disaster Risk Management Coordination Commission (NDRMC) Logistics Directorate, with IOM taking on the responsibility of the co-chair position and secretariat duties. The cluster meets bi-monthly at the Federal level, and on ad hoc basis as required, to ensure a coordinated and effective response. Regionally, the cluster meets on a monthly basis in Somali Region State under the leadership of DPPB. Ad hoc coordination meetings also take place in Afar, Tigray, Gambela and Oromia regions. At the sub-national level, the cluster relies on IOM project staff to act as focal points for their region.

The S/NFI response predominantly consists of the provision of in-kind emergency shelter, kitchen sets, and dignity and hygiene kits, enabling IDPs to resume their normal lives faster in their place of origin or at a new location.

Key Findings & Recommendations

Shelter/NFI partners, donors and UNOCHA were all appreciative of IOM’s role as Cluster Lead Agency. In particular, there was wide recognition of the positive impact of dedicated coordinators leading the cluster through the majority of 2016. There are, understandably, weaknesses that were revealed by key informants and the on-line survey but the general consensus and wish is that IOM maintain a cadre of dedicated staff on the coordination team (Coordinator and Information Manager) and, with increased donor or partner support, develop more robust coordination in critical regions/sub-national areas with the addition of dedicated national Field Coordinators / national Cluster Associates.

Until the evaluation, there had not been any form of cluster coordination performance monitoring and so, with the assistance of the Global Shelter Cluster and the Ethiopia Shelter/NFI Cluster, an inaugural standard survey was carried out. The preliminary results of the CCPM survey revealed a general satisfaction with the performance of the coordination team. The weaknesses highlighted in the survey are as follows and will be further explored to develop remedial actions during the course of a follow-up cluster workshop (see Key recommendation 1 below):

- a) Planning & Strategy Development: Clarifying funding requirements and helping to set priorities – unsatisfactory
- b) Monitoring & Evaluation: Monitoring of activities and reporting on needs – unsatisfactory
- c) Supporting Robust Advocacy: Identifying concerns and contributing key information – unsatisfactory.

Conclusions

Overall the S/NFI cluster is generally perceived as being in good shape and the coordination team performance meets expectations particularly as it was one of the last to benefit from dedicated staff. Many of the key informants highlighted the strength of the cluster compared with other clusters in Ethiopia. A number of key recommendations are presented in this evaluation along with some general suggestions which support the key recommendations listed. Annex C brings together all the key recommendations and 17 additional/complementary recommendations which are presented for the coordination team to review with the cluster partners. It is not anticipated that the coordination team will be able to address all the complementary recommendations below and the team will work with partners to assess their practicality and prioritise accordingly.

Key Recommendations

1. Coordination Team to facilitate a workshop in early 2017 to complement the on-line CCPM survey.
2. IOM to continue to seek funding for dedicated coordination resources in order to maintain dedicated staff at the national level and build capacity at the regional level (See also regional coordination below for additional comments). If direct donor funding is potentially not available to IOM, consider contacting partner agencies at the GSC level (Ethiopia Red Cross/IFRC, WVI, CARE, CRS, SCI, UNHCR – all active in Ethiopia albeit not necessarily in the S/NFI cluster) to explore the possibility of contributing staff to the coordination team.
3. The S/NFI cluster to develop a TOR for the strategic advisory group (SAG) and form the group with 3 to 4 partners and the government counterpart (donors are normally welcome to observe). It is further recommended to consult and collaborate with OCHA in the formation of the SAG in order to take advantage of lessons learned in other clusters.
4. In consultation with SAG, review cluster objectives in line with any revised strategy and the overall strategic objectives set out in the 2017 HRD. Consider including the contingency stock initiative as a key objective as it meets SO3 of the 2016 HRD.
5. Streamline the websites and ensure that some housekeeping is carried out to archive old files and make new IM tools available.
6. In consultation with SAG, cluster partners and affected populations, develop more diversified responses with potentially more durable solutions for long-term displaced communities.

I. INTRODUCTION

Purpose and Scope of the evaluation

Purpose: To identify and share key lessons and recommendations on the role played by the Ethiopia Shelter & NFIs Cluster in the Humanitarian response from 2015 to 2016. Lessons learnt and recommendations will be used for improving and informing future shelter cluster responses, by evaluating the impact and effectiveness of the coordination services.

The objectives of the evaluation are to

1. Document, review and analyse the experience of the IOM-led country Shelter Cluster team with respect to the establishment and operation of the Shelter Cluster, with a particular emphasis on standard operating procedures and lessons to be learnt for future operations;
2. Appraise the service provided by the shelter cluster team to shelter cluster participants (Government, UN agencies, NGOs both national and international) at federal and regional level.
3. Assess the impact of the shelter cluster in promoting a coordinated shelter response
4. Review and provide recommendations on the cluster's standard operating procedures for receiving and coordination of in-kind contributions.
5. Appraise and provide recommendations with regard to future emergency shelter cluster coordination activities, advocacy and fundraising at both national and provincial levels, especially in the context of protracted emergency with limited and/or varying funding.

Scope: The scope relates to coordination at the federal and regional level (Somali Region)

Methodology

Evaluation questions

The review of the Ethiopia SC included semi-structured interviews with key informants lasting approximately 45-60 minutes and address the questions listed in Annex B, and as outlined in the evaluation Terms of Reference (Annex A). Questions varied as different informants have different perspectives.

Methods of data collection and analysis

To conduct the assignment, the evaluator adopted the following methods of data collection and analysis:

- **Desk Review** – a thorough and comprehensive desk review of documentation, files and reports, available on sheltercluster.org and documents provided directly to the evaluator, and using any other information available online, including on humanitarianresponse.info
- **Key informant interviews** – Global Shelter Cluster focal point, Cluster Coordinator, cluster partners, OCHA, donors, other Cluster Coordinators and government counterparts. A list of the key informants is provided in Annex B. Interviews with key staff and consultants who had a key role in coordination since 2015. These are also listed in Annex B.

- **Site visits** – Somali Region: The evaluator spent two days in Jijiga meeting with IOM staff and cluster partners. The Somali region was identified by the S/NFI cluster as the region with the highest S/NFI needs (2016 S/NFI cluster operational plan).
- **Cluster Coordination Performance Monitoring Reports:** Cluster Coordination Performance Monitoring (CCPM) is a common tool used globally by the country coordination teams, with support from the Global Shelter Cluster, to assess its coordination performance against
 - (i) The six core Cluster functions set out on the ‘Reference Module for Cluster Coordination at Country Level’; (see text box below) and
 - (ii) Accountability to affected populations.
- **Lessons Learned Workshop:** The evaluator participated in an OCHA-led lessons learned workshop in Addis Ababa attended by the HC/RC, OCHA staff, heads of UN agencies, International Organisations and NGOs. The evaluator participated in the group work on Leadership and Coordination that specifically addressed the roles of the clusters and the coordination architecture.

THE SIX CORE CLUSTER FUNCTIONS, AND ACCOUNTABILITY TO AFFECTED POPULATIONS

1. To **support service delivery**
 - a. Providing a platform that ensures service delivery is driven by the Humanitarian Response Plan and strategic priorities.
 - b. Develop mechanisms to eliminate duplication of service delivery.
2. To **inform the Humanitarian Coordinator (HC) and Humanitarian Country Team's (HCT) strategic decision-making** by
 - a. Preparing needs assessments and analysis of gaps (across and within Clusters, using information management tools as needed) to inform the setting of priorities, identifying and finding solutions for (emerging) gaps, obstacles, duplication and cross-cutting issues
 - b. Formulating priorities on the basis of analysis.
3. To **plan and implement Cluster strategies by:**
 - a. Developing sectoral plans, objectives and indicators that directly support realization of the overall response's strategic objectives.
 - b. Applying and adhering to common standards and guidelines.
 - c. Clarifying funding requirements, helping to set priorities, and agreeing Cluster contributions to the HC's overall humanitarian funding proposals.
4. To **monitor and evaluate performance by:**
 - a. Monitoring and reporting on activities and needs.
 - b. Measuring progress against the Cluster strategy and agreed results.
 - c. Recommending corrective action where necessary.
5. To **build national capacity in preparedness and contingency planning**
6. To **support robust advocacy by:**
 - a. Identifying concerns, and contributing key information and messages to HC and HCT messaging and action.
 - b. Undertaking advocacy on behalf of the Cluster, Cluster members, and affected people.

AND: - Accountability to affected populations (AAP)³

- Apply agreed mechanisms to consult and involve affected populations in decision-making.
- Apply agreed mechanisms to receive, investigate and act upon complaints on the assistance received.

³ The AAP Operational Framework: <http://interagencystandingcommittee.org/node/2447>

Constraints or limitations

The on-line cluster coordination performance monitoring was carried out for the first time in Ethiopia as part of the evaluation and there was not a comprehensive response to the survey by the partners. However, what information and analysis was available is used and its potential limitations are acknowledged. The cluster coordination team will organise a complementary workshop (as recommended in the GSC for the CCPM) and that process can be used to validate or expand on the points and comments that came out of the on-line survey.

The evaluation is limited to the scope of the Shelter/NFI cluster, which focuses primarily on IDP issues in Ethiopia. There are also a large number of refugees in Ethiopia (the majority in 25 camps across the country) whom UNHCR is mandated to support and protect. As such, this evaluation does not discuss refugee shelter/NFI issues. However, it is acknowledged that there is much scope for sharing lessons across agencies responding to the needs of both IDPs and refugees, particularly in terms of possible durable shelter solutions for both IDP and refugee populations.

The evaluator spent 4 working days in Ethiopia and the limited time available for the review also prevented additional cross-examination and validation of some of the issues highlighted through the document review and interview processes.

II. CONTEXT

Overview

Ethiopia is the second-most populous country in Sub-Saharan Africa with a population of more than 85 million (UN, 2011). It is also one of the world's poorest countries with per capita income estimated US\$392 (2010/11, NBE). On the 2011 Human Development Index Ethiopia ranked 174 out of 187 countries. More than 30 percent of the country's population lives in extreme poverty, earning less than US\$0.6 per day. Due to recurring droughts and declining natural resources, extreme poverty remains a common occurrence in Ethiopia.

More than 80 per cent of the population live in rural areas and rely on rain-fed agriculture for their livelihood. Their vulnerability is frequently exacerbated by natural and man-made hazards, including drought, flooding, disease outbreaks, inter-communal conflict and refugee influxes from neighbouring states.

The country is one of the largest aid recipients, receiving \$3.6 billion in 2011. This aid constitutes over 11 per cent of national income, according to the Organization for Economic Co-operation and Development [OECD]. Major donors include the

The 2014–16 El Niño was a warming of the eastern equatorial Pacific Ocean that resulted in unusually warm waters developing between the coast of South America and the International Date Line. These unusually warm waters influenced the world's weather in a number of ways, which in turn significantly affected various parts of the world.

The El Niño event affected millions of people around the world, including in Africa, Central America, South-east Asia and the Pacific Islands. These effects included below or above-average rainfall, flooding, increased food insecurity, higher malnutrition rates and devastated livelihoods. The El Niño event also contributed to the Earth's warming trend, with 2014 and 2015 being two of the warmest years on record.

Over 60 million people face hunger, malnutrition in 2016 due to drought effects influenced by ENSO, with Africa worst hit, Indochina facing severe drop in food production, and Ethiopia counting 10 million people at risk

US, United Kingdom, the World Bank, the European Union, and the Global Fund to Fight AIDS, TB, and Malaria. The aid is primarily provided in the sectors of health, agriculture, food and nutrition security and primary education⁴.

The Government is engaged in a major effort to transform the Ethiopian society to become a middle-income economy by the year 2025. Despite recording an annual economic growth of 11 per cent during the past eight years, more than 20 million people are living below the poverty line, according to the UN Development Assistance Framework (UNDAF) 2012-2015. More than 10 per cent of the population remains chronically vulnerable to food insecurity and dependent on national safety-net programmes. Every year several million people require emergency assistance to meet their basic survival needs. The population has doubled since 1984 and is projected to more than double again by 2050.

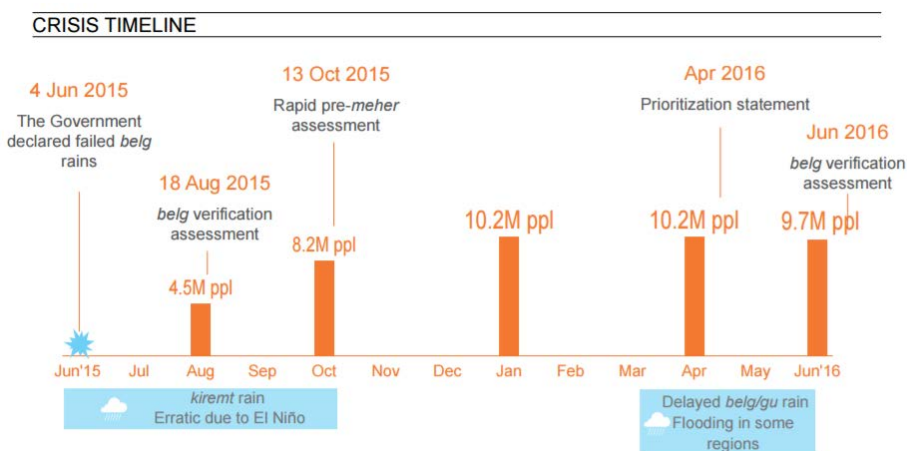
In the period 2004 to 2015, The World Bank noted significant progress in key human development indicators: primary school enrolments have quadrupled, child mortality has been cut in half, and the number of people with access to clean water has more than doubled. The poverty headcount fell to 30% in 2010-2011. However, the majority of people do not benefit from the growth, and a third of the population still lives below the poverty line. The country still struggles against poverty, preventable diseases, and child mortality. There is a concern that macroeconomic challenges that include high inflation rates especially on food prices, a shortage of foreign currency, lack of strong capital market, and logistical bottlenecks, could reverse some of the improvements made in recent years.

Drought and El Niño response

The El Niño effect wreaked havoc on Ethiopia's summer rains in 2015. It hit after failed spring rains, and has led to food insecurity, malnutrition and water shortages throughout the country. A countrywide, Government-led inter-agency assessment concluded that over 10.2 million people will need humanitarian

food assistance in 2016. When combined with the 7.9 million Ethiopians slated to receive emergency food and cash transfers, through the Government Productive Safety Net Programme, the total number of people receiving emergency food aid was in excess of 18 million. Based on a review of past El Niño events, it was predicted that 1.5 million children and pregnant or lactating mothers would require

supplementary feeding through 2016, and 400,000 children would be at risk of becoming severely acutely malnourished. Some 2 million Ethiopians were expected to be without regular access to safe drinking water.



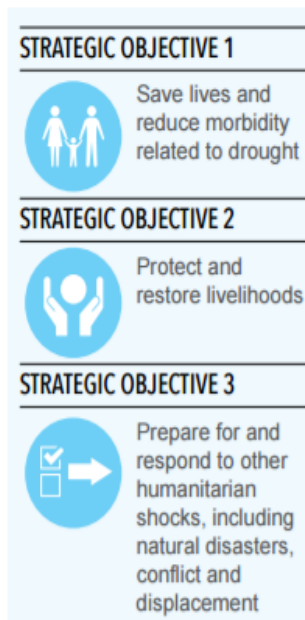
⁴ <http://www.bestbridge.org/communities/about-ethiopia/>

Humanitarian Response

Drought exacerbated by El Niño, combined with extensive flooding, disease outbreaks and the disruption of basic public services, is having a negative impact on the lives and livelihoods of 9.7 million Ethiopians. Food security and agricultural production are severely affected, with cascading effects on livelihoods, nutrition, health, water, sanitation, education and other sectors. According to the Mid Term Review (August 2016), the key humanitarian issues are:

- Lives remain at risk due to a lack of food and water, and the risk of disease outbreaks;
- Livelihoods continue to be threatened due to livestock death or poor health, or remain precarious due to limited agricultural inputs for the rest of the year;
- Flooding and other drought or conflict-related displacement continues to lead to critical needs for food, shelter and non-food items.

OCHA considers that there is generally a well-coordinated, rapidly expanding Government-led response under way⁵⁵. At the OCHA-led lessons learned workshop held in December 2016, OCHA reported that since 2015, the HRD had received \$985m with the Government of Ethiopia contributing an additional \$785m which makes this protracted crises, one of the best funded around the globe.



The Government and Humanitarian Country Team have jointly reviewed collective needs analysis and projections and this evidence base has been used to develop a response plan and appeal, included in the 2016 Ethiopia Humanitarian Requirements Document (HRD). The 2016 HRD expresses three objectives: to save lives and reduce morbidity caused by drought; protect and restore livelihoods; and to prepare for and respond to other humanitarian shocks, including flooding and displacement. Ethiopia has achieved impressive economic growth over recent years, building a robust disaster risk management system to respond. Government-managed services are well established and supported by the international community.

Coordination

The cluster system has been active in Ethiopia for a number of years. Currently, there are 9 clusters including an operational S/NFI cluster. Bi-monthly (fortnightly) Inter-Cluster Coordination meetings are held in Addis Ababa and sub-national inter-cluster meetings take place in some regions, jointly chaired by OCHA and the Disaster Prevention & Preparedness Bureau/Commission (DPPB/C). Up until the recent escalation in crises/drought response (2015 going into 2016), the cluster coordinators have typically been “double hatting”, with both coordination and cluster lead agency program responsibilities. With operations scaling up through 2015 into 2016, OCHA, who meets regularly with CLAs as a separate forum, applied pressure to ensure that CLAs met their cluster coordination obligations including deploying dedicated staff.

The overall coordination is led by the Ethiopian Government's National Disaster Risk Management Coordination Commission (NDRMC). NDRMC leads federal and regional level Disaster Risk Management

⁵⁵ OCHA - <http://www.unocha.org/eastern-africa/about-us/about-ocha-eastern-africa/ethiopia>

Technical Working Groups (DRMTWGs) across Ethiopia and hosts a series of specialised task forces that work in tandem with the clusters/sectors, including food and agriculture. As the crisis evolves, the Government is strengthening the DRMTWGs across Ethiopia, with OCHA's support. All clusters have been assigned a government counterpart who leads the cluster with the CLA acting as co-chair and secretariat.

S/NFI Cluster & Cluster Response

The S/NFI Cluster is led by Disaster Risk Management Coordination Commission (NDRMC) Logistics Directorate, with IOM as co-chair and responsible for secretariat duties. The cluster meets bi-monthly at the Federal level, and on ad hoc basis as required, to ensure coordinated and effective response. Regionally the cluster meets on a monthly basis in Somali Region State under the leadership of DPPB. Ad hoc coordination meetings also take place in Afar, Tigray, Gambela and Oromia regions. At the sub-national level, the cluster relies on IOM project staff to act as focal points for their region.

CLUSTER OBJECTIVE 1: Access to locally appropriate emergency shelter and non-food items for drought, flood and other natural disaster affected people with a focus on the most vulnerable, improved.

The S/NFI response predominantly consists of the provision of in-kind emergency shelter, kitchen sets, and dignity and hygiene kits, enabling IDPs to resume their normal lives faster in their place of origin or at a new location. During the first six months of 2016, NDRMC and the cluster's partners provided emergency shelter assistance to 21,000 households and essential non-food items (NFIs) to 23,000 households in Afar, Amhara, Harari, Oromia, Southern Nations, Nationalities, and Peoples' Region (SNNPR) and Somali regions. The 2106 HRD targets 149,359 households (821,400 people) requiring emergency shelter and NFIs assistance. The cluster is planning for a contingency stock of 15,000 kits in country to respond to new displacements. Monitoring of displacements is managed by IOM through their Displacement Tracking Matrix (DTM) which is recognized by the government as a Shelter/NFI activity.

CLUSTER OBJECTIVE 2: Population movement tracking, registration and profiling management strengthened, to improve the delivery of immediate humanitarian services, including shelter and non-food items (NFI).

III. FINDINGS & RECOMMENDATIONS

Cluster Coordination Performance Monitoring

The Cluster Coordination Performance Monitoring (CCPM) methodology is set out above (See Methodology) and the survey questions can be found in Annex D. With assistance from the cluster coordinator and IM support from the GSC (UNHCR), the first performance monitoring exercise was carried out during the course of the evaluation using an online survey (<http://sheltercluster.limequery.com/533576?lang=en>). The results and feedback from the preliminary performance report have been integrated into this report. The partner typology and numbers of partners who responded to the survey are presented in the table below.

Partner type	Numbers partners responding (all levels)	Response rate (%)
International NGOs	2	%
National NGOs	1	%
UN organizations or Int. Org.	1	%
ICRC /IFRC	1	%
National authority	0	%
Donor	0	%
Others	0	%
Total	5 (8 – 10 partners in total)	50-63%

Key Recommendation 1: Coordination Team to facilitate a workshop in early 2017 to complement the on-line survey⁶.

Purpose and Objective of workshop:

- Discuss the findings of the Preliminary Coordination Performance Report and this evaluation report
- Reflect, highlight areas of strong performance as well as areas that require attention, and identify where support may be needed from the Cluster lead agency, partners, the HCT, or GSC.
- Identify instances of good practice, constraints, and actions that will improve the Cluster's coordination.
- Workshop also enables the Cluster to contextualize the report before sharing it with global Clusters, Cluster lead agencies, the HC/HCT, OCHA, and national authorities.
- The specific objectives of the workshop are to:
 - (i) discuss and if necessary amend the Cluster Description Report;
 - (ii) contextualise the findings of the Preliminary Coordination Performance Report (narrative comment boxes); and
 - (iii) identify actions for improvements.
- On the basis of these discussions, a Final Cluster Description Report and Final Coordination Performance Report are produced.

⁶ In accordance with CCPM Guidance Note (GSC updated Jan 2016)

- Based on the analysis and discussion within the cluster and the final CPPM report, identified actions that will be taken to improve core cluster functions and the cluster's accountability to affected populations should be included in the cluster work plan (see Strategic Planning & Work Plan below)
- In addition to reviewing the findings of the CPPM and potentially developing a cluster work plan, the workshop would be an opportunity to advocate for sub-national focal points (where IOM is unable to provide resources).

Shelter/NFI Cluster Architecture & Coordination

The Emergency Shelter /NFI cluster was established as part of the roll-out of the IASC cluster system in Ethiopia initially being co-led between IOM, UNHCR and UNICEF. Since 2010, IOM has assumed the coordination and leadership role for the cluster, and coordinates the response at country level in close collaboration with government and humanitarian partners. The cluster works in support of established coordination mechanisms including the Disaster Risk Management Technical Working Group (DRMTWG) both at federal and regional level, as well as Ethiopia Humanitarian Country Team and Cluster Leads. The IOM mission in Ethiopia has field offices in Assosa, Gambella, Jijiga, Dollo Ado, Moyale and Shire.

As is the norm in Ethiopia, government bodies lead the sector/clusters with the CLA providing co-chair and general day-to-day coordination support. The S/NFI cluster membership includes government, UN agencies, international and local NGOs. Active members and contributors to the cluster thus far include IOM, UNOCHA, UNICEF, IRC, ICRC, ERCS, Goal, Concern, WVI, SCI, NRC, OXFAM and ACF.

In early 2016, IOM recognised the need for dedicated coordination resources in recognition that:

- 1) a government counterpart (NDRMC) had been designated to lead the cluster;
- 2) IOM anticipated being central to NFI pipeline (DfID supplied kits) and project staff wanted to ensure that there was no conflict of interest;
- 3) General scaling up of ES and NFI distributions.

This coincided with a concerted effort by OCHA and the RC/HC to ensure that CLAs were providing suitable resources to the clusters. The 2016 HRD included a section for Shelter and NFI activities for the first time and the funding request was subsequently increased in the mid-year review to reflect the increase in Shelter and NFI needs amongst the displaced populations. The cluster was involved for the first time in the seasonal Belg (May) and Meher (November) inter-cluster assessments.

The first dedicated coordinator was deployed in June 2016 (originally for 6 weeks but remained in the post for 9 weeks while the next coordinator was recruited). A longer term coordinator deployed in June 2016 courtesy of CANADEM and with funding from DfID. In both cases, the coordinators have information management (IM) experience and put those skills to use in fulfilling IM functions until a dedicated resource could be established. However, the coordinators could not be expected to commit the requisite time to IM and balance their coordination duties (see IM section below). In November 2016, IOM engaged a full-time dedicated Information Manager to the cluster after a slight delay caused by visa issues. Initially, the dedicated coordinator focused on issues around the S/NFI kits (DfID) and the newly formed IDP Task Force that was created to raise the profile of IDP populations that were not fully recognised at the Federal level.

Generally, partners expressed an appreciation of IOM for their coordination role even before dedicated staff were engaged. Whilst some concern was expressed at the length of time it took to initially recruit dedicated staff, the dedicated coordinators were universally praised for their efforts and collaboration and it was generally perceived that the coordinators contributed significantly to an increased level of performance in the coordination of the cluster and the cluster outputs. The partners demonstrated in the preliminary CCPM report a satisfaction that the coordination team is providing a good platform for service delivery, providing good strategic direction and prioritization of activities (albeit the scope of activities undertaken by the cluster partners is relatively narrow).

Amongst the cited cluster achievements are the regularity of meetings and the active participation of partners in them. It was noted however, that in the months leading up to the Meher assessments, the cluster meetings at the sub-national level became less frequent. It was noted that emergency situations requiring intensive response operations also adversely affect participation in meetings. Partners reported that whenever meetings were held, they resulted in productive discussions with concrete action points. This is partly evidenced by the avoidance of duplication of activities even in cases where partners operate in the same geographical area. It was also noted by a partner that members of the cluster may not fully understand the role of the CLA and the coordination team potentially leading to unrealistic expectations about the provision of the last resort. It was suggested that the coordination team present the ToR for the team again and use GSC resources (e.g. introduction to shelter cluster video: <http://www.sheltercluster.org/working-group/about-us>) to ensure that there is a better comprehension of the role.

One of the main challenges cited by the CLA and acknowledged by a number of partners and OCHA is that the government lead agency has dedicated staff who, whilst collaborative, are very much focused on the logistics element of kit distribution and have not developed a broader understanding of the wider implications of the shelter/NFI responses required to meet the needs of displaced populations. NDRMC also leads the Food Security Cluster with WFP and again, NRRMC role is seen as providing a logistics support function rather than being a strategic partner to the cluster. In speaking with OCHA, it was noted that the leadership of the cluster is unlikely to change in terms of government body, and therefore it was suggested that the cluster coordination team develop closer linkages by sharing offices and working closer together on a more regular basis. It was acknowledged that this may present some logistical challenges such as consistent access to internet at the government offices. The team would probably have to split their time between IOM and government offices or invest in communication infrastructure.

The coordination team (Coordinator & Information Manager) is currently funded by DfID and funding is secure to the end of March 2017. IOM is seeking additional funding for the rest of 2017 and concept notes for DfID and ECHO are under preparation.

Key Recommendation 2: IOM to continue to seek funding for dedicated coordination resources in order to maintain dedicated staff at the national level and build capacity at the regional level (See also regional coordination below for additional comments). If direct donor funding is potentially not available to IOM, consider contacting partner agencies at the GSC level (WVI, CARE, CRS, SCI, UNHCR

– all active in Ethiopia albeit not necessarily in the S/NFI cluster) to explore the possibility of contributing staff to the coordination team.

R1. Consider employing two national field coordinators/associates for a longer-term investment in the coordination team. In consultation with Cluster partners and OCHA as well as the CLA, it is recommended that regional coordination be strengthened through engagement of suitably qualified field coordinators/cluster associates in Somali and Gambela regions.

R2. Develop capacity building program for the field coordinators (E.g. consider on-line courses and mentoring)

R3. The Coordinator should promote capacity and relationship building skills not only for coordination team but also for closer working relationship with NDRMC.

R4. If the incumbent coordinator is planning to leave during the course of 2017, then OCHA suggested one month hand-over with the next coordinator.

R5. In recognition of the lead government's agency role, it is recommended that the Coordinator should spend a number of days a week with NDRMC staff at their offices.

R6. Review cluster coordination role and use GSC resources (videos etc.) to ensure good comprehension of role. The "About the Shelter Cluster" template is available here: <https://www.sheltercluster.org/coordination-toolkit/documents/chapter-4-advocacyzip>

Regional / Sub-national Coordination

The evaluation included a visit to Jijiga, the coordination and response hub for the Somali region. This region was selected as it has some of the highest needs (according to HRD) for the S/NFI sector and is also one of the locations with the most active cluster partners. A number of interviews with IOM, OCHA, government and partner staff were carried out in Jijiga during the course of the evaluation. There was a common appreciation of the performance of the sub-national cluster considering its relatively short existence (established at beginning of 2016) compared to other clusters. The cluster partners have a common understanding of programming and coordination although this is aided by a relatively narrow response plan - emergency shelter and NFI kit distributions. IOM staff who support the cluster are recognized as performing well in their co-chairing role with the DPPB representative.

A number of recommendations and comments were provided by the cluster membership and can be summarized as follows:

- 1) Frustration was expressed about changes in personnel at government level. It was requested of S/NFI coordination team to advocate with DPPB to assign a consistent focal point for the cluster.
- 2) It was asked that S/NFI coordination team at national level intervene and facilitate quicker information sharing at the national level (with NDRMC) to ensure that distributions can go ahead in a timely manner.
- 3) Coordination meetings were suspended in October and November as a result of DPPB and cluster agencies focusing on the Meher multi-sector assessment and other assessments. It was felt that coordination meetings should have continued to ensure that distribution activities continued to be well coordinated.

See Recommendation R2 - Maintain and reinforce sub-national coordination in priority regions such as the Somali region.

At the time of the evaluation, OCHA was facilitating an Inter-Cluster field trip to Jijiga to assess regional coordination needs. The Somali region is particularly prone to multiple types of crises and displacement caused by floods, droughts and conflict resulting in large numbers of displaced populations. Many of these are supported by host communities in rural, remote areas whilst a smaller proportion find themselves in peri-urban environments with slightly better access to services.⁷ The following points were highlighted at the inter-cluster meeting held in December in Jijiga:

- All zones in Somali region except Sitti (which has still not recovered from 2015 drought) experienced failed Meher rains.
- Migration of affected populations to areas with remaining water supply is beginning and will increase through the beginning of 2017.
- The Meher assessment results were not yet available but would be released shortly.
- Displacement and shelter-NFI needs, were not highlighted in zonal Meher Assessment presentations but will emerge in coming months when the affected population's coping capacities become better known. The HRD 2017 projection is considered conservative.
- Zonal humanitarian coordination needs to be improved. OCHA will deploy coordination staff to critical zones to improve its presence. Cluster coordinators (sub-national coordinators) are requested to go on missions to the zones for the same purpose.
- The five pillars of response proposed by OCHA are WASH, Health, Food, Coordination and Logistics. As noted above, shelter/NFI are not perceived as a priority needs but the situation may change as further displacement takes place.

R7. Sub-national and national coordinators to monitor the situation closely in Somali region and to advocate for more resources and re-prioritisation as necessary (see also Advocacy below).

Strategic Planning & Work Plan

The preliminary CCPM report indicated general satisfaction with the strategic and planning role of the coordination team with one major exception. It was noted that the coordination team should do more to set priorities and to better identify funding requirements. Ideally, the Coordinator would carry out these functions in collaboration with and by facilitating a cluster strategic advisory group (SAG). However, the SAG is not yet in place. OCHA reported that a number of clusters have a SAG chaired by an agency other than the CLA to ensure that the appropriate technical and strategic capacity is in place. This application

- The shelter cluster has 10 partners of which about 7 are active and the coordination team collaborate and confer with these partners specifically on technical and strategic issues and as such these agencies form the de-facto SAG. Nonetheless it may prove necessary to create a formal SAG to discuss to strategic direction in a formal setting including the government counterpart so as to better address the weakness identified in the CCPM report. The SAG can be a means to address

⁷ OCHA's head of office in Jijiga reported that a mapping exercise of IDP locations and access to services had been carried out in the Somali region to better understand the scale of the needs.

difficult issues such as inclusion of IDPs in the humanitarian response (currently barely recognised) – see Advocacy below.

- Work plans were developed in the past but currently, there is no work plan in place. It would therefore be advisable for the coordination team to work with the SAG and cluster membership to identify work plan activities and prioritise for 2017.
- Currently, the 2017 HRD is being drafted and includes an overview of a cluster strategy and objectives, developed by the cluster coordinator (albeit with some consultation with the partners). This process can be further strengthened by engagement with the SAG.

Key Recommendation 3: The S/NFI cluster to develop TOR for the strategic advisory group and form the group with 3 to 4 partners and the government counterpart (donors are normally welcome to observe).

It is further recommended to consult and collaborate with OCHA in the formation of the SAG in order to take advantage of lessons learned in other clusters.

R8. Coordination team to continue the development and refinement of the revised strategy for 2017 in collaboration with the SAG.

R9. Develop cluster work plan, prioritizing a reasonable number of activities for 2017. This exercise could be commenced during the cluster CCPM workshop (see key recommendation 1).

Cluster Objectives

There are currently two cluster objectives (see page 12), the first of which relates to the general provision of Shelter and NFIs to affected communities and which ties in with Strategic Objectives 1 and 3 of the HRD (see above). The second cluster objective supports the Displacement Tracking & Monitoring (DTM) system managed by IOM. Whilst the DTM is a valuable tool which provides important data to a number of clusters, it is not necessarily the second most important objective of the cluster. The DTM should be seen as an activity / support service that supports the delivery of humanitarian aid and not necessarily a direct objective of the cluster. However, typically, DTM sits as a function under a single cluster (for example, under Protection in Yemen and sometimes CCCM or Shelter/NFI) and the data produced supports multiple clusters and their partners in identifying and targeting the most vulnerable.

The S/NFI cluster is actively promoting the provision of a 'buffer' or contingency stock of NFI and shelter kits in the HRD 2016 and revised version. This in itself could be presented as a cluster preparedness objective which falls under HRD Strategic Objective 3: prepare for and respond to other humanitarian shocks including natural disasters, conflicts and displacement.

Key Recommendation 4: In consultation with SAG, review cluster objectives in line with any revised strategy and the overall strategic objectives set out in the 2017 HRD. Consider including the contingency stock initiative as a key objective as it meets SO3 of the 2016 HRD.

R10. (See also R8) Consider a broader range of cluster objectives recognising that the affected population have shelter /NFI needs beyond emergency shelter/NFI kits (see cluster response below).

Advocacy

Partners expressed within the CCPM survey a degree of dissatisfaction with the cluster coordination's role in supporting robust advocacy. Such matters as the lack of government recognition of the scale of displacement, issues with delayed deployment/distribution of S/NFI kits and a general need to contribute key information may have contributed to the low score. However, it should also be recognized that a number of issues apply to the response as a whole and not just one single sector. It is important that the coordination team engages with senior management of IOM to ensure that such matters are brought up at the HCT meetings and/or the CLA meetings.

A number of advocacy issues came up during the course of the evaluation. These included:

- Transitioning from emergency programming to resilience programming and advocating for more durable shelter/NFI solutions.
- Seeking additional funding for the cluster in general but also specifically to support distribution of S/NFI kits from a common pipeline (see common pipeline below).
- Promoting a broader understanding and acceptance of displacement figures (see displacement tracking below)
- Inclusion of returnees as a vulnerable population
- Engaging in promotion of Disaster Risk Reduction activities particularly with communities which are prone to flood displacement on a regular basis.

R11. Engage with SAG to develop key advocacy material for displaced persons and for tracking of those displaced by floods, droughts and conflicts.

R12. Engage with senior management of IOM to ensure that these advocacy points are communicated up to the HCT.

Information Management

Websites:

The OCHA site, Humanitarian Response (<https://www.humanitarianresponse.info/operations/ethiopia>) has a dedicated page for Emergency Shelter and NFIs but it contains little information and what is there is out of date. It is therefore recommended to remove the old files and display a link to the Sheltercluster.org site for Ethiopia (<https://www.sheltercluster.org/response/ethiopia>).

A joint review of the Shelter Cluster/Ethiopia main page with the Information Manager revealed the following findings and potential actions/housekeeping:

- The contents include a number of old files that can be archived to make navigation easier.
- The sub-page (left hand side of page) titles are too generic ("Documents" and "Other Documents"). Re-classify the sub-pages and consider setting up pages for DTM, Mapping, assessments and regional coordination.
- There is a duplication of files under "Documents" and "Other Documents".
- The latest 4Ws are not yet available on the site. This omission was explained by the need to clean the data inputted by partners. See **4W below**

- Mapping – As yet, there are no maps available to the cluster partners to assist with gap analysis and targeting. The incoming IM is in the process of developing maps linking DTM data and distribution data (from the 4W) which will assist in gap analysis.
- Assessments - Currently, assessment data is not shared across the clusters but the IM will work with OCHA IM staff to look at the possibility of using Humanitarian Data Exchange (HDX) as a platform for sharing common data with the cluster partners and other clusters.

Monthly fact sheet is a standard shelter cluster output and it follows the standard format of providing a brief needs analysis, an update on the cluster response and the gaps/challenges that exist. Other information within the fact sheet includes the contact details of the Coordinator, key dates, links to key documents and some big picture numbers (estimated people in need, funding etc.). The Information Manager's contact details should be added. The fact sheet may also be used for more advocacy and for promoting the use of the DTM.

4W: The latest 4Ws are not available on the website and the partners are not able to access the 4W via platforms such as Google Sheet. The newly arrived Information Manager has identified a number of issues and the need to clean the data inputted by partners. The IM explained that there was possibly a duplication of reported distributions and there is missing information. The IM is intending to hold national and regional training with partners to strengthen reporting. The use of common web-based platforms such as Google Sheets is under consideration and may form part of the training to be carried out at regional and national level by the IM.

Dashboard: The Coordinators, who have demonstrable IM skills, have produced the dashboards to date and this responsibility has now been handed over to the IM. The dashboards are now set up to pull information directly and automatically from the 4W. The IM will continue to canvas the cluster partners as to the usefulness of the dashboards and seek feedback on any other information which the dashboard could convey.

Key Recommendation 5: Streamline the websites and ensure that some housekeeping is carried out to archive old files and make new IM tools available.

R13. Develop gap analysis tools – use DTM and 4Ws as basis for the analysis. Consult with SAG/ cluster partners to seek feedback on the cluster dashboard.

R14. Hold national and regional training with partners to strengthen the use of information management tools and reporting.

Cluster Response

Distribution of internationally/regionally procured in-kind household NFIs and emergency shelter is the traditional cluster response modality at the household level and will remain a core activity for the cluster, particularly for IDPs in remote areas where the lack of infrastructure will not support local market or cash-based approaches.

Partners have expressed appreciation for standards and guidelines set by the cluster. The 15-item Shelter-NFI kit developed with the partners has been very helpful in ensuring better and uniform coverage of the

needs of households falling within the cluster's caseload. It has been suggested and proposed that the shelter element of the kit be widened for the varied contexts of the populations in need – for example, the inclusion of light framing along with tarp and rope for pastoralist populations. Based on some examples seen in the field, the cluster could also benefit from the standardisation of IEC material (preferably in local languages) to support the emergency shelter component of the kits and to ensure that the NFI package is explained clearly. Some partners already have materials that could be shared across the cluster with some input from a potential Technical Working Group that looks at this issue along with the diversification of the shelter components to meet the needs of different communities (pastoralists for example).

A rudimentary review of the cluster's S/NFI kit response compared with displacement tracking figures revealed that as of mid-November, 50% of the cluster's funding request had been met but only 38% of the targeted population had received S-NFI kits (see table below). However, the considerable lead-in period for procurement of the household items can go part way to explaining the lag in performance, along with the considerable delay in distributing the kits procured and brought into the country by DfID in May 2016. Typically, there is at least a 3 month procurement period required to bring NFIs into the country, which is one of the reasons that the cluster is advocating for and requesting funding to create contingency stocks in preparedness for continuing drought and flood related displacement.

Displacement & Distribution Figures

January – August 2016	Displacement HHs	%age	Distribution of ES/NFIs (HHs)	%age	HRD Target	%age of HRD Target met	Funding Received
Drought	10,722	10%	1,824	4%			\$12.9m
Floods	64,330	60%	16,872	37%			Of
Conflict	32,165	30%	26,904	59%			\$24.4m
Total	107,217	100%	45,600	100%	150,000 HHs	30%	53%*
Source: Cluster Dashboard updated 16 November 2016							

* Funds also contribute to stocks in country and on-going procurement and it is anticipated that by end of 2016, 62% of HRD target of 150,000 HHs will receive ES/NFIs. 62% = 93,000 HHs.

The cluster partners and CLA expressed a need to diversify S/NFI programming to overcome some of the logistical challenges that large in-kind programs present and to meet growing and diverging needs. The cluster already aims to promote the expansion of activities into disaster risk reduction and recovery assistance in flood-prone areas while maintaining its response to emergency shelter and household NFI needs. The cluster will also promote more flexible emergency response modalities in contexts such as urban displacement and individuals whose displacement has not been part of a family unit.

Key Recommendation 6: In consultation with SAG, cluster partners and affected populations, develop more diversified responses with potentially more durable solutions for long-term displaced communities.

R15. Create a Technical Working Group (TWiG) to standardise IEC material and training to complement the standard ES/NFI kit and translate into local dialects or use other appropriate methodologies to communicate the components of the kit and how to use emergency shelter components. The TWiG can also explore adapting flexible solutions for the shelter component to meet the needs of different populations.

Common pipeline

In early 2016, in recognition of long lead-in periods and urgent need for emergency shelter and NFIs to respond to various forms of displacement, DfID took the initiative to airlift 30,000 kits which arrived in Ethiopia in May 2016. Initially there were discussions for IOM to be the consignee and take delivery of the kits. IOM and other cluster agencies had also discussed funding from the Humanitarian Pooled Fund (HPF) with OCHA for the distribution of these kits across the regions. Ultimately, a decision was taken to consign the kits to the government with UNICEF facilitating the importation. The reason for consigning the goods to UNICEF is because DfID did not have any formal arrangements/agreements with IOM on which the importation of the kits could be facilitated. However, the main issue was that UNICEF, based on a recommendation by OCHA, passed the kits in their entirety to the Ethiopian government who then sought funding for the distribution.

Despite the rapid deployment of the kits into the country, the kits were subsequently stalled at central and regional warehouses as the government sought additional resources and funds to carry out the distributions. As a result, distribution of these kits was still on-going in December which negated the expedited manner in which the kits were brought into Ethiopia.

NGO partners support the concept of a common pipeline particularly as they have greater logistics challenges to overcome compared to UN agencies who have greater government counterpart (NDRMC) support and duty free status. No formal emergency was declared which also meant that NGOs could not invoke expedited procedures to import goods. In addition to the actual procurement of goods, the partners also seek support from the coordination team to advocate for funding for transportation and distribution costs.

Cluster partners are reporting stock levels to the coordination team. Collectively, in December 2016, the cluster had enough stocks to provide 31,500 households with both emergency shelter and NFIs. The stock is expected to be depleted within the next few months while procurement lead-time (3 months +) remains a challenge.

As such, the cluster is advocating and planning for a buffer stock of 15,000 kits in country to respond to such needs (2017 HRD). IOM is currently taking the initiative to internationally and locally procure 10,000 standard ES/NFI kits of which they are willing to allocate 7,000 to operational cluster partners subject to funding for distribution. The kits are expected to be in country by March 2017. So again, the coordination team and CLA are requested to advocate for financial support for this initiative. After the challenging

experience of the previous importation of kits and particularly the prolonged process of distribution, donors such as DfID will be monitoring this latest initiative to reinstate confidence in the viability of a common pipeline.

R16. Cluster/CLA to advocate for EHPF funds (or other funding sources) to support distribution of kits procured through IOM-led common pipeline initiative.

Displacement Tracking

Displacement tracking is one of IOM's global core competencies and is normally a common service that, whilst normally affiliated with one cluster, provides a common service for all sectors/clusters. However, in Ethiopia, the outputs from the tracking are often restricted at the Federal level and reports are delayed. While IOM has signed agreements to carry out DTM activities at the federal, regional and zonal level, and indeed partners with DPP, the Ethiopian Red Cross and Danish Refugee Council to track displacement, the reports are often subject to severe delay subject to verification by government authorities. Often the displacement figures presented at the Woreda and regional level are disputed by the central government. The DTM is seen primarily as a tool that sits under the Shelter/NFI cluster and to facilitate ES and NFI distributions. IOM is persisting with the use of the tool and another round of displacement tracking figures is available in December subject, again, to central government ratification. IOM and its partners continue to advocate for bringing the DTM reports "from out of the shadows" and to highlight the true number of displaced (drought/conflict/floods). Cluster partners cited the lack of advocacy for the issue of realistic displacement figures at the cluster and HCT level as a weakness and a major challenge when it comes to resource allocation, and funding.

R17. It is recommended for the CLA and the Cluster Coordinator to engage with the HCT to advocate for the timely review of reports and for general inclusion of all displaced in the reports so that responses can be effectively designed and implemented.

Cash-based Programming

In Ethiopia cash-based emergency shelter & NFI interventions are yet to be fully explored. However, NDRMC and the S/NFI Cluster plan to advocate and prepare for an increase in "self-recovery" interventions with more focus on DRR and 'Build-back Safer' capacity building to households and builders to mitigate repeated displacements. Two surveys are required to set the baseline for these interventions:

- 1) an emergency market mapping and analysis (EMMA) of key shelter materials in the regions;
- 2) a nationwide study to determine factors that cause damage to houses and methods to minimise those damages.

Cash/voucher modalities are being explored by partners in line with cluster objectives. One of the restricting factors for cash-based approaches is that the majority of IDPs reside in areas far from market infrastructure so NFI fairs may be only appropriate for a restricted number of IDPs - those residing near or in urban areas. However, the use of NFI fairs or cash grants may stimulate regional markets and make NFIs available for local procurement beyond large urban markets such as Addis Ababa.

In December 2016, IOM brought in a NFI fair specialist from the NFI/Shelter cluster coordination team (UNICEF), Democratic Republic of Congo to facilitate a workshop on NFI fairs and this is likely to lead to

IOM and NRC pilot testing a NFI fair approach in Gambela. Not all NFIs will be available on the local market and so items such as plastic sheeting and mosquito nets will have to be imported and subject to the usual supply chain challenges.

The Cash Working Group co-chaired by OCHA is in fairly embryonic state, developing ToRs for, and establishing a steering committee and working group at the national level. It has support from donors to engage the Cash Learning Partnership (CaLP) who are a sub-recipient through Oxfam with WV as the main grant recipient to support training and technical guidance. The working group is planning market assessments and surveys and it is anticipated that the S/NFI cluster will participate and leverage participation to ensure that market surveys include construction materials and NFIs.

ANNEX A - List of people met or consulted

Name	Title / Organisation
Joseph Ashmore	Shelter and Settlements Expert and Global Shelter Coordination Focal Point, IOM
Jan-Willem Wegdam	Independent Contractor (former Cluster Coordinator)
Karl Baker	Emergency Program Coordinator, IOM, Ethiopia
Wan Sophonpanich	Shelter Cluster Coordinator, IOM, Ethiopia
Bo Hurkmans	Associate Information Management Officer, Global Shelter Cluster, UNHCR
Robert Odhiambo	Regional M&E, Regional Office for East and Horn Of Africa, IOM
Cornelius Weira	CCCM/Shelter Sub National Coordinator Centre and South, Iraq, IOM
Behigu Habte	Emergency and Post Crisis National Programme Officer, IOM, Ethiopia
Martin Wyndham	Programme Coordinator, Emergency and Post-Crisis, IOM, Ethiopia
Marijana Simic	Country Director, International Rescue Committee, Ethiopia
Daniel Holmberg	Senior Humanitarian Advisor, USAID/OFDA, Ethiopia
David Zimmerman	Shelter/NFI Program Manager, IOM, Ethiopia
Michal Ullman	Inter-Cluster Coordinator, OCHA, Ethiopia
Mark Maulit	Shelter Cluster Information Manager, IOM, Ethiopia
Halima Dahir	EPC Project Assistant & S/NFI focal point, Jijiga, IOM
Nova Ratnanto	Head of Office, OCHA/Jijiga (Somali Region)
Ahmed Ibrahim	Snr Emergency Response Officer, IRC, Jijiga.
Ahmed Mohamoud	Coordinator, Ethiopian Red Cross, Jijiga
Mukhtar Mohammed	UN & NGO Coordinator, DPPB, Jijiga
Dahir Mohammed	Project Assistant, NRC, Jijiga
Dr. Krishnan Puri	Migration Health Officer, IOM, Jijiga
Abdi Beshir	Food Security Core Competency Coordinator, NRC, Ethiopia
Mohammed Farah Hussein	Emergency Officer, UNICEF, Jijiga
Sheiknoor Hassan	National Program Officer, IOM, Jijiga
Mamo Dessie	Senior Emergency Response Coordinator, IRC, Ethiopia
John Abdu	Emergency Response Coordinator, IRC, Ethiopia
Kourtney Rusow	Humanitarian Affairs Officer, DfID, Ethiopia
Michal Ullmann	Inter-Cluster Coordinator, OCHA, Ethiopia
Helen Seeger	Reporting Officer, IOM ??
Muhammad Rizki	Global DTM support, IOM Bangkok

ANNEX B – Guiding Interview Questions

SERVICE PROVISION

Q1. What was the level of understanding of the Coordinator's role at the government level and at amongst the cluster partners?

Q2. Was there evidence of support from the Global Shelter Cluster?

Q3. How did the cluster relate with

- a. other clusters
- b. the UN system
- c. the Government?

Q4. Has the cluster effectively set its priorities and objectives? Are there gaps in these priorities?

Q5. Did the cluster do enough advocacy to donors, government and others?

Q6. Were common standards and guidelines produced?

Q7. Were cross-cutting issues and vulnerabilities explored and acted upon within the cluster?

IMPACT

Q8. To what extent did the cluster add value to the response undertaken by shelter actors?

Q9. Would it have been possible to add the same value in a more efficient way?

Q10. What real difference did the cluster make to the people affected by displacement?

Q11. Was there adequate monitoring and reporting on activities and needs.

IN-KIND CONTRIBUTIONS

Q12. Were all the NFIs dealt with by the cluster shelter related, and if not what were the implications for the cluster?

Q13. Were adequate processes developed for handling in-kind contributions?

Q14. How effective was a common pipeline for in-kind contributions?

FUTURE COORDINATION ROLE

Q15. Was the cluster adequately staffed, equipped and funded? What are the implications for the future coordination role?

Q16. Is the cluster supporting government efforts to build national capacity in preparedness and contingency planning?

Q17. Is the cluster supporting the government to take up a coordination role in the future?

ANNEX C Recommendations

Key Recommendation 1: Coordination Team to facilitate a workshop in early 2017 to complement the on-line survey⁸.

Key Recommendation 2: IOM to continue to seek funding for dedicated coordination resources in order to maintain dedicated staff at the national level and build capacity at the regional level (See also regional coordination below for additional comments). If direct donor funding is potentially not available to IOM, consider contacting partner agencies at the GSC level (WVI, CARE, CRS, SCI, UNHCR – all active in Ethiopia albeit not necessarily in the S/NFI cluster) to explore the possibility of contributing staff to the coordination team.

Key Recommendation 3: The S/NFI cluster to develop TOR for the strategic advisory group and form the group with 3 to 4 partners and the government counterpart (donors are normally welcome to observe). *It is further recommended to consult and collaborate with OCHA in the formation of the SAG in order to take advantage of lessons learned in other clusters.*

Key Recommendation 4: In consultation with SAG, review cluster objectives in line with any revised strategy and the overall strategic objectives set out in the 2017 HRD. Consider including the contingency stock initiative as a key objective as it meets SO3 of the 2016 HRD.

Key Recommendation 5: Streamline the websites and ensure that some housekeeping is carried out to archive old files and make new IM tools available.

Key Recommendation 6: In consultation with SAG, cluster partners and affected populations, develop more diversified responses with potentially more durable solutions for long-term displaced communities.

Other Recommendations:

R1. Consider employing two national field coordinators/associates for a longer-term investment in the coordination team. In consultation with Cluster partners and OCHA as well as the CLA, it is recommended that regional coordination be strengthened through engagement of suitably qualified field coordinators/cluster associates in Somali and Gambela regions.

R2. Develop capacity building program for the field coordinators (E.g. consider on-line courses and mentoring)

R3. The Coordinator should promote capacity and relationship building skills not only for coordination team but also for closer working relationship with NDRMC.

⁸ In accordance with CCPM Guidance Note (GSC updated Jan 2016)

- R4.** If the incumbent coordinator is planning to leave during the course of 2017, then OCHA suggested one month hand-over with the next coordinator.
- R5.** In recognition of the lead government's agency role, it is recommended that the Coordinator should spend a number of days a week with NDRMC staff at their offices.
- R6.** Review cluster coordination role and use GSC resources (videos etc.) to ensure good comprehension of role.
- R7.** Sub-national and national coordinators to monitor the situation closely in Somali region and to advocate for more resources and re-prioritisation as necessary.
- R8.** Coordination team to continue the development of the revised strategy for 2017 in collaboration with the SAG.
- R9.** Develop cluster work plan, prioritizing a reasonable number of activities for 2017. This exercise could be commenced during the cluster CCPM workshop (see key recommendation 1).
- R10.** (See R8) Consider a broader range of cluster objectives recognising that the affected population have shelter /NFI needs beyond emergency shelter/NFI kits (see cluster response below).
- R11.** Engage with SAG to develop key advocacy material for displaced persons and for tracking of those displaced by floods, droughts and conflicts.
- R12.** Engage with senior management of IOM to ensure that these advocacy points are communicated up to the HCT.
- R13.** Develop gap analysis tools – use DTM and 4Ws as basis for the analysis. Consult with SAG/ cluster partners to seek feedback on the cluster dashboard.
- R14.** Hold national and regional training with partners to strengthen the use of information management tools and reporting.
- R15.** Create a Technical Working Group (TWiG) to standardise IEC material and training to complement the standard ES/NFI kit and translate into local dialects or use other appropriate methodologies to communicate the components of the kit and how to use emergency shelter components. The TWiG can also explore adapting flexible solutions for the shelter component to meet the needs of different populations.
- R16.** Cluster to advocate for EHPF funds (or other funding sources) to support distribution of kits procured through IOM-led common pipeline initiative.
- R17.** It is recommended for the CLA and the Cluster Coordinator to engage with the HCT to advocate for the timely review of reports and for general inclusion of all displaced in the reports so that responses can be effectively designed and implemented.

ANNEX D – Cluster Coordination Performance Monitoring

The questionnaire (21 pages) is provided as a hyperlink:

[reethiopiaperformancemonitoringreports\Partner CCPM Questionnaire \(2016 EN\).docx](#)

ANNEX E – Preliminary Cluster Coordination Performance Monitoring Report (December 2016)



Preliminary Cluster Coordination Performance Monitoring Report

Ethiopia - December 2016

Level: National (5 respondents)

Survey open from: 30 November - 20 December 2016

Partner type	Numbers partners responding (all levels)	Total number of partners	Response rate (%)
International NGOs	2		%
National NGOs	1		%
UN organizations or Int. Org.	1		%
ICRC /IFRC	1		%
National authority	0		%
Donor	0		%
Others	0		%
Total	5	8-10	50-63%

CPMT report - Core function results

	PARTNERS		COORDINATORS	
	Score	Performance status	Score	Performance status
1. Supporting service delivery				
1.1 Providing a platform that ensures services delivery is driven by the Humanitarian Response Plan and strategic priorities	91%	Good	83%	Good
1.2 Developing mechanisms that eliminate duplication of service delivery	88%	Good	69%	Satisfactory, needs minor improvement
2. Informing strategic decisions of the humanitarian coordinator (HC) and Humanitarian country team (HCT)				
2.1 Preparing needs assessments and analysis of goals (across and within Clusters, using information management tools as needed) to inform the setting of priorities	79%	Good	65%	Satisfactory, needs minor improvement
2.2 Identifying and finding solutions for (emerging) gaps, obstacles, duplication and cross-cutting issues	75%	Satisfactory, needs minor improvement	22%	Weak
2.3 Formulation priorities on the basis of analysis	100%	Good	100%	Good
3. Planning and strategy development				
3.1 Developing sectoral plans objectives and indicator that directly support realization of the overall response's strategic objectives	64%	Satisfactory, needs minor improvement	38%	Unsatisfactory, needs major improvement
3.2 Applying and adhering to common standards and guidelines	92%	Good	65%	Satisfactory, needs minor improvement
3.3 Clarifying funding requirements, helping to set priorities, and agreeing Cluster contributions to the HC's overall humanitarian funding proposals	29%	Unsatisfactory, needs major improvement	38%	Unsatisfactory, needs major improvement
4. Monitoring and evaluating performance				
4.1 Monitoring and reporting on Activities and needs : measuring progress against the cluster strategy and agreed results; recommending corrective action where necessary	50%	Unsatisfactory, needs major improvement	63%	Satisfactory, needs minor improvement
5. Building National capacity in preparedness and contingency planning				
5.1-3 National contingency plans identified and shared, an partners contributing; role of the cluster and partners are clearly defined and understood in teh contingency plan; cluster has discussed how to strengthen response capacity in country	79%	Good	57%	Satisfactory, needs minor improvement
6. Supporting robust advocacy				
6.1 Identifying concerns and contributing key information and messages to HC/HCT messaging and action	46%	Unsatisfactory, needs major improvement	54%	Satisfactory, needs minor improvement
7. Accountability to affected populations				
7.1-3 Mechanisms to consult and involved affected people in decision making; agreed mechanisms to receive, investigate and act upon complaints; key issues relating to protection from sexual violence and abuse raised and discussed	92%	Good	33%	Unsatisfactory, needs major improvement



Preliminary Cluster Coordination Performance Monitoring Report

Ethiopia - December 2016

Responses to open ended questions (National level - Coordinator)

Write here any comments or information you wish to add about planning and strategy development.

- The strategy is currently still under development as there has not been an active one over the past few years.

Write here any other comments and information you wish to add on the Cluster's role in advocacy activities.

- Most advocacy from the cluster is done through ICCM.

Write here any comments or information you wish to add on Cluster accountability to affected women, girls, men and boys, and how feedback systems are performing.

- While the issue of partners implementing complaints and response mechanisms for affected women, girls, men and boys have been raised, it does need following up in the cluster.

Responses to open ended questions (National level - Partners)

Write here any comments or information you wish to add on how the Cluster supports service delivery.

- The cluster is becoming very strong however need to insure the government leadership and regular attendance. Need also to strengthen the prepositioning of ES/NFI for predictable hazard, this will help timely response.
- Member of the cluster shall assign at least two or more representatives not to miss cluster meeting held regularly. If an organization represented by one individual he/she may miss the meeting while he/she goes to the field or out of office due to annual leave.
- Fine-tune coordination between Cluster EHI/S providers (what, where, by whom, how many, etc.) and gaps.
- More often than not the cluster is doing good job and deliver the service for the displaced people affected calamities.

Write here any comments or information you wish to add about planning and strategy development.

- The cluster is not well funded.

Write here any comments or information you wish to add on how the Cluster has monitored and reported its strategy and results.

- So far as far I know it has no a clear cluster monitoring strategy and formats. The update is the only tool applied to measure results made on regular basis.
- The cluster collects, collates and shares all data relative to displacement: climatic, conflict driven. The format is increasingly good, thanks to the information manager.

Please write here any other comments or information you wish to add on preparedness and contingency planning.

- We provide on regular basis our stock position and operational capacity.

Write here any other comments and information you wish to add on the Cluster's role in advocacy activities.

- It is true the cluster sometimes discuss with concerned government offices. This is done in traditional way. There is no an organized advocacy work with pre planned messages and other means of persuasion.

IMPACT Initiatives

Terms of Reference

BACKGROUND ON IMPACT INITIATIVES

IMPACT Initiatives is a humanitarian NGO, based in Geneva, Switzerland (<http://www.impact-initiatives.org/>). The IMPACT team comprises specialists in data collection, management and analysis, GIS and remote-sensing; based in its Geneva headquarters and in its 12+ countries of operations. The organisation's main initiatives is REACH. REACH (<http://www.reach-initiative.org/>) was established in 2010 as a joint initiative of two international NGOs aiming to promote and facilitate the development of information products that enhance the humanitarian community's decision making and planning capacity. REACH facilitates information management for aid actors through three complementary services: (a) needs and situation assessments facilitated by REACH teams; (b) situation analysis using satellite imagery; (c) provision of related database and (web)- mapping facilities and expertise

Location: Geneva, Switzerland

Date: September 2016

IMPACT Initiatives

IOM-led Shelter & NFIs Cluster Evaluation, Ethiopia 2016

1. Summary

- 1.1 Purpose:** To identify and share key lessons and recommendations on the role played by the Ethiopia Shelter & NFIs Cluster in the Humanitarian response from 2015 to 2016. Lessons learnt and recommendations will be used for improving and informing future shelter cluster responses, by evaluating the impact and effectiveness of the coordination services.
- 1.2 Audience:** Shelter coordination team members will use the findings of the evaluation to learn for future responses within Ethiopia. Cluster partners, donors, and other humanitarian actors will use it for general information.
- 1.3 Commissioners:** This evaluation is being commissioned by the Accountability Working Group of the Global Shelter Cluster. The consultant will be hired by IMPACT Initiatives.
- 1.4 Reports to:**
*IMPACT Initiatives for contractual issues,
 Joseph Ashmore IOM Geneva as the Evaluation manager
 Wan S. Sophonpanich (shelter cluster coordinator), and Martin Wyndham (EPC Programme Coordinator)
 as focal point in country including for logistics and security related matters*
- 1.5 Duration:** 16 to 20 working days
- 1.6 Timeframe:** November 2016
- 1.7 Location:** Home based with travel to Ethiopia (around 5-to7 days).

2. Background

Failed rains in 2015 and the effect of El Nino-induced have forced Ethiopia to face one of the worst drought in decades. The heavier-than-usual Belg (spring) rain has also brought severe flooding to many regions. Resource-based competition and inter-community tension also contribute to further displacement from vulnerable populations. As of mid August, over 720,000 are reportedly displaced in the country due to drought, flooding and clashes between communities (MIDU).

The Humanitarian Requirement Documents (HRD) included emergency shelter & NFIs for the first time in 2016, with a particular emphasis on the need of those displaced in the country. IOM has been leading the Shelter & NFI Cluster since 2012, with UNICEF leading the cluster prior to that, and the cluster system went through successive deactivations and reactivations in view of changing needs and situations.

In May 2016 IOM brought in a dedicated cluster coordinator to scale up its coordination effort, and in July the cluster was, for the first time, assigned its government counterpart within National Disaster Risk Management Commission (NDRMC), under Logistics Department. Regional level coordination is being taken up by IOM where field offices exist or supported by other cluster agencies as and when required. NDRMC is currently under-going implementation of its restructuring which may also effect the way in which co-leadership of the cluster will move forward.

In order to further raise awareness on the need of IDPs in Ethiopia, the Shelter & NFI cluster is also co-chairing the inter-cluster IDPs task force with Protection cluster. The TOR for the group has recently been finalized and agreed upon.

IOM, in its role as the cluster lead, received support from DfID in the form of Cluster coordinator deployment through standby partners program in July 2016 for a period of 6 months. DfID had also provided emergency shelter & NFIs in-

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kind contributions towards the spring flood response, another first in this country. Currently there is no other funding for the coordination of Shelter & NFI cluster in country.

The structure of the cluster coordination mechanisms is the following;

The Shelter/NFIs Cluster is operating on two levels;

- i. At Federal level – Co-Chair is NDRMC
- ii. At Regional Level, the cluster currently has its strongest presence in Somali region where IOM is supporting a DPPB-led coordination.

At present, 9 organizations have been actively participating in the Shelter Cluster at federal and regional levels with activities focusing on distribution of emergency shelter and NFI kits. In order to coordinate relief activities, bi-weekly meetings are being held in Addis Ababa, co-chaired by government counterpart whenever possible.

3. Evaluation Objectives & Scope

Objectives

The objectives of the evaluation are to

1. Document, review and analyse the experience of the IOM-led country Shelter Cluster team with respect to the establishment and operation of the Shelter Cluster, with a particular emphasis on standard operating procedures and lessons to be learnt for future operations;
2. Appraise the service provided by the shelter cluster team to shelter cluster participants (Government, UN agencies, NGOs both national and international) at federal and regional level.
3. Assess the impact of the shelter cluster in promoting a coordinated shelter response
4. Review and provide recommendation on the cluster's standard operating procedures for receiving and coordination of in-kind contributions.
5. Appraise and provide recommendations with regard to future emergency shelter cluster coordination activities, advocacy and fundraising at both national and provincial levels, especially in the context of protracted emergency with limited and/or varying funding.

Scope

The scope relates to:

- The federal level coordination approach
- Regional coordination arrangements, in particular Somali region

4. Evaluation Methodology

The methodology should include;

- a. Desk Review
 - Review of available documented materials relating to the start-up, planning, implementation, and impact of the Shelter Cluster. Most of the materials can be found on <http://sheltercluster.org/response/ethiopia>
 - Review of the shelter cluster reports and updates

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b. Data Collection and Stakeholders Analysis

- Interviews with Shelter/NFI Cluster member agencies (NGOs and INGOs)
- Interviews with NDRMC as the co-chair for the National Shelter/NFI Cluster.
- Interviews with other UN agencies participating in Shelter Cluster.
- Interviews with regional shelter cluster lead agencies and co-chairs.
- Interviews with other cluster lead like education, WASH, Health, Protection clusters, as well as OCHA to analyze the inter-cluster coordination mechanism.
- Interviews with key staff and consultants who have had a key role in coordination since 2015
- Interviews with key donors engaged in the sector response

c. Compilation of the Report (see DRAFT evaluation toolkit for template)

5. Deliverables (or Output)

- **Inception report** (see cluster evaluation toolkit for sample format)
- **Evaluation report** with key recommendations and supporting information.
- **Collated and systemized documentation** relating to cluster systems to support future activations. As annexes:
 - o Additional notes, summaries of interviews etc. as appropriate or supporting documentation.
 - o Summary of review activities undertaken including interviews, visits, documents reviewed etc.
- **Comments on use and applicability** of shelter cluster evaluation toolkit

6. Proposed Timeline (or Schedule)

The exercise will be implemented over a period of 15 working days in November 2016, according to the following breakdown:

- Inception phase – 1 working day
- Desk review – 3 to 4 working days
- Interviews – 5 to 7 working days
- Drafting of report – 5 to 6 working days
- Presentation and final report. – 2 working days

7. Evaluation Quality and Ethical Standards

The evaluators should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of people and the communities of which they are members, and to ensure that the evaluation is technically accurate, reliable, and legitimate, conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. Therefore, the evaluation team should adhere to the evaluation standards and applicable practices being used in similar type of evaluations globally and in native countries.

8. Evaluation Team and reporting

The evaluation will be carried out by an external independent consultant with support of an internal resource person that has been involved in operations.

- **External Independent Consultant:** leads the evaluation process, carries out the desk review, conducts interviews (skype or phone), plans the trip to Ethiopia in coordination with the resource person and the

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coordination team on the ground, lead the field visit, lead the interviews, write the draft review, finalize the review according to the comments received.

- **Internal Resource Person:** advises on the preparation of the trip, participates in the trip, participates in the interviews, gives feedback and orientation on the people to be interviewed, gives background to the issues raised by the interviewees, gives comments to the draft review and any other actions that s/he and the external consultant might find useful for the review.

9. Reporting:

- The consultant will be contracted by IMPACT Initiatives under an ECHO shelter cluster grant for enhanced coordination. The consultant will be required to abide by security, accommodation and logistics rules as per the contract with IMPACT Initiatives and in line with IOM procedures.
- The overall evaluation will be managed by the Global Shelter Cluster coordination focal point in IOM HQ.
- In country: Wan S. Sophonpanich (shelter &NFI cluster coordinator), and Martin Wyndham (Programme Coordinator, EPC) as focal point in country

10. Appendices

Key reference documents will be provided.