



Shelter/NFI Cluster Strategy 2019-2021



Shelter & NFI Cluster Ethiopia
Coordinating Humanitarian Shelter

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1. OVERVIEW

The Shelter Cluster has been active in Ethiopia since 2008. The two-year Shelter / NFI Cluster strategy for Ethiopia is intended to guide interventions for Shelter Cluster members until the end of 2021. It recognizes that contexts across Ethiopia are both changeable and highly specific, with unique needs per location. At the time of writing, there were 3.2 million¹ IDPs in Ethiopia, from both conflict and climate-related disasters. Whilst it is hoped that conditions will allow these people to return to their place of origin before 2021, previous experience shows that there is a high likelihood of further displacement. As a result, the strategy includes consideration of shelter preparedness, response and shelter recovery support to account for both returns and secondary displacement.

The strategy has been developed with the input of government and other stakeholders, including linked clusters and partners. It recognizes that shelter assistance will increasingly need to be conducted in close coordination with multi-sectoral stakeholders to ensure that approaches are integrated and that broader needs are addressed. It is based on the understanding that shelter and NFI interventions must include better integration with government and civil society.

The strategy holds protection of affected populations at its core. Core principles are to be mainstreamed throughout shelter and NFI operations:

1. Do no harm: prioritizing health, privacy, safety and dignity,
2. Accountability
3. Management of expectations
4. Adequate targeting
5. Ensuring meaningful access of affected populations
6. Participation and empowerment of affected people
7. Enhancing resilience
8. Coordination, and
9. Context driven responses.

It includes a breadth of response options, including in kind assistance, cash and markets assistance, integrated programming with shelter construction and rehabilitation activities and a strong focus on Housing, Land and Property, capacity building of staff, national authorities, civil society and affected populations and advocacy for those with shelter and household needs.

The strategy articulates the Shelter Cluster's goal, objectives and available response options covering a range of situations across Ethiopia. This includes new emergency displacements and disasters, care and maintenance of shelter for people in protracted displacements and supporting sustainable returns and recovery where the context allows, and it is safe to do so.

This strategy does not include refugee populations and is to be implemented in parallel with the Ethiopia Country Refugee Response Plan (ECRRP) 2019-2021.

2. CONTEXT

At beginning of 2019, 95% of people displaced in Ethiopia are induced by conflict. Many of those that are displaced have suffered combined and repeated crises, including conflict and climatic factors. These repeated crises have negatively impacted community resilience to future shocks.

Throughout 2019 and 2020, displacement is likely to continue, alongside return of IDPs to, or near, their place of origin. Protracted displacement and new displacements, either due to climatic factors or conflict, are likely to persist to 2021.

Within Ethiopia, there are multiple types of displacement in multiple locations. The Shelter Cluster lead by NDRMC (National Disaster Risk Management Commission) has regional operations in West Guji-Gedeo, East and West Wellega, Benishangul-Gumuz, East and West Hararge, the Somali Region, Amhara and Gambela, in collaboration with 21 partners, and supported by two Information Managers, two sub-National Cluster Coordinators, a Technical Advisor and focal points in all major hubs (Somali, Gambella and Afar Regions). The overall shelter response is coordinated by NDRMC with its subnational structure of MAC (Multiagency Coordination System), Zone EOC (Emergency Operations Center), Woreda ICP shelter cluster.

Whilst most of the shelter and NFI responses in Ethiopia include distribution of items such as blankets, jerry cans and tarpaulins, there are many projects of various modalities, including construction, technical assistance, the use of cash/vouchers and integrated shelter in multisectoral programming. In many cases, shelter programs have been accompanied with activities such as peacebuilding, and community stabilization support with land and property issues. (Section 4.2 outlines these shelter response options).

Access is a recurring challenge in Ethiopia, with roads closing due to seasonal rains, or locally with conflict. This combined with limited funding (the shelter appeal remains less than 30% funded), challenges with procurement and lack of prepositioning (of both in kind and cash) or common pipeline means that responses are often heavily delayed. This, considering the fluid movements of IDPs within Ethiopia, can mean that when items arrive, needs have often changed. Throughout 2018 and 2019, there were pipeline multiple breaks. Until the shelter/NFI pipeline is established and adequately resourced, responses will continue to be delayed and not deliver when they are needed most at the onset of displacement.

Whilst significant progress was made during 2018, effective targeting remains a consistent issue to be addressed by this strategy. Improved verification, with the support of improved registration is required to ensure that the limited resources reach those most in need and that duplication of assistance is reduced. Challenges remain with when or how to target also vulnerable host communities, and identification of displaced people living in either dispersed locations or in urban areas. Targeting is also complicated by variable family sizes and location specific challenges, such as how best to provide household level assistance to families with highly vulnerable individuals, or those with polygamous relationships.

As in all responses PSEA² and Protection to vulnerable individuals remains a significant concern. Additionally, care needs to be taken with distributions that they enable access to those with disabilities, people living with HIV, people of all ethnicities and equitably for men women, boys and girls of all ages.

In some locations, livestock create specific challenges, combined with the demand for wood for fuel which is needed and used at household level and displaced populations, particularly when in high density, can have long-term and negative impacts on local environments, providing challenges for both the short term and the long-term resilience of host communities and displaced people alike. Additionally, harvesting of resources for shelter construction, particularly in a short time period, can result in environmental damage, soil degradation, increase the risk of flood and landslide and even reduce the resilience of communities as slopes have stabilizing vegetation and trees removed.

2. <https://interagencystandingcommittee.org/iasc-champion-sexual-exploitation-and-abuse-and-sexual-harassment/content/strategy-protection-and>

In many locations, particularly where displacements are long-term or where return is taking place, shelter programs need to link humanitarian response more closely with early-recovery and longer-term development, including links with resilience action planning. Ensuring that affected populations are more resilient and have support with their recovery can help to sustain returns and ensure that communities are better placed to weather the climatic shocks that often occur in Ethiopia.

Overall, the shelter strategy is formed in the context of multiple, highly specific contexts and rapidly changing dynamics. It addresses shelter preparedness for new / emergency displacements, and active planning for returns and links to durable solutions.

3. SHELTER CLUSTER STRATEGY

The overall goal and four objectives of the cluster address:

1. Pre-positioning and preparedness
2. Emergency needs for new displacements
3. Care and maintenance for those in protracted displacements, and
4. Transition and recovery assistance where conditions allow.

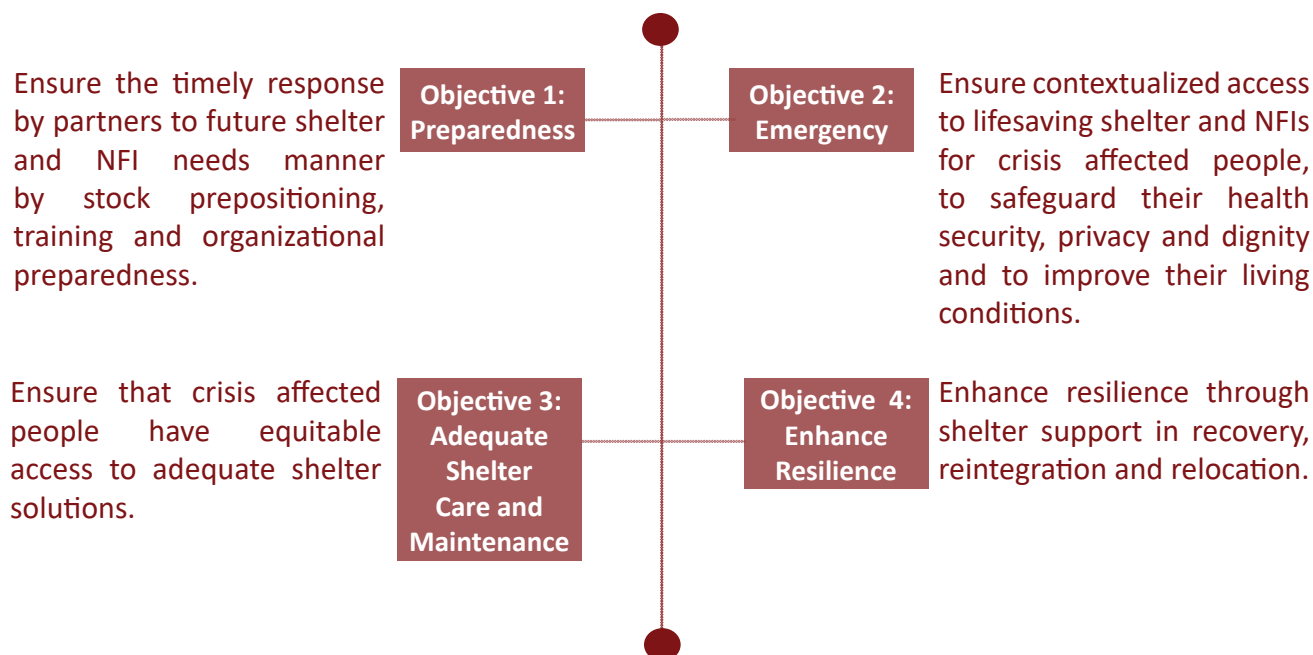
The strategy is accompanied by a menu of activities that span the different phases of response but are tailored to individual contexts. In this document, the Shelter Cluster summarizes activities according to type of settlement that they pertain to, however there remains contextual difference between settlement types.

3.1 Goal and Objective

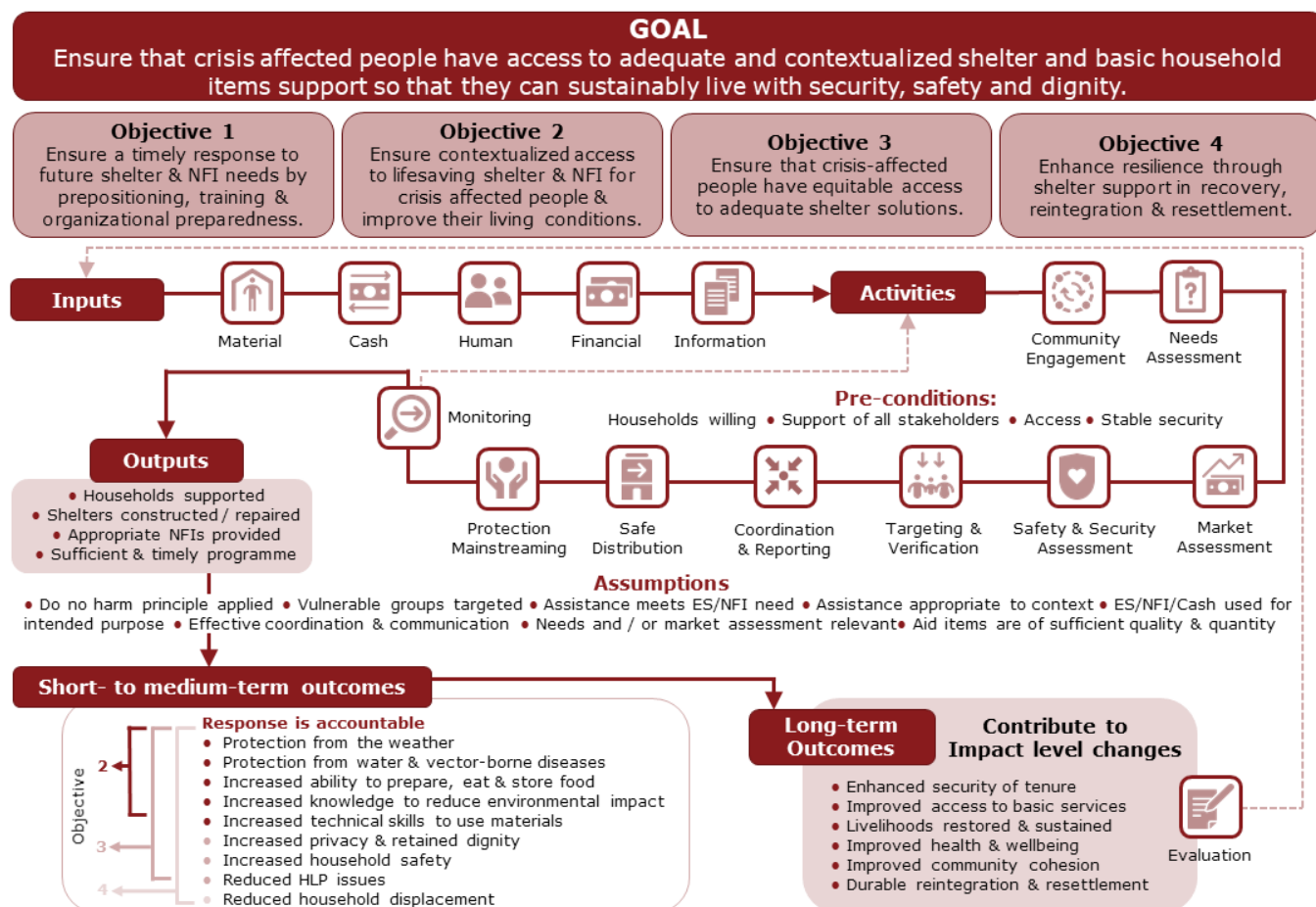


Goal

Ensure that crisis affected people have access to adequate and contextualized shelter and basic household items support so that they can sustainably live with security, safety and dignity.



3.2 Theory of Change



3.3 Guiding Principles

- 1) **Do no harm:** Shelter and NFI assistance should prioritize the safety, health, security, privacy and dignity of those being assisted. Careful assessment and analysis that incorporates conflict sensitive approaches is required in all contexts to ensure responses meet the diverse needs of men, women, girls and boys. Responses will not exacerbate existing tensions or lead to other unwanted impacts, such as increased exposure of women to GBV risks, deprivation or coercion. Shelter and NFI assistance must avoid promoting non-voluntary population movements and not contribute to unnecessary secondary displacement or secondary occupation.
- 2) **Accountability:** Humanitarian agencies are accountable to the crisis affected people that they seek to assist in all stages of the response. Responses should include appropriate mechanisms to provide transparent information to the community, so they can make informed choices concerning the projects, with opportunities to provide feedback on the humanitarian interventions, share concerns and submit complaints. Shelter and NFI programs shall ensure that they have both their own project mechanisms and independent feedback mechanisms to collect concerns, feedback and complaints. All staff working in shelter and NFI programming should be trained on Prevention of Sexual Exploitation and Abuse (PSEA).
- 3) **Expectations must be managed** throughout the response cycle. Clear communication between all stakeholders and affected people is crucial for everyone's dignity and safety.
- 4) **Access:** Special measures should be taken to ensure inclusiveness regardless of ethnicity or disability. Access to land constitutes the fundamental element of the right to the adequate housing and must also provide sustainable and non-discriminatory access to services essential for health, nutrition, security and comfort.
- 5) **Environment:** Shelter interventions need to be planned and implemented to mitigate, where possible, the impact on the natural environment and to prevent increasing hazard risks such as landslides and flooding. Attention should be given to laws and regulations governing the use of environmental impact assessments prior to the design and planning of the settlement and shelter programs.



Rebuilding with eucalyptus, straw and plastic sheet at a returns site in Belojiganfoy woreda, Benishangul. Photo: ©Beth Simons /Shelter & NFI Cluster Ethiopia, 2019

- 6) **Targeting** should involve humanitarian agencies, be based on need alone, and assistance should prioritize the most vulnerable and the most urgent cases. At the same time life saving assistance shouldn't be delayed. If local authorities do not allow targeting of assistance, the responding agency immediately should halt the response and advise the relevant cluster coordinator, OCHA, their country offices, NDRMC and the donor for review and resolution.
- 7) **Ensure meaningful access:** Shelter and NFI programs should ensure that services are proportionate to needs and all people regardless of gender, age, disability, ethnicity or any other diversities have equitable access to impartial assistance. Partners should understand barriers to access that could influence the people's ability to participate in Shelter and NFI interventions. Additionally, Shelter and NFI programs shall ensure that shelter/NFI services are within safe and easy reach, potential dates of distribution are known of by the beneficiaries and the NFIs provided are culturally appropriate.
- 8) **Participation and empowerment of affected people:** Participation of the community in all phases of the project cycle is crucial for quality programming to ensure ownership. Shelter and NFI programs shall support the development of self-protection capacities and empower communities to be involved in monitoring projects.
- 9) **Enhance resilience:** All shelter and NFI responses should recognize that there are long-term impacts of interventions, and that promise of distributions can become a pull factor. Whilst meeting priority humanitarian needs, all efforts should be made to avoid creating dependency and build resilience of crisis affected populations to future shocks. Emergency shelter and NFI distributions are NOT a sustainable service; beneficiaries must be encouraged to find alternative ways of managing predictable situations in the long-term to avoid dependency on aid.
- 10) **Coordination and partnership for integrated programming:** shelter responses must integrate with other sectors including WASH, protection, education, SMS and food, and ensure partnership with all stakeholders. They must consider impacts and long-term sustainability of interventions. Integrated

responses are required to ensure that people's priority needs are met.

- 11) **Context driven responses:** Given the scale of the current crisis, there are competing priorities for limited resources. All perceived crises in the country are not necessarily emergencies requiring NFI and shelter support.

3.4 Program Considerations

In implementing this strategy and shelter programs, due consideration must be given to a range of cross-cutting issues that are essential to a comprehensive and inclusive response. Some of these considerations have directly associated stand-alone programs, whilst others need to be integrated within projects. For example, a shelter program that does not take into account tenure claims over the land on which a shelter is built can lead to future conflict or eviction of beneficiaries.

- 1) **Protection and GBV:** Shelter and NFI programs seek to improve the health, security, privacy and dignity of crisis affected people, and as such they need to take consideration of gender, ethnicity, disability and any other factors that may make people more vulnerable. Shelter programs need to be implemented in locations that do not increase vulnerabilities, do not facilitate forced return, and should be implemented with careful planning to ensure that all groups are consulted, engaged and targeted for assistance. The risks of GBV can be exacerbated if distributions are poorly implemented. For all projects, responders must undertake careful planning, accurate and up to date assessments and registration, adequate targeting, as well as ensure that all people are able to access, receive and effectively use the assistance provided.
- 2) **Prevention of Sexual Exploitation and Abuse, PSEA:** Shelter Cluster agencies have a responsibility to ensure that all staff, partners and those involved in program implementation understand that there is zero tolerance for abuse of power or exchange of access to assistance for sexual exploitation and abuse.

- 3) **Gender:** Shelter program managers should actively seek to recruit female staff and projects should ensure that women, men, boys and girls are all considered in assessments, project plans and targeted for assistance.
- 4) **HLP:** Shelter programs need to actively ensure that they those that they seek to assist have sufficient security of tenure, are safe from eviction and that projects do not create undue claims of land and property.
- 5) **People living with disabilities:** People living with disabilities may have particular needs in relation to accessing and using shelter and NFI assistance. Projects need to take specific account of how these people access the assistance and how they can be supported to use the assistance effectively.
- 6) **People living with HIV:** Certain shelter solutions, such as those delivered in very crowded collective centers, can create additional health risks in relation to TB and disease transmission. Similarly, projects should be aware of settlement locations and forced displacements away from health care facilities can reduce access to required medication
- 7) **Host communities:** Humanitarian responses targeting the IDPs and returnees needs to consider the pressures placed on often vulnerable host communities, both in terms of access to needed assistance and the additional pressures on limited natural resources and infrastructure. Partners should collaborate with agencies working in development sector to improve shared infrastructures and other early recovery programs.
- 8) **Peacebuilding:** Particularly following conflict displacements, shelter programs can support peacebuilding activities, both through the consultation processes that they require, but also through their support to reestablishing physical presence of communities. As with the principle of Do No Harm, projects need to be cognizant of both the potential positive and the negative effects that they may have on peace building processes.



Outskirts of Filtu in the settlement conflict affected of IDPs. Photo: © Mahlet Tekalnge ZOA

- 9) Registration and Targeting:** The cluster will align its response to include persons in a protracted displacement impacted by climate change, by seeking solutions in their area of return or during displacement. Ongoing conflict and emergence of conflict in new locations has exacerbated needs for shelter and non-food items. Therefore, partners will continue to target people with acute, lifesaving needs for shelter materials, basic household items or a combination of both solely based on identified need.

It is a mandatory for partners to employ the Targeting Guideline endorsed by the Ethiopian Government and the ECT for registration and prioritization (see Annex).

- 10) Coordination with other sectors:** shelter interventions must always have accompanying water and sanitation facilities. They should also be coordinated with other sectors including food security to ensure that people have the means to live at the location.
- 11) Access to services, livelihoods and employment:** shelter interventions often act as an attractor bringing populations to a location. Cluster partners should actively engage with other sectors to ensure that there is sufficient livelihood support and services for the displaced or returning populations.
- 12) Documentation:** Shelter intervention should consider that when fleeing, displaced people lose their identity and tenancy documents. Cluster partners should actively engage with agencies, organizations and government stakeholders to ensure that displaced people are excluded from aid provision due to lack of documentation.
- 13) Environmental protection:** Projects must take in consideration local environmental impacts. Sites and shelter interventions should avoid over-densification, which in turn can cause significant local environmental degradation. Wherever possible, shelter projects should seek ways to mitigate the damage that firewood collection, livestock and collection of shelter materials can have on fragile environments. Such damage can cause long-term negative impacts on host and displaced populations.
- 14) Beneficiary participation:** A participatory approach is followed to enhance protection as people affected by the crisis are better enabled to protect themselves when they are at the centers of decision-making processes regarding issues concerning their own protection and well-being. In all shelter program activities, gender equality and respecting the rights and protection are central to the design of the shelter interventions



4. STRATEGIC APPROACH

The Cluster strategy is guided by three overarching strategic approaches that serves to enable effective and efficient delivery.

4.1 Partnership and Coordination

The role of governments remains central and the Cluster will continue to enhance cooperation with national authorities and seek to better understand national and local rules and regulations alongside environmental and development plans. The Cluster recognizes that shelter assistance requires a well-coordinated response that ensures effective communication and achieves synergies among other sectors and development actors. The expansion of integrated multi-sectoral approaches will ensure that shelter strategies optimize the well-being of displaced people. SGBV, child protection, education, HIV, water, sanitation and hygiene (WASH), health, nutrition, livelihood and environmental issues are mainstreamed throughout the process of delivering adequate shelter solutions.

4.2 Capacity Building

The Cluster will ensure that staff, partner organizations, local governments, displaced and host communities benefit from the training provided by the Cluster in various thematic areas as direct participants or indirect beneficiaries.

4.3 Communication and Advocacy

The Cluster will disseminate the Strategic Plan widely to enhance awareness of its engagement. The Cluster will communicate information on, and advocate for, the right of the displaced, utilizing available various platforms in the country. Donor community interest in shelter is evident, but there is a need to maintain and reinforce this interest. The Cluster will make greater efforts to advocate for the most critical needs and communicate the challenges. A stronger and clearer communication strategy in the cluster is a priority in order to reach out to the public and create a better understanding of existing gaps. The settlement and shelter needs of the displaced are integral to nearly all sectors. The Cluster will work with all other sectors in the country at the national and field levels, to collaborate and coordinate policies and interventions. The Cluster will ensure that shelter interventions for displaced take into account the government strategy and their development plans in order to ensure the sustainability of Shelter and NFI interventions.



Moyale woreda ES and Cash Distribution. Photo: © IOM

5. RESPONSE OPTIONS

The Shelter response is developed to address the need of the displaced people in all phases of displacement, with a focus on the emergency phase and to support progress towards finding durable solutions when it is feasible.

	IDP					Non-displaced		Returnee	Relocation/ Reintegration	
	Collective Sites / Centres	Transit Sites	Informal Settlements	In Open Space	With the Host Community	IDP Rental	Non displaced	20% of the Host Community	Returnee Houses	Relocation sites
		5.1.7 Market Assessment and Support				Rental Assessment	5.1.7 Market Assessment and Support			
3.1 Emergency	5.1.1 Prepositioning						Prepositioning			
		5.1.2 Emergency shelter kit or cash						5.1.2 Emergency Shelter Kit or Cash		
	5.1.3 NFI:Bedding set or cash						5.1.3 NFI:Bedding set or cash			
	5.1.3 NFI:Mosquito net set or cash				5.1.3 NFI:Mosquito net set or cash					
	5.1.3 NFI:Kitchen set or cash						5.1.3 NFI:Kitchen set or cash			
	5.1.3 NFI: lighting or cas									
	5.1.4 Cash for Shelter/Rent									
	5.1.5 Communal Shelter									
	5.1.6 Partitioning / Hangars									
3.2 Transition/ Early Recovery								5.1.8 Shelter Repair Kit		
		5.1.9 Transitional Shelter						5.1.9 Transitional Shelter		
	5.1.10 Technical Support / IEC									
	5.1.11 HLP support							5.1.11 HLP support		
		5.1.12 Infrastructure Support								
								5.1.13 Semi-Permanet Shelters		
	Coordination and Partnerships. Advocacy. IDP tracking. Capacity building. Registration									

Mainstreaming protection: Protection risk reduction, Gender inclusion - Gbv risk reduction - Disability inclusion
– Monitoring - Community feedback mechanisms –Environment- community mobilization and participation

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5.1.1 Prepositioning

Prepositioning of materials or cash is key to being able to respond in a timely manner in Ethiopia. Where procurement begins after a crisis, agencies have to wait for funding allocations before procurement can start. Key items for international procurement such as tarpaulins may take months to arrive, and as a result assistance will be delivered long after initial needs arise and are identified. In funding poor environments, airlift is not an option as it will often double the program cost of most items airlifted.

The most effective form of prepositioning has proven to be common pipelines, where a single agency does procurement on behalf of all agencies and centralizes stocks in advance of crises. Items are stocked in a few strategic locations. Agencies then make requests via the cluster coordinator who, with the government, prioritizes requests and sends them to the lead pipeline agency when needs are identified. Stocks are released and transported to distribution sites. This also allows the coordinating agency to reduce duplication.

Cash can also be “prepositioned” with agreements being established in advance, but not all items can be procured via local markets, meaning that cash will not be able to meet all emergency shelter and NFI needs.

5.1.2 ES kits or Cash

The cluster provide emergency shelter kits consisting of 2x tarpaulins and rope. Although tarpaulins be readily procured locally, the quality varies from region to region. Therefore, international procurement is advised or conditional cash to ensure that the procured tarpaulins are in line with the cluster standards, subject to environmental concerns being addressed. Quality control protocols are being established in collaboration with cluster partners.

5.1.3 NFI Kits or Cash for NFI

Non-Food Items			
	Item	Number	Specification
1	Bedding set (partial kit)		
1.1	Blankets	2 to 3	Suitable blankets commonly weigh 300-850 g/m ² , 2 x 1.5m. (1-2 kg each). Three (3) blankets recommended for high-land areas
1.2	Bed mat	2	Made of woven straw or plastic strips 2 x 2.5m 3. Mosquito net set (partial kit)
2	Mosquito net		
2.1	Mosquito net*		As specified by the Health cluster
	*Distribution of mosquito nets should be based on assessed needs and in coordination with the health cluster.		
3	Kitchen Set		
3.1	The Kitchen set is designed to enable cooking and serving food for five people.		
3.2	Plate	2 to 4	Metal, 24cm Thickness: > 1.00 mm for aluminum, > 0.50 mm for steel
3.3	Cup	2 to 4	Aluminum or stainless steel with handle
3.4	Kettle or Jug	1	Aluminum 2L (estimating around 20% preference for jugs)
3.5	Cooking pots	1	Aluminum 7L Thickness: > 1.7 mm aluminum, > 0.8 mm steel
3.6	Cooking Ladle	1	125ml
4	Hygiene kit (partial kit)		
4.1	Washing basin	1	Diameter: 60cm
4.2	Jerry cans	2 to 3	10L and 20L
4.3	Soap	10	

5.1.4 Cash for Rent

Within the urban and semi-urban context, renting is a common shelter option, and the injection of cash, through Cash for Rent interventions, into the host community can help mitigate tensions as it provides some compensation for hosting large numbers of displaced people. It is also a very direct solution in preventing forced eviction. While Cash for Rent is designed to be a time-bound intervention that can be linked to more sustainable long-term shelter solutions, it can also represent a sustainable shelter option that bridges the gap to more durable solutions when complemented by a holistic set of activities including topics such as rights awareness, written tenancy documents, and livelihoods support. The following steps are necessary before implementation;

Rental market survey: to determine the appropriateness of Cash for Rent. This step will also allow organizations to define the financial risk associated with providing cash for rent to beneficiaries based on their economic, social and vulnerability status.

Needs assessment: the HHs that will be supported with Cash for Rent should be selected based on pre-defined criteria and priorities should be given to overcrowding and homelessness to reduce vulnerability (such health and GBV concerns).

Determining the rental value, duration and delivery mechanism: Determining the cash transfer value and its duration will be an evidence-based process that factors in both individual household situations and local context.

Rental agreement support: Agencies should support the creation of a rental agreement between tenant and landowner, preferably written. Additionally, agencies should link with other organizations that have experience and competence in delivering HLP support.

5.1.5 Partitioning/hangars

Spontaneous camps and communal shelters can become quickly overcrowded. Overcrowding can lead to increase in violence against women and children, and ensuring privacy of individuals is essential, particularly at night. Improving privacy through partitioning, hanger and locks improve the safety of the displaced.

5.1.6 Communal Shelter/ Collective Centers

Communal shelters are usually constructed using tents or tarpaulins to accommodate IDPs in collective sites, while collective centers are pre-existing buildings and structures where large group of displaced people find shelter for undetermined time. A thorough assessment must be conducted to determine the conditions of the building and for how long it may be used and similarly HLP issues and access to water and other basic should be looked at before erecting communal shelters.

Collective centers and Communal Shelters host people in buildings and in conditions that are not designed for accommodation. Although the physical space may appear adequate, the living conditions they offer often fail to meet minimum standards and do not ensure a life of dignity. Furthermore; due to the high concentration of people, safety and security become important issues. Violence, sexual and gender- based violence may occur regularly. Long term residence in a collective center is likely to cause stress and tension, possibly leading to depression, social conflict, friction between or within families, conflicts between clans or ethnic groups, and other individual or psychosocial problems

5.1.7 Market Assessment and Support

Access to markets and basic social services remain essential to IDPs, returnees and host communities in order to have access to livelihoods, live under dignified conditions and eventual sustainable solutions that promote self-reliance, including shelter.

The Cluster encourages the use of cash rather than in-kind programming as a response modality for partners with demonstrated technical capacity and strong knowledge and experience of cash transfer programs. Partners must also provide information on the functionality of the markets and financial service providers and demonstrate that cash will be equally accessible to men and women, according to vulnerability criteria established for each cluster and, as relevant, cross-cluster. To the extent possible, modalities will seek to provide the basis for transition to longer-term sustainable shelter solutions.

5.1.8 Shelter Repair Kit

The Shelter Repair Kit contains essential construction materials and tools that can be used in the construction of basic houses or as a supplementary kit to repair damaged structure (rebuild or repair). The kit is designed to be versatile enough to serve the needs of the families whose houses have either been partially or totally damaged. In addition to the construction materials, that should be locally and culturally appropriate, it also contains, technical support and addressing Housing, Land and Property issues. For information on local construction methods across Ethiopia, refer to the Ethiopia Shelter Response Profile.

5.1.9 Transitional Shelter

Transitional shelter is defined as an incremental process which supports the shelter of families affected by conflicts and disasters, as they seek to maintain alternative options for their recovery. The characteristics of transitional shelter that are applicable in the current context are reuse of materials and future upgrade of the shelters. As such, transitional shelter

assistance is not ‘one-off’ shelter assistance but a planned process that includes several steps to achieve durable shelters. With the provision of materials, addressing HLP issues, training and technical assistance are also needed to emphasize key messaging related to strength, durability and maintenance of the shelter. This approach is typically most appropriate for IDPs that have returned to their own property, but do not have the means for reconstruction.

The second type of Transitional Shelter is for IDPs that have returned to their own kebele/wereda but not to their original property.

5.1.10 Technical Support/ IEC

Technical support has two pillars: (1) providing trainings to partners in thematic areas such as Cash, Distribution Mechanics, Protection and Gender Mainstreaming, Targeting and Accountability, and (2) Build Back Better and prevention of environmental degradation training for IDPs or returnees.. Training householders in safer construction techniques is a key component of shelter programs that aims to support self-recovery. The capacity of the delivering organization to provide technical assistance is crucial, particularly when households use salvaged materials and limited resources. The cluster will develop contextualized IEC materials for the range of shelter response options to ensure partners can delivering training that is appropriate and safe to the communities affected by displacement.

5.1.11 HLP Support

With evictions and HLP (Housing, Land and Property) concerns continuing to be major impediments to sustainable shelter provision in return and IDPs settlement sites, the cluster will work closely with the Protection HLP Sub-Cluster on building the capacities of shelter actors who frequently face operational HLP issues firsthand.

5.1.12 Infrastructure Support

Where relevant, the cluster will advocate for longer-term solutions such as strengthening of social infrastructure, including schools, health centers and other community infrastructure and prioritize support to local construction processes and locally owned approaches.



Outskirts of Filtu in the settlement conflict affected of IDPs. Photo: © Mahlet Tekalnge/ZOA

5.1.13 Semi-Permanent Shelter

IDPs who opt to integrate or return to areas of origin and their own property will be provided with material, financial and technical assistance to support delivery of durable solutions. Where appropriate, this may include support for semi-permanent shelter interventions (new construction, repairs, improvements or upgrades), complete with support for long-term land tenure agreements. The cluster will undertake a semi-permanent shelter standardization process, where partners in each region will agree on standard shelter designs that are cost-effective, culturally acceptable, and suited to the prevailing climatic conditions. Linkages will be established with development partners to create complementarities.

6. MONITORING

This strategy will be accompanied by a workplan based on the Theory of Change. This will be developed to enable progress to be monitored for both annual response plans and the multi-year cluster strategy. The Shelter Cluster will promote practical, effective monitoring and evaluation of the response through agencies, working to collect and disseminate feedback between partners to share key challenges and lessons indicated. Agencies will use the Monitoring and Evaluation toolkit documents in program planning, and to support evaluation of the response cycle. The Shelter Cluster will link with agency complaints systems to enable effective feedback from partner operations and adjust the strategy accordingly, ensuring that the strategy is appropriate and accountable.

The Shelter Cluster will use standard cluster performance monitoring to measure its own performance. Daily operations will be monitored using standard tools such as pipeline tracking and the online Report Hub platform. Monitoring the effectiveness of coordination will require active participation of all stakeholders.

7. EXIT STRATEGY

Ethiopia remains in a humanitarian and protection crisis, with the situation deteriorating throughout 2018. In any event, an exit strategy must consider the role and mandate of NDRMC and should place at the center of any coordination mechanism to make sure the agency can take over that role when the crisis period is over.

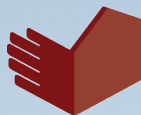
For a successful transition and exit strategy, the needs of IDPs and returnees will have to be addressed in a parallel and integrated manner. Most importantly, the restoration of private and public infrastructure and basic services in return areas should be addressed through the engagement of local authorities and relevant departments. In situations and cases where the potential for durable solutions is created through shelter assistance, the Cluster will seek to coordinate with durable solution working groups. Similarly, the Cluster, through its shelter activities, will help revive the local economy thus facilitating durable solutions.

CLUSTER PARTNERS



DONORS





Shelter & NFI Cluster Ethiopia
Coordinating Humanitarian Shelter

Shelter/NFI Cluster Strategy

2019-2021



ESNFI distribution in Danlahelay, Afdem. Photo: © IOM