



Shelter NFI Cluster South Sudan

ShelterSouthSudan.org

Coordinating Humanitarian Shelter

SOUTH SUDAN

EMERGENCY SHELTER AND NON-FOOD ITEMS

CLUSTER STRATEGY 2023 - 2025



Acknowledgement

SNFI Cluster partners after training in Juba, Central Equatoria © IOM 2022

The South Sudan Shelter and Non-Food Item (SNFI) Cluster Strategy was developed by the National Cluster Coordination Team with the support of the Strategic Advisory Group (SAG) members to provide a coherent and coordinated approach and guidance to the cluster partners on how to work together for better collective results in line with the Country's Humanitarian Response Plans.

The Cluster would also like to thank the State-Level coordination teams, the Technical Working Groups (TWiGs), and the cluster partners that provided rich information, which greatly contributed to the development of this strategy.

To increase accountability and transparency for those we serve and work with, the SNFI Cluster Coordination team remains flexible and open to suggestions and feedback that are geared towards improvement and success.

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Shelter NFI Cluster Coordination Structure in South Sudan

The Shelter and Non-Food Items (SNFIs) Cluster was launched in South Sudan in 2011 and acts as a coordinating mechanism for partner organizations working to provide life-saving household items and shelter materials to conflict and disaster-affected people in South Sudan. The Cluster operates in all ten states of South Sudan including Greater Pibor and the Abyei Administrative Areas.

At the national level, the Cluster is led by the International Organization for Migrations (IOM), supported by the Norwegian Refugee Council as a Co-Lead agency. IOM also manages the common pipeline, which provides a reliable, cost-effective, and steady stream of quality materials. It also pre-positions materials in strategic locations across the country for distribution by cluster partners to needy/affected populations.

Below is a summary of the cluster coordination structure.

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Other Coordination Structure in South Sudan

Cluster Core Pipeline:

IOM also manages the shelter and NFI core pipeline to enhance preparedness and response through centralized procurement, pre-positioning, and harmonizing the supplies/emergency SNFI items, to ensure quality and timely response.

Cluster Information Management System:

The cluster has a dedicated Information Management Unit that plays a key role in collecting, managing, and analyzing information provided by partners about response, gaps, and challenges that informs the cluster decisions. Moreover, the information is translated into maps shared with different stakeholders. The IMO also plays a pivotal role in continuously updating the cluster website.

Strategic Advisory Group (SAG) Agencies:

The SAG is the strategic representation of active organizations in the cluster composed of 2 International NGOs, 2 National NGOs, and 1 UN organization. Observers of the SAG comprise the Protection Cluster Coordinator, a donor representative (ECHO), and UNOCHA. Sometimes, the Government counterparts are also encouraged to participate. The Cluster Coordinator chairs this SAG committee. SAG plays four key roles:

1. Strategic planning
2. Technical support
3. Advocacy and advisory
4. Coordination support

Active SNFI Cluster partner Members:

For the year 2023, the cluster has 23 active SNFI partners. These include 02 UN agencies, 09 International NGOs, and 12 National NGOs. However, the number and composition of partners may change in the following years following a comprehensive Humanitarian Response Plan (HRP) process.

Relevant Technical Working Groups:

Technical Working Groups (TWiGs) are created on an ad hoc (need) basis as per the recommendation of the SAG. TWiGs are provided with Terms of Reference (<https://sheltercluster.org/group/59/documents/TWIGS>) by the Cluster Team with a designated Focal Point to lead the TWiG identified voluntarily. However, the endorsement is based on the candidate's expertise in that field, availability, and past records. Such working groups have a limited lifespan and are disbanded once the outputs delineated in the TORs have been achieved. Some existing SNFI Cluster TWiGs are the Cash Working Group (CWG), Protection Working Group, Needs Analysis Working Group (NAWG), and Accountability to Affected Population (AAP) Working Group. The cluster also has other focal points, including Pipeline, Gender, HLP, Resilience, National NGOs, Mobile Response, and PDM.

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Operational Definition of Some Terms

Conflict-Affected Persons: This refers to persons or groups of people whose lives and livelihoods have been adversely affected by the conflict.

Core Pipeline: The Core Pipeline (CP) serves as a central repository of supplies for lifesaving response by providing critical items across the country, supporting partners in implementing timely and effective lifesaving interventions, assuring harmonization and cost-efficiency due to economies of scale, and sustained availability of core items. The Shelter Cluster core pipeline in South Sudan is managed by International Organization for Migration (IOM).

Durable solutions: These are interventions that deliver long-term and sustainable benefits for communities rather than a short-term, emergency response. These solutions support communities in building their resilience and allow them to become less reliant on humanitarian assistance.

First Line response: This is more related to lifesaving assistance provided to freshly conflict/man-made/natural disaster affected people to recover from shock.

Host Community: Community of people willing to take others into their homes and help support them. This can be typically in camps or their households directly.

Household Items: Household item assistance supports restoring and maintaining health, dignity and safety and undertaking daily domestic activities in and around the home. This standard addresses items for sleeping, food preparation and storage, eating and drinking, thermal comfort, lighting, and personal clothing. The items usually include cooking set, blanket, sleeping mat, mosquito net, solar lamps, and cloth (kanga).

Humanitarian Assistance: Support that seeks to save lives and alleviate the suffering of a crisis-affected population.

In-kind assistance: Humanitarian assistance provided in the form of physical goods or commodities. This assistance does not involve the transfer of money.

Internally Displaced Persons (IDPs): These are persons or groups of persons who have been forced to leave their homes or habitual residence as a result of or to avoid the effects of a crisis (armed conflict, situations of generalized violence, violations of human rights, or natural or human-made disasters) that occurred.

Market-Based Programming or Interventions: The term covers all types of engagement with market systems, ranging from actions that deliver immediate relief to those that proactively strengthen and catalyze local market systems. These interventions work through or support existing local markets.

Minimum Expenditure Basket (MEB): MEB is an operational tool used to identify and calculate, in a particular context and for a specific moment in time, the average cost of a socioeconomically vulnerable household's basic needs that can be monetized and accessed in adequate quality through the local market. Goods and services included in the MEB should enable households to meet basic needs and minimum living standards without resorting to negative coping strategies or compromising their health, dignity, and essential livelihood assets. An MEB can be calculated for different household sizes.

Post-Distribution Monitoring (PDM): Post-distribution monitoring is the process of collecting data to assess the process and impact of a response by partners on individuals and households after receiving humanitarian assistance. This aims to improve the quality, relevance, and effectiveness of assistance. PDM also provides valuable information for humanitarian agencies to improve the targeting of assistance and to adapt their programmes in response to changing needs.

Protracted Displacement Situations: Situations of displacement that have moved past the initial emergency stage and continue to exist without solutions for peace or return home in the future (Loescher, Milner, 2009).

Returnees: Are persons or groups of people previously displaced who have returned to their original place of settlement spontaneously or in an organized manner but have yet to be entirely (re)integrated.

1. Overview

The 2023-2025 SNFI Cluster Strategy for South Sudan builds on the achievements of the previous (2021-2022) Cluster Strategy, considering the current dynamics, humanitarian landscape, and the need to move beyond emergency lifesaving assistance to resilience and recovery in the country. It is intended to guide interventions of the Cluster partners until the end of 2025. However, it recognizes that the contexts across South Sudan are both fluid and highly specific, with unique needs per location, which calls for flexibility in planning and response.

Over a decade, South Sudan continues to experience national and sub-national-level conflicts that have destabilized the country, forcing over 8.9 million people to flee their homes in search of protection and physical security. An estimated 2,229,657 people are internally displaced within South Sudan, and 1,924,368 returnees. The situation caused by conflict has been exacerbated by the recent floods, current economic crisis, and Covid-19 impacts eroding the communities' resilience, thus, creating a dire need for emergency shelter and NFIs, ranked second highest priority after food. In 2023, the number of people in need of SNFIs increased from 2.43 million in 2022 to 2.93 million people (HNO, 2023). More so, spontaneous returns from within and outside of South Sudan continue to take place in some areas, calling for durable solutions strategies by the Shelter Cluster.

Nonetheless, the Cluster remains committed to ensuring that crisis-affected people can sustainably live in secure, safe, and dignified conditions by facilitating their timely, tailored, and secure access to dignified, adequate shelter and basic household items and supporting efforts toward recovery from the shock of displacement and offer early relief from disaster. In addition, the Cluster will continue to strengthen efforts toward mitigating further protection risks related to housing, property, and land and strengthen coordination and response capacities at the field and national levels guided by the principles of do no harm, AAP, conflict- sensitivity, inclusivity, context-driven, and integrated and community-based responses.

Assistance will be provided to the affected populations after a thorough needs analysis through different response options in sequenced packages:

- a. **First-Line Response** (Provision of Emergency shelter & non-food items): Addressing the emergency shelter needs of the newly displaced persons by facilitating access to emergency SNFIs, construction of communal shelter in informal and formal managed IDP sites.

- b. **Second-Line Response** (Upgrading/repairing critical shelters): Assisting IDPs living in critical shelter situations to achieve safe secure shelter from individual to communal shelters (formal and informal settings) to
- c. **Third-Line Response** (Shelter Maintenance and recovery assistance); Maintaining basic shelter and supporting return is a key function of the SNFI Cluster. This is aimed at ensuring the shelter situation of the most vulnerable IDPs does not degrade and those returning do not return to a state of critical shelter.

Shelter and NFI lifesaving assistance is provided through different modalities that include in-kind, cash and markets, and hybrid response (combined in-kind and any suitable cash-based intervention). Besides, a needs and area-based approach shall be adopted to determine the response modality.

Importantly, priority for Cluster response will consider locations classified under IPC 4 and 5 and previously underserved. In all responses, the Cluster emphasizes the key cross-cutting aspects of AAP, HLP, environmental protection, gender and disability inclusion, and protection mainstreaming. Monitoring and evaluation shall remain an integral component of the SNFI responses, with best practices and lessons learned continuously identified to inform further Cluster interventions.

The Cluster's sustainability strategy is built on the implementation of long term strategies, engaging the affected community in all phases of the responses, building the capacity of the communities to cope and local actors to scale up and maintain the implemented activities, advocating for cash and market-based interventions to rebuild the local markets, implementing Disaster Risk Reduction (DRR) activities, addressing HLP, integrated programming, and supporting the Localization Agenda. In addition, the SNFI Cluster will coordinate with other sectors, particularly FSL, WASH, Protection, and Education, to ensure that the diverse needs of the affected people are met. The Cluster continues to fulfill the commitment towards localization by building the capacity of National NGOs to take over from the UN and INGOs and advocating for local integration in areas where IDPs take refuge.

Finally, the Cluster recognizes that several challenges will likely impede the implementation and achievement of the Cluster's strategic objectives. These include contextual differences, financial, logistical, and access challenges (due to insecurity and floods), secondary displacements from sub- national violence and flooding, and difficulties in accessing housing, land, and property rights for IDPs and returning populations. Nonetheless, the Cluster remains committed to ensuring that it facilitates access to timely and dignified assistance while advocating for increased resources, peaceful coexistence, and long-term solutions to addressing the needs of the affected people.



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1.1 Situational Analysis

For over a decade, South Sudan has experienced a national-level conflict that has destabilized the country, forcing over 8.9 million people to flee their homes in search of protection and physical security. According to the International Organization for Migration (IOM) Data Tracking Matrix Round 12 (January 2022), an estimated 2,229,657 people are internally displaced within South Sudan. The UNHCR South Sudan Regional Refugee Response Plan (2023) projects a total of 2.2 million refugees to return to the country following the signing of the 2018 revitalized peace agreement that led to the formation of the Transitional Government of National Unity (TGoNU) in February 2020.

However, the hope for the long-awaited peace seems to be far from being achieved, with the resumption of fighting in most parts of the country. Moreover, the dire situation has been exacerbated by the recent floods that have affected three-quarters of the country, further displacing millions of people. For instance, in some parts of the country (mainly the Greater Upper Nile, Jonglei, Warrap, Bahr-El-Ghazal, and Unity States), fighting continues to destabilize the population driven by inter-tribal/communal conflicts, lawlessness, revenge and targeted killings, food crisis, and fighting over natural resources. The situation is made worse during the rainy season given almost all counties are prone to flooding. Moreover, prolonged drought usually affects livelihoods and sometimes ends up in violent clashes between the farmers and herders, displacing thousands of families.

According to the South Sudan Humanitarian Needs Overview (2023) reports that 9.1 million people (excluding refugees and those in Abyei) need humanitarian assistance. Out of this population in need, 2.9m need emergency shelter and NFIs. Confirmed by the 2022 Inter-Sectoral Needs Analysis (ISNA) findings, a combination of conflict, natural disasters, the erosion of communities' resilience, and the current economic crisis/inflation have created dire shelter and NFI needs in South Sudan. Also, the outbreak of Covid-19 made the movement of people and supplies difficult due to the imposed restrictions on movement, severely impacting the humanitarian response, thus, worsening the already appalling situation of the South Sudan people in need.

The findings of the recent REACH assessments (2022) conform with ISNA (2022) and the Needs Analysis Working Group data (2022), indicating that across the country, the need for shelter is ranked second highest priority after food, with returnees and those living in the formal IDP sites (PoCs) in need of shelter repairs and upgrades. In addition, the ISNA (2022) findings show that the number of people needing shelter and NFI assistance in 2023 has increased from 2.43 million in 2022 to 2.93 million in 2023. This increase is partly attributable to the after-effects of the large-scale displacements caused by conflict and floods in 2022. Furthermore, approximately 200,000 individuals still reside in IDP camps and PoCs. More so, spontaneous returns from within and outside of South Sudan continue to take place in some areas, such as the Greater Equatoria

and Western Bahr-El-Ghazal, which calls for innovative response strategies by the Cluster to provide long-term solution.

However, the Cluster recognizes that several challenges will likely impede the implementation of the key strategic Cluster Objectives. These include financial, logistical, and access challenges (due to insecurity and floods), secondary displacements from sub-national violence and flooding, and difficulties accessing housing, land, and property rights for returning populations. Nonetheless, the Cluster remains committed to ensuring that it offers timely and dignified assistance while advocating for increased resources, peaceful coexistence, and long-term solutions to addressing the needs of the affected people. This is because shelter needs are central to people's immediate survival and well-being, and the lack of adequate shelter exposes households to various health and protection risks, including the lack of privacy, eviction, exploitation, and abuse, and in some cases, increased exposure to sexual and gender-based violence. Moreover, displacements weaken/ erode the community's coping strategies.

Therefore, the SNFI Cluster, through multiple response strategies guided by the strategic objectives, will continue to target and prioritize the most vulnerable persons with the first-line response (emergency lifesaving S/NFIs) to mitigate the health and protection risks and restore their dignity. Furthermore, the Cluster recognizes the high numbers of returnees in locations experiencing stability and intends to broaden its response strategy to allow meaningful recovery by providing durable shelter solutions in the form of shelter construction, repairs, or upgrades. The Cluster acknowledges the high cost of implementing durable shelter solutions and the downsizing of donor funding. However, the Cluster will continue to advocate and mobilise resources through the various networks informed by evidence (needs and feasibility of the response modality).

Importantly, the Cluster recognizes and commits to ensure that partners prioritize cross-cutting issues that include gender and disability inclusion, Prevention of Sexual Exploitation and Abuse (PSEA), Accountability to the Affected Population (AAP), child safeguarding, and promoting human rights to avoid doing more harm to the already affected populations. Moreover, all activities must be conducted with a conflict sensitivity lens while adopting community-based approaches. Furthermore, Disaster Risk Reduction (DRR) and environmental protection activities shall be integrated into the Cluster response to mitigate the future impact of natural disasters such as floods and droughts. All humanitarian partners must engage the community in all phases of the project implementation to ensure the responses are tailored to their needs and their capacity built.

Lastly, Cluster will respond in two ways: Mobile and Static. The mobile partners are deployed whenever required to scale up response and increase assistance access in hard-to-reach areas. Apparently, SNFI Cluster has four mobile partners that include IOM, Medair, NRC, and DRC. Moreover, the Cluster is committed to the fulfilment of the 2016 World Humanitarian Summit – Grand Bargain (Localization Agenda). For instance, 12 of the 23 (52%) cluster partners are National NGOs and the Cluster continues to encourage joint responses and partnerships between INGOs and UN agencies with NNGOs. Moreover, there are ongoing capacity building programmes intended to empower the national actors to deliver quality and timely services. Importantly, the NNGOs are actively involved in critical decision-making with the position of the Cluster Roving Coordinator reserved for NNGOs and they are represented at the SAG committee.

2. Cluster Goal, Objectives, Priorities, and Guiding Principles

2.1 Cluster Goal

The goal of the cluster is to ensure that crisis-affected people can sustainably live in secure, safe, and dignified conditions by facilitating their access to adequate shelter, inclusive of essential household items in adequate settlements.

2.2 Cluster Objectives

The cluster is guided by four strategic objectives

Objective 1

SO1: Ensure provision of timely and adequate access to safe and dignified emergency shelter and lifesaving NFIs to newly displaced people or populations with new vulnerabilities.

Objective 2

SO2: Improve the living conditions of highly vulnerable protracted IDPs, returnees, and the host communities who are unable to meet their SNFI needs.

Objective 3

SO3: Support the most vulnerable returnees, host communities and IDPs access adequate durable housing options.

Objective 4

SO4: Support recovery and resilience building through interventions that build assets and capacities of affected population to recover from shocks and restore HLP rights, with particular attention to supporting durable solutions.

2.3 Cluster Strategic Priorities

The strategic priorities of the Cluster are geared towards:

- a. Provision of timely, tailored, and secure assistance, restoration of dignity, and achieving protection outcomes while integrating cross-cutting issues (HLP, Protection, Gender, Age, Disability, and AAP).
- b. Strengthened capacity to respond with timely assistance to acute needs. Ensuring that there are rapid response mechanisms to respond to new emergencies.
- c. Support efforts towards achieving durable solutions, to include shelter construction, repairs, and upgrades for hosting communities and returnees. Furthermore, adopt settlement approaches across programming to provide socially based, geographically bound, inclusive and multi-sectoral responses to crises and conflict and pave the way for recovery.
- d. Increase Cash and Market-Based Programming with a focus on dignity and empowerment of the beneficiaries, aimed at boosting or reviving the local markets to continue meeting the needs of the crisis-affected population.
- e. Mitigate further protection risks related to housing, property, and land by engaging the local authorities and the community to promote peaceful co-existence between IDPs/returnees and the host population.
- f. Strengthen rapid response mechanisms and capacities at the field and national levels, including contingency planning, prepositioning of emergency shelter and NFIs in strategic locations, coordination mechanisms, and information flow at all levels to rapidly response to new emergencies.
- g. Strengthen the monitoring and reporting systems, including assessments, information management, post-distribution monitoring, and reporting.

2.4 Guiding Principles

a. Adherence to the humanitarian principles:

Underlining all humanitarian actions are the principles of humanity, impartiality, neutrality, and independence that guide our response to all humanitarian crises, whether caused by conflict, violence, or natural disasters. Therefore, all humanitarian actors must promote adherence to these humanitarian principles in every response, and to build an understanding of and respect for these principles among non-humanitarian stakeholders. This is intended to prevent and mitigate any negative impact of our actions on the affected populations.

b. Do No Harm:

Any humanitarian assistance must prioritize the safety, health, security, privacy, and dignity of those it seeks to assist. Careful assessments and analyses incorporating conflict-sensitive approaches are required in all contexts to ensure responses meet the diverse needs of men, women, girls, and boys. Responses must not exacerbate existing tensions or lead to other unwanted negative impacts such as increased exposure of women to GBV risks, deprivation, discrimination, or coercion. SNFI partners should also ensure that all staff are trained in the Prevention of Sexual Exploitation and Abuse (PSEA) and child safeguarding. In addition, the Cluster recognizes partners with their own supplies but will continue to work with them to harmonize the SNFI Kit to mitigate any potential conflict.

c. Ensuring meaningful access to services and assistance:

Recognized as a crucial component of all humanitarian interventions, all humanitarian actors must seek to ensure that people have a meaningful opportunity to attain their rights by accessing available services and assistance. To do this, all barriers to access, including logistical and social/cultural factors, discrimination, insecurity, and a lack of information on available assistance and services must be identified and addressed. Humanitarian actors must ensure that services are within safe and easy-reach locations, the beneficiaries know potential distribution dates and the responses are culturally appropriate. Response must ensure impartiality. This means that the response should be informed by the needs and responders must ensure access to assistance for all (gender, age, disability, ethnicity, or other diversities).

d. Participation and empowerment of affected people:

Community participation in all phases of the project cycle is crucial for quality programming, ownership, and sustained outcomes. SNFI programmes must identify, support, and strengthen the existing local capacities through community empowerment activities and active

involvement in implementing the projects undertaken in their communities. All humanitarian actors must ensure that different groups of the affected community are provided with an opportunity to participate in decisions that affect them. Barriers to participation must be identified and addressed to facilitate inclusive engagement.

e. Accountability to the affected population:

It is a mandate of all humanitarian actors to be primarily accountable to the crisis-affected people that they seek to assist in all stages of the response. Appropriate feedback mechanisms must be identified and set up in consultation with the community to provide channels of information to the humanitarian response by the affected community. The community must be provided with opportunities to give feedback on interventions and to freely share their concerns, including submitting their complaints on the response and the conduct of the implementation team. Partners are encouraged to provide multiple and appropriate feedback channels accessible to different categories of people.

f. Need-based and context driven responses:

Any SNFI response should be based on the needs identified and tailored to a specific context. Partners should never assume that needs are uniform for all the affected people. Therefore, a needs analysis is the starting point of any intervention must be conducted beforehand to inform the response, including the modality. The Cluster recognizes the multiplicity of needs but due to the resource limitations will focus on the most urgent needs as ranked by the affected population. The SNFI Cluster targeting criteria will further prioritize the most vulnerable groups such as children separated from families, women heading households, PwDs, pregnant and lactating women, the elderly and children headed households, and persons with no community links.

g. Mainstreaming cross-cutting issues:

Good shelter programming does not occur in isolation but there are other key factors such as protection, gender and disability inclusion, GBV risk prevention, and environmental protection, among others that influence and impact on the shelter responses. These factors must be mainstreamed across the response cycle. These cross-cutting areas are further described under section 4.

h. Build strong coordination and partnerships:

SNFI responses must integrate with other responses and collaborate with other stakeholders, mainly, the national authorities, civil society, and other clusters for integrated responses. This is aimed to ensure that a complex of needs are consistently met, and that people's priority needs are addressed holistically. Besides, effective partnerships and strong synergies minimize the risk of overlapping

and duplication while promoting a culture of sharing information and minimal resources among partners. People and partner expectations must be managed professionally right from the beginning of the response cycle through clear communication and proper coordination with OCHA, cluster coordination forums, the government, and community committees.

i. Moving beyond emergency assistance towards recovery:

For a long time, humanitarian partners have provided first-line (emergency) assistance to IDPs in the emergency context of South Sudan. However, with an array of hope following the signing of the Revitalized Peace Agreement (2018), the country has witnessed an influx of returning population that will require resettlement and integration. The Cluster, thus, will continue to advocate for durable solutions through restoring people's right to adequate housing with security of tenure, availability of services, materials, facilities, and community infrastructure, including dignified housing that is affordable, habitable, accessible, and culturally acceptable to rebuild their lives, supporting early reintegration, and promoting recovery.

Depending on the South Sudan context and the needs identified, as well as the depth of inter-cluster collaboration, the cluster interventions will include:

- Construction/ upgrading/ repairing/ retrofitting of shelters.
- Approaches to support tenure security and conflict dispute resolution between host and IDPs/ returnees
- Promoting livelihood opportunities through cash-based interventions (sectoral cash), skills training, and supporting traders to revive local markets.
- Capacity building of local actors, respective government authorities and the affected population.

- Supporting the implementation of Disaster Risk Reduction (DRR) interventions.

j. Strengthened coordination mechanisms:

The Cluster maintains various channels to coordinate responses from the community to the country's coordination office. For instance, at the state level, the Cluster has State Focal Points that coordinate with partners on the ground, the government, the community, and other clusters on behalf of the SNFI Cluster. At the national level, the Cluster Coordinators will continue to work closely with other Clusters under the Inter-Cluster Coordination Group (ICCG) platform, donors, and the government to share information, lessons learned, and advocate for increased resources, durable solutions strategies, multisectoral programming, and sustainability strategies.

k. Consider severity and scale of the crisis:

Lastly, given the scale of the current crisis, humanitarian partners must keep in mind competing priorities against limited resources. This means that not all perceived crises in the country are necessarily emergencies requiring SNFI assistance. The Cluster, thus, will use the rankings of the Interphase Food Classification (IPC scale) and the report of the Needs Analysis Working Group (NAWG) to determine the severity of the crisis in each location. In most cases, locations falling under severity 5 (Catastrophe) and severity 4 (emergency) will be prioritized for the response. Severity 3 (crisis) may be considered on a case-by-case basis. During this period, the Cluster's focus of response is mainly conflict and natural disasters (floods). Responses to specific incidents of cattle raiding, fire, and drought should be reviewed by the Cluster with an eye to the greater context, the extent of need, the scale of the effect, the people affected, and the criticality of the event



IOM staff constructing communal shelters in South Sudan © IOM 2023

3. SNFI Response Modalities/Options

SNFI assistance will be provided to the affected populations after a thorough needs analysis, which must be in line with the Shelter Cluster's minimum standards that include the need for SNFI assistance, severity and magnitude of the conflict/disaster, and accessibility to the affected locations. Furthermore, in a bid to promote multisectoral programming to shelter- response, assessments, analyses, and responses will be conducted jointly with other clusters to guarantee cost and time efficiency in addition to holistic service provision using the cross-sectoral vulnerability criteria that promotes integration and joint interventions.

For the period 2023-2025, through a thorough response analysis, SNFI assistance will be provided to different categories through four key response options:

- a. Newly displaced IDPs in spontaneous/informal settlements: Support in form of temporary shelters (plastic sheets, ropes, bamboo bundles etc.), household items, securing tenure rights, and psychosocial support)
- b. Displaced population in IDP sites or PoCs settlement: support with emergency shelter kits, shelter repairs/retrofitting/upgrades, household items, temporary communal structures, information services, housing and land rights assistance, infrastructure and settlement planning, rehabilitation of community infrastructure, and sometimes relocation assistance.
- c. Returning population in spontaneous/formal settlements: support with emergency shelter kits, shelter repairs/upgrades/retrofitting, household items, rental assistance (urban setting), transitional shelters, return assistance, security of tenure, information services, and community infrastructure rehabilitation.
- d. Host population: Temporary shelter kit, household items, shelter repair/upgrade, hosting assistance (cash), and information services.

3.1 Emergency Lifesaving: In-kind Assistance Approach

The need for emergency shelter and NFIs remains high among newly displaced IDPs in informal settlements and those returning to their places of origin. Shelter and NFI items remain unaffordable to many, causing displaced groups and those returning to their original location to scavenge for basic items, borrow cash, live with others in highly congested conditions, and even adopt negative coping mechanisms. Besides, crises significantly impact on markets leaving them destroyed and non-functional. Hence,

most affected population will need timely assistance to meet their emergency needs. However, a needs analysis will be conducted beforehand that highlights the priority needs and choice of the response. Through the Cluster core pipeline, emergency shelter materials and household/ non- food items (NFIs) such as plastic sheets, rubber ropes, cooking set, blankets, solar lamp, mosquito nets, and in some instances, clothes (kanga) will be provided based on the assessed need and the context. For partners with own stocks, they are encouraged to liaise with the National Cluster for quality assurance, proper coordination, and SNFI kit harmonization to mitigate any possible conflict in the community.

3.2 Cash and Voucher Assistance (CVA)

Cash and Voucher Assistance (CVA) response modality will be scaled up in contexts where markets are functional. This is because of the many advantages associated with CVA programming that include but not limited to

- Choice, dignity, and flexibility: Enable recipients to prioritize their own needs and spending preferences.
- Safety: Cash can be distributed electronically, obviating the need for recipients to travel to receive aid.
- Cost efficiency: Cash can be implemented and distributed at a lower cost than in-kind items.
- Cost effectiveness: CVA can achieve better outputs and outcomes than in-kind aid.
- Supports recovery: Cash supplements household incomes, protects livelihoods, support local markets, and reinvigorate local economies.
- Facilitates inclusion: For vulnerable populations who are usually excluded from or unable to access some services, scaling up CVA as part of the wider humanitarian responses can serve as an entry point for specific groups to access short, medium, and longer-term assistance.

Note: All CVA activities will be guided by the findings of a market assessment and the Cash Working Group (CWG) technical guidelines. However, Cluster cash TWiG will determine the cash response modality based on the needs and context. For instance, unconditional/unrestricted/ multipurpose cash may be recommended for first-line responses. Similarly, conditional or shelter cash/vouchers may be recommended for the protracted, returnee, and host assistance, such as cash for shelter construction,

repairs, upgrades, training, and cash-for-work in DRR activities, among others. The CWG, in consultation with the Cluster Cash TWiG will establish the sectoral MEB (SMEB) for the transfer value. In some instances, the Cluster may consider restricted CVA as one of the default modalities where the risk of diversion has been identified. Depending on the situation, cash can be provided as a one-off, but Cluster highly encourages two or three installments/tranches to ensure proper usage, monitoring, and achieving the desired outcomes.

Where market-based programmes are feasible, cash at hand option or financial service providers (FSPS) may be identified, assessed, and used to deliver the assistance. Collectively, CBI assessments should be coordinated with other sectors' stakeholders, especially with the Cash Working Group (CWG), and can be delivered through a range of delivery mechanisms, including direct cash (mobile transfer, banks, cash at hand/envelopes, financial service providers, and vouchers) depending on the context.

The Cluster may also support and implement low-cost housing solutions. For instance, cash may be given to the affected population to purchase construction materials and build their shelters. In some scenarios, vulnerable individuals such as people with disabilities, child-headed, chronically ill, and elderly heading households may be supported through a cash-for-work approach to access safe and dignified shelters.

Moreover, the cash-based approach through cash-for-work and capacity building initiatives will enhance the participation of the affected communities by creating livelihood opportunities related to construction, building on existing coping mechanisms, collection of local materials, and technical construction of their houses which in the long term will promote ownership, sustained responses, and facilitate the recovery process.

3.3 Hybrid approach - In-Kind and Cash Assistance

Under specific circumstances, the cluster may provide a combination of in-kind and cash assistance to affected populations. The situation may include but is not limited to; locations where the market is functioning, though with some missing SNFIs, which will need to be accessed from the cluster core pipeline. In such a circumstance, partners are expected to conduct a thorough response analysis guided by a market assessment to reach such a decision. In another scenario, where shelter materials can be accessed locally and the need for the community to support during

the construction of the shelters. Cash-for-work may be recommended to train the identified community members and pay for the person's hours worked. Cash may also be recommended to transport shelter materials from the pipeline to the final destination.

For returning population, a combination of in-kind (selected NFIs) and cash to meet other needs such as shelter repairs, upgrades, or expansion may be recommended. All in all, partners should comply with the agreed SNFI technical guidelines and minimum standards in all the responses.

3.4 Multisectoral/ Integrated Programming

There is growing recognition that multisectoral integrated programming is essential for a coherent convergence, complementarity, and effective humanitarian response. Over the years, the Cluster acknowledges the multifaceted needs faced by the displaced population during disaster or conflict and the imperative requirement to meet their holistic needs. However, due to limited funds, the Cluster may be unable to address the multiple needs of the affected population, and hence the justification for an integrated approach through a joint response.

Partners are encouraged to be involved in all stages of the responses starting with the multisectoral assessments to monitoring and evaluation. Clusters involved ought to have a common understanding of the humanitarian context in terms of geographical dimensions, vulnerabilities and other cross-cutting issues, response modality, service delivery mechanisms, prioritization of interventions (targeting criteria), protection mainstreaming, and the AAP approach.

However, each Cluster will be responsible for implementing activities and coordinating and collaborating with other clusters in line with the joint operational framework and integrated response plan. Regular monitoring and information sharing shall be collated from the respective Clusters, and the performance and outcome of the whole response and individual interventions in terms of achieving collective outcomes should be analysed jointly by all Clusters regularly (monthly or quarterly), and programming interventions adapted as appropriate. Another option for integrated programming will be using cash (multipurpose cash assistance) to meet multiple needs of the people affected by crises.



4. Cross Cutting Issues

Community engagement in Juong Kang Payam, Leer County, Unity State © Coalition for Humanity 2022

4.1 Protection Mainstreaming:

Good shelter and settlement programming looks beyond the provision of assistance and explores its impacts on the affected population. It takes all kinds of risks into consideration and contributes to achieving protection outcomes such as the reduction of GBV or promotion of peaceful coexistence. The Cluster will ensure to work with the Protection Cluster to promote shelter and settlement interventions that contribute to achieving protection outcomes and that take protection risks and potential violations into consideration. Partners will be encouraged to promote meaningful access, safety, and dignity in humanitarian aid by:

- Avoiding exposing people to further harm by training all partners and the community on protection principles
- All analysis reports must highlight the specific needs of the sub-groups of people affected by the crisis, in particular women, men, boys, and girls.
- During the targeting, ensure that women and girls (single women, adolescent girls, women and girls with disabilities, female headed households, older women etc...) are prioritised throughout Shelter/NFI interventions.
- Conduct safety audits, rapid gender assessments or regular consultations with women, girls, and groups with special needs on shelter issues during throughout the response process.
- Indicate at least one or two concrete GBV risk mitigation interventions in SNFI programming.
- Establish community committees with equal female and male participation so that women participate in the decisions, shelter designs and their specific needs and security concerns are met.
- Consider prioritising safety and privacy during shelter designs.
- Work with the protection partners to address the identified GBV issues using the established referral system.
- Assisting the affected population to claim their rights, access available solutions and recover from abuse.
- The Cluster will encourage actors to work toward dissemination of, and capacity building around the recently revised Global Protection Cluster principles.
- Importantly, all humanitarian actors are required to adhere to the UN Secretary-General's Special Measures for Protection from Sexual Exploitation and Abuse (PSEA): A New Approach. Prevention, mitigation, and safe response to gender-based violence in humanitarian programming. The Cluster will further support the integration of 'do no harm' principles into its guidance. It will disseminate and contextualise the recently launched GBV Constant Companion in Level 3 humanitarian responses to ensure safe response to the needs of GBV survivors.

4.2 Accountability to the Affected Population (AAP):

SNFI partners must engage the community in a way that stimulates active participation of all the different groups in programming. Ongoing interaction with community mechanisms that collect information about the most needy and vulnerable individuals (inclusive community committees) will be maintained by SNFI partners. Partners will incorporate community sensitisation on targeting and feedback mechanisms throughout their interventions to reduce social tensions that may occur. This approach will ensure community involvement and empowerment, promoting interventions with sustainable impacts. The Cluster will also work with local authorities and the affected populations to identify vulnerabilities and needs, plan interventions, and give feedback on the relevance and appropriateness of responses to mitigate harm within the community. The Cluster and its partners will prioritise assistance delivery mechanisms that ensure that assistance is equally accessible to all targeted beneficiaries. Therefore, all partners are encouraged to enhance existing or even establish feedback and complaint mechanisms (where they do not exist) throughout the intervention to encourage feedback on the response from the affected populations.

4.3 Ensuring Safe Access to Assistance:

Ensuring that all the different categories of the affected populations have safe access to services and assistance is fundamental in humanitarian action. All responses must prioritise the safety and dignity of the affected population and avoid causing harm. This means that all threats and barriers (physical, psychological, and environmental) that would impede safe access to assistance must be identified, mitigated, and addressed to facilitate safe and meaningful access. Safe and meaningful access must promote inclusive programming that involves:

- Assistance is available in sufficient quantity and quality to all
- Assistance is provided on the basis of need, without discrimination
- Assistance is provided within safe and easy reach
- Information about assistance is known by people potentially accessing services
- Assistance is physically and financially accessible
- Assistance is culturally relevant and socially acceptable

To achieve this, partners need to consider contextual vulnerabilities and capacities of affected populations, also those specific to their age, gender, and diversity characteristics. There is need to have a better understanding of the context we work in.

4.4 Inclusion of Persons with Disabilities:

Crises place persons with disabilities in a heightened and disproportionate state of vulnerability. Disabilities can create additional barriers to accessing humanitarian assistance. The SNFI Cluster recognises the need to include persons with disabilities (PwDs) in preparedness, response, and recovery activities and to avoid marginalisation or exclusion. The Cluster will work with the protection partners on the consolidation and dissemination of existing knowledge (notably the Guidelines for Inclusion of PwDs in Humanitarian Action) along with sharing of best practice to guide activities and programming. Capacity development of partners will continue to be supported and improved through training, advocacy, and monitoring.

4.5 Gender and Diversity Inclusion:

Conflicts and natural disasters affect women, girls, men, and boys in different ways. Their varying needs are further compounded by a wide range of social and cultural factors (such as status, religion, and ethnicity), producing specific and diverse needs. The SNFI Cluster believes that better shelter outcomes are achieved by effectively integrating gender issues into future shelter and settlements programmes and by acknowledging and promoting programming for specific and diverse needs. This will be achieved through gender-diversity specific consultations, conducting gender-and-diversity aware analysis, design and implementation as well as mainstreaming a gender and diversity perspective into all shelter and settlement programming. Further, collecting gender-disaggregated data, providing platforms for equal participation of girls, boys, women, and men in SNFI interventions, and being sensitive to the unique needs of boys, girls, men, and women are key elements of good SNFI programming.

Partners must also ensure that assessment/monitoring teams include female and male enumerators to enable the collection of adequate information about the different issues that create barriers for women, girls, boys, men, and vulnerable groups from accessing ES/NFI assistance. While there are gender focal points at the state level to ensure gender mainstreaming in all responses, the Cluster will continue coordinating with the Gender Sub-Cluster to build the capacity of partners on Gender Mainstreaming as well as establish functional Gender-Based Violence (GBV) referral mechanisms that are crucial for addressing gender-related issues identified during responses.

Moreover, women-headed households must be included as a priority group for S/NFI assistance. Partners are encouraged to have separate discussions with men, women, boys, and girls to promote active participation and an opportunity to assess needs and collect feedback about the responses. Even during distributions, separate lines for men and women must be emphasized, and priority given to pregnant and lactating women, persons with disabilities, and the elderly.

Specific outputs for the sector will include applying the revised IASC Gender with Age Marker in country-level responses and emergency funding mechanisms and dissemination and capacity building around good shelter programming which includes a gender perspective. The Cluster commits to building and strengthening the capacity of all partners to comply with gender and diversity initiatives.

4.6 Housing, Land, and Property (HLP) Support:

Tenure systems determine who can use what resources, for how long, and under what conditions. In South Sudan context, the existing tenure system with respect to housing and land, is established through customary or informal arrangements. Traditionally, women find challenges in accessing and owning land and property. Regardless of the tenure arrangement, all people still retain housing, land, and property rights.

In most circumstances, people living in informal settlements, who are often internally displaced, and those returning may not possess a legal right to occupy the land but still need protection against harassment and forced eviction from their shelters. The humanitarian actors must support and provide relevant information, including engaging with local authorities on HLP rights of the affected population. This is intended to mitigate possible conflicts between the directly and indirectly (host) affected populations. Due diligence will identify security of tenure risks facing different groups, including how disputes are resolved and managed at the community level.

Importantly, in conflict crises, humanitarian partners are always advised to adopt a conflict-sensitive approach to HLP issues where possible and clearly understand the context (history of contestations) to avoid causing further harm.

4.7 Environmental Protection and Sustainability

Shelter response and environmental protection are interlinked. Shelter-related activities such as construction, repair, and upgrade usually rely on the environment for materials such as poles, robes, and grass, for which in most cases, if not carefully mitigated, may cause harm in the form of environmental degradation. Hence, all partners involved in shelter settlement activities must prioritize environmental protection.

Note: Environmental sustainability addresses responsible programming that meets the needs of the present without compromising the ability of future generations to meet

their own needs. Ignoring environmental issues in the short-term can compromise recovery, worsen existing problems, or cause new ones (Source: The Sphere Handbook. 2018 Edition). It is important to recognise that humanitarian operations can have a dire environmental impact and shelter and settlement assistance need to minimise any negative programme impact on the natural environment.

To promote environmental protection and sustainability, the Cluster will focus:

- Integrating environmental and social impact assessment and management in all shelter and settlement planning.
- Developing an environmental and climate change risk mitigation map for the Cluster's result framework activities to advise partners during their HRP project development process.
- Including one or two concrete environmental or climate change impact mitigation activities in Shelter Sector objectives and response strategies in Shelter HNO needs analysis. In addition, ensuring that the environmental indicators are incorporated in the Cluster monitoring framework.
- Ensuring that all the materials and construction methods selected are adapted to prevent overexploitation and degradation of the local environment. For instance, recommending and providing construction materials that minimise environmental impact and strain on local resources. Selecting the most sustainable materials and techniques among the viable options.
- Prioritising local resources where their use does not have negative environmental impacts. Protecting, restoring, and improving the ecological value of operational sites (such as temporary settlements) during and after use and planting of trees to restore the environment.
- Training partners to understand, prevent, and mitigate adverse environmental impacts. For instance, training partners in construction of quality durable shelters.
- Depending on the availability of resources, women could be trained on briquettes and other innovations to mitigate any adverse environmental impacts and protection risks linked to firewood collection. In addition, the Cluster will support Disaster Risk Reduction activities that are environmentally sensitive.



5. Cluster Pathway to Responding to the Needs

Emergency distribution of NFI items to flood affected beneficiaries in Sout Sudan © IOM 2023

For a harmonized approach to responding to the identified needs, the SNFI cluster will focus on the following.

5.1 Prioritized Areas:

The Cluster will prioritize locations for response based on the Inter-Sectoral Needs Analysis (ISNA) and Needs Analysis Working Group (NAWG) findings on severity mapping/classification to guide the Humanitarian Response Plan.

5.2 Needs-Based Approach and Targeting:

Guided by the geographic concentration of those identified with severe or extreme shelter and NFI needs (severity mapping), Cluster responses will be tailored to the priority needs of the affected people through an in-depth needs assessment. Specific vulnerabilities and capacities for each population group, existing coping mechanisms, the availability of partners in the affected location (static and mobile), and the access challenges are all factors that must be considered in the response prioritization. Nonetheless, the Cluster's targeting criteria focus on freshly displaced groups, particularly, women, children, and the elderly heading households, pregnant and lactating women, separated children, persons with no community links, and vulnerable families hosting the affected population.

5.3 Previously Underserved Areas:

Increased access for humanitarian actors to previously hard-to-reach areas may highlight increased needs to the Cluster.

However, the Cluster is flexible and must be prepared to reach out to those underserved areas wherever access is guaranteed through the mobile responders. Therefore, partners must continue monitoring such locations and assess the need to provide emergency SNFIs support to vulnerable families wherever possible.

5.4 Advocacy and Resource Mobilization:

Advocacy on issues affecting shelter needs is a core component of the Cluster's role. In coordination with the Strategic Advisory Group (SAG) and other Clusters, the SNFI Cluster will continue to contribute to and develop sector-specific key advocacy messages for the Humanitarian Country Team (HCT) engagement and the Global Shelter Cluster highlighting emerging needs of the Cluster that requires attention. Focus areas for advocacy during this period include but are limited to:

- The role of shelter in resilience and recovery to be advocated within the various recovery platforms such as the Partnership for Recovery and Resilience.
- HLP rights and security of tenure
- Local level coordination and area approaches outside of IDP camps and PoC
- The need for increased funding to cover critical gaps
- Promoting the Cluster's commitment to the localization agenda

Efforts will be made to solicit funding through the engagement of several donors to support Cluster activities

and partners in obtaining adequate and timely funds for the response.

5.5 Coordination:

Core to all shelter responses is coordination at all levels (national and field locations). The Cluster will work closely with national authorities, other clusters, and agencies at two levels.

a) Internal coordination:

The SNFI Cluster is a member of several humanitarian coordination mechanisms in the country, including the Inter-Cluster Coordination Group (ICCG) under the leadership of UNOCHA. This forum meets regularly to discuss multi-sectoral issues faced by the affected communities. In addition, the SNFI Cluster is a Co-Lead for the HLP TWiG and a member of the Solutions Working Group in all the 10 states of South Sudan. It also has representation in the NGO forum at the national level.

At the field/state level, the Cluster works with a network of State Focal Points (SFPs) who support preparedness and response, coordination, M&E, and information sharing within their respective states and report to the National Cluster Coordination team.

b) External coordination:

The SNFI Cluster falls under the Global Shelter Cluster, with its headquarters in Geneva. The Global Shelter Cluster provides technical guidance, including building the capacity of the cluster coordination team to respond to humanitarian emergencies and ensuring responses are in line with the established global technical guidelines. In addition, the Cluster will actively pursue relevant linkages with other Clusters at the national and sub-national levels, mainly protection, food security, WASH, and CCCM, for joint and integrated programmes. Furthermore, the Cluster will continue to work closely with the government through the HLP Taskforce and seek technical guidance on the security of tenure, housing, land, and property rights, including mainstreaming all HLP issues in the shelter response.

5.6 Capacity Building:

Capacity building is a core component of improved SNFI responses. Humanitarian staff working on shelter programmes, reporting and Cluster systems, protection mainstreaming within operations, and environmental and social safeguards of shelter/ settlement sites must be trained on the SNFI technical guidelines, methodology, and protection principles to align the responses and avoid causing harm to the beneficiaries. The Cluster also recognizes the high staff turnover, which continuously creates capacity gaps in programming; hence capacity gaps must be regularly identified and addressed for quality programming.

In addition, as the Cluster continues to advocate for scaling up durable solutions to shelter programming, this automatically requires new knowledge, skills, and innovation, calling for investment in the capacity building of partners. Further, targeted beneficiaries need to embrace new skills for resilience and recovery. For instance, beneficiaries may be trained on how to make and use improved stoves, produce NFIs using local materials, and how construct/ repair shelters, among others.

In addition, the Cluster will continue support the Localization Agenda through deliberate efforts to coach and mentor National NGOs by facilitating national NGO representation in decision-making forums through a Roving Coordinator who sits with the National Cluster Coordinators and encouraging partnerships with INGOs and UN agencies. This approach is intended to ultimately provide an exit strategy for emergency SNFI responses in the long run.

Besides, the Cluster will continue to work closely with the government and civil society organisations) on HLP issues through development of tools and methodologies for appropriate responses to shelter and settlement. Furthermore, as the Cluster advocates for recovery programming, there is need to work with government counterparts to determine long-term solutions using the government-led return and reintegration framework for returnees and refugee population respectively. At the community level, partners must work with local authorities and local civil society organizations to rehabilitate the environmental impacts of temporary settlement sites established and support the DRR programmes.

5.7 Evidence-Based Programming and Documentation:

Finally, where as evidence in form of needs analysis findings guide Cluster priorities and responses, it has been noted that over the past years, the Cluster has not invested more in documentation of its impact. The lack of strong documented evidence limits the Cluster's visibility, affecting its advocacy and resource mobilization strategies. Going forward, the Cluster will draw more attention to timely reporting (5W matrix), documenting and sharing key lessons learned and success stories, producing monthly factsheets, and revising or developing technical guidelines for quality programming.

Notably, collating evidence on how SNFIs and/or multipurpose cash transfers can help meet shelter outcomes or has improved the lives of those that were affected by the crisis will be a high priority for the Cluster. The Cluster plans to implement pilot projects (part of the recovery programming) and will further analyse existing evidence and gaps in the form of lessons learned study before scaling up the interventions.



6. Monitoring and Evaluation

S/NFI needs assessment in Panyok Payam, IDPs settlement camp, Twic, Warrap State © World Vision-2022

Monitoring is an integral component of the SNFI responses. The Cluster has a series of outcome indicators that will be reported on a regular basis, with updates provided through the monthly 5Vs, quarterly, and annual achievement reporting. Monitoring will take place at two levels (process and impact/outcome levels). At the process levels, SNFI indicators will mainly focus on how the activities were implemented in conformity with the SNFI technical guidelines, including protection principles. Outcomes or impact monitoring will be done through rapid/onsite monitoring, Post Distribution Monitoring (PDM), feedback mechanisms, and the lessons learned captured to inform further Cluster interventions. Key areas to focus on include the relevance and appropriateness of the response, beneficiary satisfaction, quality and usage of the items, adherence to the AAP principles, and any lessons learned to inform future interventions.

The Cluster will also conduct quarterly, bi-annual, and annual reviews to assess the overall responses, identify gaps, take note of lessons learned, and make the necessary adjustments to the Cluster Strategy. In addition, the Cluster will provide partners with monitoring and reporting tools and the Information Management Unit will collect, analyses, and share information gathered from all the implementing partners at the different levels.



7. Exit Strategy and Sustainability

The World Bank donor visit to Bor © IOM 2023

Assuming the country progresses to complete peace, the Cluster, in collaboration with other humanitarian and development actors, will lobby for HLP issues to be addressed and resolved to pave the way for establishing sustainable settlements and neighborhoods. Pertinent to this process will be build back safer, the creation of livelihoods, and increased means of production to allow communities to self-build and recover. In situations where relative peace will be achieved, the Cluster will explore other durable solutions.

Importantly, the Cluster focus is on the sustainability of project outputs through an owner-driven implementation approach in which communities are actively engaged in the design, beneficiary selection, community contribution, and community structures to monitor the activities, training, and construction of their houses using cash support. This approach aims at promoting participation and creating livelihood opportunities for communities, members of which can ably generate income during the construction phase and an enhanced sense of ownership for the completed activities.

In addition, the mobilisation and active engagement of communities in all project phases foster the ownership among target communities to sustain the interventions

by maintaining the resources they were part of producing in the first place. The combined impact of housing, land ownership, and training builds the capacity of communities to manage core issues and to settle properly within the broader community, a critical component of durable solutions and sustainability. Through DRR activities and supporting the local markets, the intention is to rebuild structures that will continue to meet the community's needs beyond short-term projects. More so, the integration with other sectors, particularly FSL, WASH, protection, and education, ensures that the multiple needs of the affected people are met beyond SNFIs.

As part of the Global commitment to the Grand Bargain (2016), the Cluster continues to support and build the capacity of local organizations to take over from the UN and INGOs and advocating for local integration in areas where IDPs take refuge. The Cluster will support efforts by national NGOs to respond to emergency crises, contextualize responses, and build the skills of local actors for quality programming.



Thonbour Village in Bor town during flooding © IOM 2022

8. Anticipated Challenges

Contextual Differences:

The differences in contexts and settlement types pose significant challenges in the design and implementation of SNFI responses. For example, the context of Bentiu PoC requires a different shelter response from the former UN House PoC in Juba. There are also differences between urban and rural settings regarding needs and response strategy(ies). In addition, support is required for those settled in other types of locations, such as with host families, or for pastoralists who have received sudden shocks such as unexpected flooding and droughts. Thus, a careful context analysis must be conducted to guide the response options and modality.

HLP Concerns:

Most IDPs and returnee families will likely face HLP issues from the host population over land ownership and access to resources. With informal arrangement regarding the land tenure system coupled with the traditional systems that limit women from owning land and property, the SNFI Cluster will have to work closely with the HLP Taskforce to find solutions to the HLP challenges that are likely to impede dignified living and act as a barrier to implementation of durable shelters.

Therefore, advocacy activities on gender inclusion, property rights, and AAP must be mainstreamed in all SNFI activities.

Lack of or Limited Access to Functional Market Systems:

The crisis in South Sudan has negatively impacted the country's currency and market functioning. With the ongoing inflation, market prices are skyrocketing, and

goods are not being replenished in time. Food and fuel prices are rising, and conflict has negatively impacted the infrastructure, rendering the market unfunctional. In addition, the usual issue of unaffordability coupled with commodity unavailability may impede some response options, mainly cash and voucher assistance. This is likely to limit the Cluster to in-kind assistance, which has a high-cost implication regarding transportation, storage, safety, and delays.

Unpredictable Context and Limited Government Support:

The unpredictability of South Sudan poses a significant challenge for one to implement sustainable strategies confidently. Internal conflicts, floods, and droughts in South Sudan are still difficult to predict. Besides, the primary responsibility of the government in supporting humanitarian partners to sustain any efforts is yet to be realized. Furthermore, for cash and market-based programming, the market must function, and infrastructure developed, which is still a challenge in South Sudan.

Access Challenges:

Insecurity and floods continue to pose challenges in accessing and delivering assistance to the affected population impeding the timely delivery of SNFIs assistance, including increasing the response cost. This is even worse during the rainy season, with most parts of the country flooded, whereby delivery of assistance is mainly by air and sometimes water transport, which is costly. Furthermore, insecurity along the transport routes and within the communities attributed to revenge attacks or inter-communal conflicts that sometimes target humanitarian

workers; acts of vandalism and robbery, make it difficult for assistance to reach the affected population. This calls for Government interventions to ensure the safety of the humanitarian staff and improve infrastructure.

Logistical Challenges:

Related to the above, the Cluster is faced with high costs of transporting SNFIs by air, water, or road convoy to the hard-to-reach areas. Even with cost-sharing mechanism with the logistics cluster, most partners, particularly national NGOs cannot stretch beyond the fixed budgets. This limits their capacity to respond.



Monitoring of dyke weak points in Bor © IOM 2023

9. Annex

South Sudan Shelter NFI Cluster Activity Matrix 2023-2025



Cluster Goal

2023: To ensure that crisis-affected people can sustainably live in secure, safe, and dignified conditions by facilitating their access to adequate shelter, inclusive of essential household items in adequate settlements.

Revision: April 2023

SO1. Ensure provision of timely and adequate access to safe and dignified emergency shelter and lifesaving NFIs to newly displaced people or populations with new vulnerabilities.

SO2. Improve the living conditions of highly vulnerable protracted IDPs, returnees, and the host communities who are unable to meet their SNFI needs.

SO3. Support the most vulnerable returnees, host communities and IDPs access adequate durable housing options.

SO4: Support recovery and resilience building through interventions that build assets and capacities of affected population to recover from shocks and restore HLP rights, with particular attention to supporting durable solutions.

	Activity	Definition	Output indicator	Modality of Implementation	Conditionality/ Restrictions	Target population group	Unit Cost (USD)	Suggested cost with support/operational budget	Area of intervention	Duration / implementation
	Preposition and Distribution of Contingency Non Food Items	A contingency stock of Plastic sheets, Blankets, Sleeping Mats, Mosquito Nets, Kitchen Sets, Solar Lamps, NFI Bag and Kanga.	# of contingency NFI kits prepositioned and distributed	In-kind/CVA	N/A	IDPs, Returnees, Host community (HC)	\$250	\$313	In the displacement location	72 hours - 1 week from the onset of a crisis
	Preposition and Distribution of Contingency Emergency Shelter	A contingency stock of Plastic Sheeting, Rubber Ropes, Bamboo, and Wooden Poles	# of contingency emergency shelter prepositioned and distributed	In-kind	N/A	IDPs and Returnees	\$350	\$438	In the displacement location	72 hours - 1 week from the onset of a crisis
 	Distribution of emergency shelter kits	Provision of emergency shelter providing an Plastic Sheeting, Rubber Ropes, Bamboo, and Wooden Poles.	# of HHs receiving emergency shelter	In-kind and Voucher	N/A	IDPs and Returnees	\$350	\$420	Distribution is recommended in the IDP spontaneous settlement and collective sites where the affected community reside	One-off assistance
	Provision of Shelter repair, maintenance, and upgrades	Basic maintenance for sub-standard shelter in an IDP hosting site such as fixing leaking roofs, broken walls, and other materials needed to ensure the safety and security of the family and protection from climate conditions. Upgrade sub-standard shelters, mainly in the collective centres to increase the privacy, protection from elements, and space to live and store belongings.	# of HHs assisted with shelter maintenance and upgrade	In-kind preferred, Cash and Voucher	Conditional	IDPs and Returnees	\$150	\$180	IDP and Returnee housing	often takes one or two days
	Provision of transitional shelter	Construction of a new transitional shelter that provides habitable covered living space and a secure, healthy living environment with privacy and dignity until the achievement of a durable shelter solution. The materials used include plastic sheets, wooden poles (Timber), wooden windows and doors using local materials, galvanized metal sheets, thatch for the ceiling, and mud wall, etc.	# of HHs receiving transitional shelters	In-kind/CVA	N/A	IDPs and Returnees	\$900	\$1,080	Spontaneous settlements of the affected population	One unit can be built between 1- 7 days
	Provision of house rehabilitation and reconstruction	Repair: Cash grants often in three installments to cover roofing materials and glazing for house repair or when there are additional repairs needed beyond simply sealing partial openings and fixing the roof; basic sanitation, fixing up damaged walls without altering the structure; repairs do not include any structural elements or improvements Reconstruction: Partial reconstruction of one or several walls. Full Concrete ring beam and appropriated retrofitting for the structure. Reconstruction includes existing foundations of a NEW full structurally sound small house.	# of HHs assisted with house rehabilitation and reconstruction	Cash	Conditional and restricted	Returnees, HC (affected by conflict or natural disaster)	Up to \$3500 (Depend on the level of damage)	Up to 4200	Cash institutions within 0- 5 km from the beneficiaries housing	Three installments with implementation between 15 to 45 days per house
	Provision of Flood Mitigation Solutions	A mitigation measure in areas exposed to flooding provides protection to shelters especially in the rainy season.	# of HHs assisted with natural hazard mitigation	In-kind	N/A	IDPs	\$80	\$100	Inside the affected community	One-off assistance
	Provision of Housing, Land and Property Support	Providing support to secure land and security of tenure for shelter response.	# of HHs provided with Housing, Land and Property support	N/A	N/A	IDPs, Returnees, HC				
	Contingency Plastic sheeting	Often two plastic sheeting (4*6 m) provided to replace worn-out or thus, damaged due to flooding or other natural disasters.	# of people assisted with emergency shelter kits Specify in the note column of the reporting tool that it is a plastic sheeting.	In-kind	N/A	IDPs and Returnees	\$29	\$29	0-1 km from beneficiaries displacement locations	one-off assistance
Special outside HRP	Mosquito net	Affected population require mosquito nets to offer the sleeper barrier protection against bites and stings from mosquitos, flies, and other pest insects especially Malaria, and thus against the diseases they may carry. Usually two mosquito nets per family.		In-kind	N/A	IDPs	Up to 10	Up to 10	0-1 km from beneficiaries displacement locations	one-off assistance

(i) prices are not taking account of any implementation and overhead

(ii) max. operational cost 30% for in-kind assistance and 20% cash modality

(iii) due to location and important price variation, average must probably be recalculated per city at the beginning of the project

(iv) as noted in very limited critical cases when no durable solution demonstrated especially close to the onset of winter



Shelter NFI Cluster South Sudan

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