

## Cluster Coordination Performance Monitoring Report and Consolidated Action Plan 2021

**Cluster:** Emergency Shelter and NFI

**Country:** Afghanistan

**Level:** National and Sub-National

**Survey completed on:** 7th February 2021

**CCPM Report validation:** 23rd February 2021

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**Report compiled and reviewed by:**  
ESNFI Cluster Coordination Team

### **1. Introduction:**

The ES/NFI Cluster was activated in Afghanistan in March 2008. The cluster is led by UNHCR and co-chaired by IOM with a membership of 51 partners including International and National NGOs, UN agencies, Donor, and government.

To ensure effective coordination and timely response, the Cluster has in place a Coordination Team at the National Level (Cluster Coordinator, Deputy Cluster Coordinator, Co-chair and Deputy Co-Chair and two Information Management Officers). At the sub-national level, the Cluster has Regional Focal Point and Co-chair for the seven Regions and Provincial Focal Points for all 34 provinces in Afghanistan.

The Cluster has a Strategic Advisory Group comprised of 15 members from the Afghan Red Crescent Society, the government, international and national NGOs, UN agencies, the WASH Cluster and the Cluster lead agency and co-chair. The SAG is a strategic representative body of the Cluster where all active partners should seek to align their own strategies with identified humanitarian needs, operational priorities, and humanitarian standards. It is also a reference body to support the consolidation of common operational strategy, technical guidelines, workplan, preparedness/response plan, reporting, M&E and fund seeking approach. This is an important and complementary mechanism to Cluster Coordination. The SAG is chaired by the Shelter Cluster Coordinator and provides regular updates during Cluster Meetings. The frequency of meetings is on a need's basis. Moreover, depending on the need, a Technical Working Group is established to work on thematic or technical issues.

While some 6.6 million people have humanitarian ES-NFI needs in 2021, the ES-NFI Cluster has planned to reach a modest target of 1 million people. To respond to severe and extreme shelter and NFI needs of 1 million people across the country, the ES-NFI Cluster seeks \$109.2 million in 2021. Of the total requirement for 2021, \$37million is needed for emergency life-

saving assistance, \$45 million for transitional shelter and \$27 million for direct winterisation activities.

### Cluster Objectives:

- **Objective 1 (SO1):** Ensure timely and adequate access to shelter and NFIs for vulnerable internally displaced and returnees' families.
- **Objective 2 (SO1):** Ensure that the living conditions of vulnerable people are improved.
- **Objective 3 (SO3):** Ensure adequate response capacity through preparedness measures and repositioning of emergency shelters and NFIs

The strategic priorities of the Cluster are geared towards achieving protection outcomes through the integration of cross-cutting issues related HLP, Protection, Gender, Age, Disability and Accountability to the Affected Population.

- **Access to basic lifesaving services** through the provision of emergency shelter and NFIs including winterization assistance
- **Mitigate further protection risks** to allow safer and dignified living conditions
- **Adequate coordination and response capacities** in the field including contingency plan, repositioning of emergency shelter and NFIs in strategic locations, capacity building, strengthening coordination mechanisms at field level
- **Monitoring and reporting** including assessments, information management products and post distribution monitoring
- **Support efforts towards durable solutions** through the provision of tools, materials and technical support for transitional shelter construction, integrated programming with other clusters, linkages with livelihood actors and advocacy, strengthen coordination with authorities

### 1. The Cluster Coordination Performance Monitoring (CCPM):

A Cluster Coordination Performance Monitoring (CCPM) is a self-assessment exercise. Clusters monitor their performance against (i) the six core cluster functions set out in the Reference Module for Cluster Coordination at Country Level and (ii) accountability to affected populations. CCPM can help clusters fulfil their core cluster functions and become more efficient and effective coordination mechanisms at national and sub-national level in both sudden onset and protracted crises. The core functions are:

1. Supporting service delivery
2. Informing strategic decision-making of HC/HCT for humanitarian response
3. Planning and strategy development
4. Advocacy
5. Monitoring and reporting
6. Contingency planning/preparedness
7. Accountability to affected populations

With the support of the Global Cluster, the CCPM was revised to a shorter version based on previous feedback from partners. The new version was translated to the two local languages of Afghanistan (Dari and Pashto) to enable wider participation consideration the membership of national actors and authorities. The CCPM survey to monitor the performance of 2020 was launched on 24th January 2021 and was completed on 7th February 2021. The preliminary report was compiled by the Global Cluster and shared with all partners.

Response rate amongst partners	
Partner type	Numbers respondents (national / sub-national level)
International NGOs	19
National NGOs	5
UN organizations	20
National authority	1
Donors	4
Others	1
Total	50

### The classification of performance status:

>75%	Good
51-75%	Satisfactory, needs minor improvement
26-50%	Unsatisfactory, needs major improvement
≤ 25%	Weak

The ESNFI Cluster score based on the survey was **Satisfactory, needs minor improvements**

### Results of the Cluster Coordination Performance Monitoring (CCPM) and follow up actions:

On 23 -24th February 2021, the Cluster held 2 and half hour meetings to review and validate the results as well as updating of the strategy. Due to the COVID-19 pandemic the two-day workshop was held virtually through “Microsoft Teams” Platform. The objectives of the workshop were to:

1. Review and validate the results of the CCPM Survey by discussing the outcome of the survey, your feedback, suggestions, and comments to improve performance, and contextualizing the report’s findings.
2. Review the Shelter Cluster Strategy and receive your inputs and contributions to update it as per 2021 priorities. This will include issues on advocacy, targeting as well as capacity building needs for the partners activities and will also inform the Cluster priorities for country pooled fund and bi-lateral discussions with donors.
3. Discuss and agree on the priority areas of assessment, research, and response gap analysis for 2021 which will inform strategic decision making of the humanitarian response.

Approximately 24 participants from national NGOs, International NGOs, Donor and UN agencies contributed to the review and validation.

The participants were divided into groups of four. Each group was assigned two indicators to review both covering the national and sub-national levels while one group focused on the Accountability to Affected population. The group and plenary discussions took one hour to discuss Challenges and Gaps as well as Proposed Solutions/Action points.

Below is a summary of the 34 actions proposed from the CCPM workshop

<b>CCPM Action Points classified by Cluster Core Functions</b>	
<b>A</b>	<b>Supporting Service Delivery</b>
	<b>Coordination Management</b>
1	Formation of a Technical Working groups: 1. ESNFI-WASH 2. HLP issues 3. Shelter Solutions (permanent and transitional) & Local Architecture study 4. harmonization of the NFI packages (including standard activities) 5. Shelter Strategy and technical documentation Update 6. Referral Pathway Guidelines
2	Regularly conduct cluster meeting, share meeting minutes and meeting schedules
3	Strengthen partnerships at field level
4	Strengthen referral pathways among cluster partners
5	Share updated partner presence regularly
	<b>Information Management</b>
6	Timely submission of reports by partners to ReportHub so as to have timely IM products
	<b>Integration and Inter-Cluster Coordination</b>
7	Support partners facing access challenges eg. Coordination with HAG & other relevant stakeholders
8	Improved inter cluster coordination and referral pathways with inter cluster partners
9	Work with WASH to develop WASH-ESNFI Guidelines for provision of shelters and Latrines
10	Form TWIG to address HLP issues and work closely with HLP TF including impediments of HLP issues to the provision of durable shelters
<b>B</b>	<b>Informing HC/HCT of Strategic Decision-Making</b>
	<b>Consolidation of Data on Shelter and other relevant sector needs, gaps, and figures</b>
11	Ensure relevant data is available for ESNFI partners to support in informing interventions and improve on data sharing
12	Consolidate data on past assessments done and put in place mechanisms for consolidating future assessments
13	Improve on the data analysis in the cluster so as to effectively advice on strategic priorities
14	Develop and update Cluster assessment tools (including DRR Tools). Ensure that data collected is disaggregated and captures the gaps
<b>C</b>	<b>Planning and Strategy Development</b>
	<b>Strategic Planning</b>
15	Details linkages between emergency and recovery in the strategy and identify ways of moving Responses towards recovery and enhanced transitional shelter interventions
16	Mainstreaming cross-cutting issues e.g gender, protection, GBV in the shelter strategy
	<b>Technical Coordination</b>
17	harmonize NFI packages and identify challenges faced in adhering to the minimum standards and proposed solutions

18	Develop Rental Assistance Guidelines
19	Identify sustainable winterization solutions that can be incorporated in the winterization strategy
20	Ensure all existing communal shelters are partitioned
21	Design and implement a local emergency shelter solution (in place of tents)
22	Develop transitional shelter solutions specific to the Regions
	<b>Resource Mobilization</b>
23	Enhance resource mobilization activities for the Cluster
<b>D</b>	<b>Advocacy</b>
	<b>Coordinated Advocacy</b>
24	Enhance Cluster advocacy at the central government to support the cluster partners Responses
25	Organize regular donor briefings eg. Quarterly basis
<b>E</b>	<b>Monitoring and Reporting</b>
	<b>Monitoring of response</b>
26	Need for feedback from national level on the reporting frequency, changes to report hub and conducting of report hub training eg. On activities, stock and financial section
27	Develop and implement a regular harmonized M & E process, plans and tools
<b>F</b>	<b>Contingency Planning and Preparedness</b>
28	Capacity Building of local actors to eventually assume coordination duties
29	Undertake capacity building sessions for cluster partners and government line ministries
30	Conduct PSEA trainings and protection mainstreaming at least once annually
	<b>Contingency Planning</b>
31	Involve partners in the contingency planning exercise eg. Spring contingency plan
<b>G</b>	<b>Accountability to Affected Populations</b>
	<b>Community liaison</b>
32	Strengthen feedback mechanisms and referral pathways for affected population
33	Develop cluster specific AAP guidelines and capacity build partners on this
34	Conduct participatory assessment at onset of the project designs and involve the affected population all through the project.

<b>GROUP WORK FEEDBACK</b>	
<b>1. Supporting service delivery</b>	<b>Satisfactory: 67%</b>
<b>Challenges and Gaps</b>	<b>Proposed Solutions/Action points</b>
Data for the cluster is not stored in one place and available to all partners	Work on an online portal option for cluster members to access relevant ESNFI Cluster data
Access is an issue roads/insecurity	Advocacy at the HAG platform and other avenues
Harmonisation of NFI packages (75% can be accepted) it was noted that some Partners distribute different packages that are not the agreed upon packages	Need to have this harmonised and Map out the packages of partners on the ground
Meetings not regular in some locations	Need to regularly conduct cluster meeting, share meeting minutes and meeting schedules
Not all partners report in the Reporthub	Need for feedback from national level on the reporting frequency and conducting of report hub training
<b>2. Informing strategic decision-making</b>	<b>Satisfactory: 64%</b>
<b>Challenges and Gaps</b>	<b>Proposed Solutions/Action points</b>
Need for advocacy and improved inter- cluster coordination	Need for advocacy and improve inter- cluster coordination
Partners do not share report to clusters assessments	Identify the gaps in sharing of cluster assessments
	ESNFI Partners to share assessments with the coordination team
<b>3. Planning and strategy development</b>	<b>Satisfactory: 65%</b>
<b>Challenges and Gaps</b>	<b>Proposed Solutions/Action points</b>
There is no Regional specific Contingency Planning for specific crisis	To Ensure the Contingency Planning exercise incorporates inputs from the Regional level and also involve cluster Partners in the planning.
Need for improved Resource Mobilization to address Funding Gaps	Regular Resource Mobilization and Mapping needs to be done. Advocacy for Funding with Donors
Security Concerns / Access Obstacles	Negotiate Access/ Working close with HAWG/ Using Local Ways/Relation for Access
Lack of Coordination	Advocacy for developing strong coordination/Regular Coordination meetings/Inter-Cluster Coordination Meeting
Lack of Monitoring	Develop Regular harmonized M&E
Lack of Capacity of cluster Members or partners	National Cluster to work on the improvements of capacity of cluster partners
Standard NFIs Packages - Minimum Standard Packages	Detailed Discussion and Harmonize Response - Agreement on Standard Packages, Spread SOPs
Implementation - Mode of Assessment	Agree on harmonized assessment tools
Lack of Expertise - Low Capacity of Government and Partners	Improving Capacity of cluster partners and government sectors
<b>4. Communication and Advocacy</b>	<b>Satisfactory: 63%</b>
<b>Challenges and Gaps</b>	<b>Proposed Solutions/Action points</b>
Lack of Proper Communication at regional Level	Develop communication Channels at regional level and improve Data Sharing
Lack of referral pathways among partners	Strengthen referral pathways among cluster and inter-cluster partners
Lack of Information of affected population	Information sharing, explaining community's role and effectiveness to affected population

<b>5. Monitoring and reporting</b>	<b>Satisfactory: 59%</b>
<b>Challenges and Gaps</b>	<b>Proposed Solutions/Action points</b>
Frequent changes of ReportHub platform makes reporting challenging	Change of ReportHub platform to be communicated in advance and orientation and trainings to be done with partners
Delays in submission of reports	Timely submission of reports to ReportHub leads to timely IM products
<b>6. Contingency planning, preparedness, and capacity building</b>	<b>Satisfactory: 59%</b>
<b>Challenges and Gaps</b>	<b>Proposed Solutions/Action points</b>
AKAH, insecurity and AoG interventions, looting incidents.	refresher trainings for ReportHub for activities, stock and financial part
Community demands and requests in some disaster-prone areas.	Conduct comprehensive needs assessment
Partner Capacity building on contingency planning is not adequate	Specific capacity building trainings and workshops to be conducted
<b>7. Accountability to Affected Populations</b>	<b>Satisfactory: 63%</b>
<b>Challenges and Gaps</b>	<b>Proposed Solutions/Action points</b>
No specific cluster AAP guidelines	Develop cluster specific AAP guidelines
Lack of Interagency feedback mechanism - coordination of different feedback mechanisms at the distribution locations, and back up to the ES-NFI cluster and across to the other clusters	Develop Referral pathways - coordinated through the cluster level ensuring active addressing of AP suggestions/feedback
Affected population not included from the onset of project design which impacts quality and relevance of project interventions	Involvement of affected populations at the very early stages (design) would increase relevance and success of the interventions
Lack of consistency in feedback modalities	Develop consistent and harmonised feedback mechanism
Lack of information sharing and transparency - being mindful of data protection.	Cluster level could assist in setting standards for this particularly with regards to being more transparent to the AP - e.g., Bulletin type model used by OCHA
lack of capacity of partners to in responding and implementing Affected Populations feedback mechanisms	Capacity building to partners to ensure that gaps that are blocking the effective implementation of AAP are addressed. e.g., include accountability questions into assessments etc.
Lack of disaggregated data at the assessment stage and that can be used in the project cycle to capture the feedback from the affected populations	Ensure disaggregated data is collected during assessments and are utilised in the project cycle in enhancing feedback and accountability to the affected populations



## Shelter Cluster Strategy: Ideas for improving the Shelter Strategy

### Technical Working Groups, Technical Standards and Cluster responses

1. Design and implement a local Emergency Shelter Solution in place of family tents
2. Transnational shelter solutions specific to regions that takes into consideration locally available materials
3. Need to ensure that all communal shelters that are still in use are Partitioned
4. Improving of dilapidated emergency shelters (Tents)
5. Forming a TWIG to look into Inter cluster coordination issues eg. ESNFI-WASH, HLP issues, Shelter Solutions (permanent and transitional), and harmonization of the NFI packages (including standard activities)
6. ERM Assessment tool, no place of origin and Lack of NFI uniformity

### Strategic Priorities and Cluster Objectives

1. Need to develop Rental assistance guidelines
2. WASH ESNFI guidelines for provision of shelter and Toilet provision (WASH) - linkage between ESNFI and WASH
3. Recovery Cluster not present - Referral Pathways - detail linkages between emergency and recovery
4. Need to improve on Data analysis so as to effectively advise on strategic priorities
5. Assessment tools to be reviewed thoroughly and should be comprehensive and cover the needs of affected population
6. Shelter intervention to be strengthened, at the moment it is quite weak due to funding constraints and lack of harmonized standards at the country level
7. Emergency response should be connected to early recovery sector in order to have the durable solution options in place this includes durable shelter solutions and transitional shelters
8. Consider durable and sustainable winterization strategy for Afghanistan
9. Prioritization should be done based on the assessments countrywide
10. MPC to be considered as well
11. Strategy to consider dignity of the affected people in terms of transitional shelter issue



### Key Issues and Gaps

1. Data accuracy and access to the KOBO is a limitation and access to the partners for the analysis
2. Coordination among the partners and clusters needs to be improved
3. Conduct PSEA trainings and protection mainstreaming at least once annually
4. Strengthening feedback mechanism at the cluster and partners' level
5. Mainstreaming cross-cutting issues e.g gender, protection, GBV etc.. under ES/NFI cluster strategy
6. Strengthen the referral mechanisms and improve inter-cluster coordination systems.
7. Multi sectoral prioritization to be considered
8. Mainstreaming of specialized working groups comments into the strategy
9. Delay in response more than 72 hours
10. Need to initiate response based on the needs and not only petitions
11. Beneficiary participation in all process – beneficiary participatory approach, linking cluster to complaint, and getting feedback from beneficiary.
12. Long term solution for shelter and communal shelter structure
13. Exit of any organization should be properly communicated and if any organization gets fund that should be shared with all the partners
14. Northeast region lacks permanent shelter programs
15. Technical working group to be established to address IDPs submitted petitions and an alternative option should be considered for those who don't have access to submit their petition

### Assessments, Advocacy and Resource mobilization

1. Donor Briefings to be conducted regularly for example on a quarterly basis
2. Advocacy for new funding opportunities/new donors
3. Enhanced Cluster advocacy at the level of central government to ease the coordination process between government entities and humanitarian actors
4. Multi-Sector integrated response/Assessment
5. Improve the capacity of national NGOs to apply for AHF and other funding opportunities to support the ES/NFI intervention
6. Link local partners with donors to provide them with funding for the ES/NFI interventions
7. Specific tool for DRR mainstreaming should be developed and introduced
8. Partnership at field level should be strengthened so that the people in need are supported in effectively and in a timely manner
9. Need to address land issues so as to be able to provide durable shelter, cash for land can be considered as an option for addressing this challenge.



## **Proposed Assessments, Research and Response gap analysis for 2021**

1. **Study and analysis of Sustainable Solutions for Winterization:** For years there has been continued funding channelled through the winterization strategy for purchase of heating items and distribution of clothes etc. The purpose of the study is to identify technical solutions to heating and proposed sustainable modes of interventions to winterization. The winter seasons is predictable and with proper planning the funding set aside for it can go into a more sustainable assistance. Several assessments have been conducted in the recent years on the winterization assistance and part of the scope of this activity should include a detailed analysis of the available data for use in shaping the 2021/2022 winterization strategy. Identification of innovative and sustainable solutions for winterization will require engaging a consultant that is an expert in that field for a short period of time to come up with proposed solutions. The outcome of this activity will feed into the 2021/2022 Winterization Strategy that should be ready by June 2021.
2. **Undertake regular post emergency response assessments at households' level** to be used by the coordination team for prioritization of funding, referral of caseloads with shelter needs to partners, advocacy etc. This activity is proposed to be undertaken on a regular basis. The Spring contingency plans estimates that approximately 120,000 people will be affected by floods and 250,000 are projected to be displaced due to conflict between March to June 2021. There is also a remote possibility that displacement may occur due to expected drought this year in addition to 230,000 undocumented returnees and refugee returnees who are expected to cross the border. This activity involves undertaking detailed household level assessments when any of these emergencies occur. In the event that there are no major occurrences in 2021, the resources set aside for this exercise can be utilized in the 4th Quarter of the year to conduct a similar activity to the current post emergency caseloads across the country.
3. **Post Distribution Monitoring:** Identify challenges faced by the current system and propose improvements to it. This activity will involve assessing the current tools used by cluster partners for PDM, propose and develop improved versions of the tools then train the partners on its use and the ESNFI Cluster coordination team on the data analysis. In addition to this the activity will involve conducting at least 2 independent Post Distribution Monitoring exercise for the ESNFI Cluster interventions in 2021. The overall objective and outcome of the activity is to have an efficient and user friendly Post Distribution Monitoring System that can better inform the ESNFI Cluster on the impact of the responses conducted and lessons learnt going forward.
4. **Rental Assessment:** Undertake a detailed rental assessment in the main urban cities to assess rental market absorption capacity, cost, etc. This data may be used to review the current cluster's rental guidelines and improve on the rental assistance interventions of the cluster. The activity will involve conducting a one-time snapshot of the status of the rental market and developing tools for regular rental market assessments going forward that will feed into updated this snapshot.
5. **Policy Gaps:** Assess / map current policy gaps limiting the provision of transitional shelter or low-income housing solutions for protracted caseloads (Consultant preferred)
6. **Market Assessment:** Undertake market assessment on shelter and winterisation items tied to inform the cluster shelter strategy and baseline for winter responses.
7. **Herat Assessment:** Undertake detailed shelter assessment for the IDP drought caseload in Herat with an aim to handover and advocate to the government and donors alike.
8. **HLP Assessment:** Land tenure and housing market access.



**PRIORITISATION OF THE ASSESMENTS, RESEARCH AND RESPONSE GAP ANALYSIS BASED ON SURVEY BY CLUSTER PARTNERS**

Select top 3 priority areas of assessment, research, and response gap analysis for 2021?

Me

