



Strategic Advisory Group Meeting

18 January 2018

14:00-15:30

UNHCR Office (16, Lavrska St., Kyiv)

Present: DRC, NRC, UNHCR, DIFID, PIN, ECHO, IOM.

Agenda of the meeting

- 1) Opening;
- 2) Introduction;
- 3) Report and achievements for 2017;
- 4) Lessons learned for 2015-17;
- 5) Strategic discussion and way forward (transitional plan update);
- 6) Presentation of and handover to the new team;
- 7) AoB, 15 min



Agenda item 1. Opening

The National Cluster Coordinator reminded the SAG members about the role of the Strategic Advisory Group: the Strategic Advisory Group is acting similarly to the board of an enterprise with all main stakeholders deciding on the direction. The Strategic Advisory Group composes all the main stakeholders to the cluster including donors, main agencies and NGOs, who can decide and validate on a strategic level what orientation, activities, and which main directions of work are prioritized for the next six to twelve months.

The Cluster Lead gave some opening remarks to review the status of the Cluster to date. Ukraine is now not anymore in an acute emergency situation, we still have some flare ups and continuous fights, but in general, we have a protracted situation with a stable contact line. Therefore, this Group is not gathering so often as in previous years during the onset of the emergency, where the frequency was on quarterly to midyear basis.

Despite this statement, there will continue to be humanitarian needs and a need to advocate for longer-term solutions to those stranded in displacement. Though, now is the time to begin thinking about longer-term recovery approaches as a way to solve some of the challenges created by the crisis. The outgoing Senior Cluster Coordinator would be playing a critical role in facilitating the recovery and development projects in his new role with UNHCR. In his place, Andrea Parisi, current Shelter Officer for UNHCR, would continue his role but also be part time Cluster Coordinator.

In the case of the sub-national coordination, led by PIN, the decision to nationalize the sub-national coordination position as part of the continued path towards transition of the Cluster. The outgoing Subnational Cluster Coordinator would continue supporting Ukraine but in a different role with the Cluster at global level.

Agenda item 2. Round of Introductions

Shelter Cluster thanked participants **for attending** the meeting. USAID/OFDA sent their apologies for missing the meetings, as they have had prior competing commitments.

7 out of 9 SAG members were counted as present, reaching the **quorum** required for final validation of items discussed during the SAG and for decision making.

Please see detailed attendance list on p. 10

*For reference to the presentations given during the meeting, please see **Annex 1 SAG meeting presentation**.*

Agenda item 3 &4. Report and achievements for 2017 & Lessons learned for 2015-17;

Shelter Cluster crunched the final figures and prepared annual report 2017. This year as the Cluster team decided to present the items in a very short format presented in 4 pages.

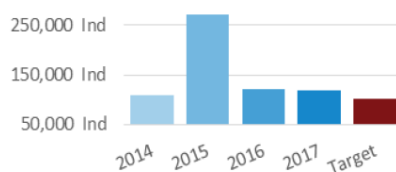
2017 Achievements are reported based on 4 cluster objectives, 3 of them being operational and the fourth one related to the coordination itself.

Cluster Objectives.

Each operational cluster objective is covering a particular aspect of the response: **the first one** includes core life saving and immediate activities, the **second one** is related to transitional solutions and providing adequate shelter in the absence of durable solutions, and the **third one** aims to stabilize on a longer-term perspective the humanitarian situation with pilot reconstruction and repairs to community infrastructure.

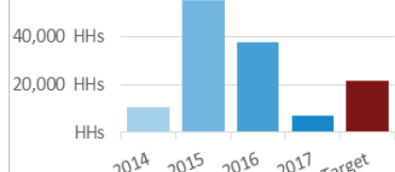
Cluster Objective 1 To provide acute emergency response to newly damaged homes and life-saving winterization support

Result 2017	Target 2017	Completion
118,589 ind	102,200 ind	116%



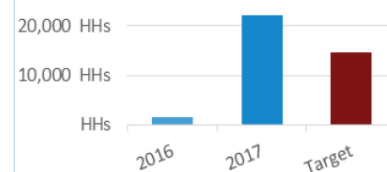
Cluster Objective 2 To provide light and medium repairs and adequate housing support for IDPs through rent or winterized collective center support

Result 2017	Target 2017	Completion
6,815 HHs	21,350 HHs	32%



Cluster Objective 3 To provide permanent shelter through structural repairs/reconstruction and community infrastructure repairs

Result 2017	Target 2017	Completion
22,125 HHs	14,670 HHs	151%



Comments:

- On CO1- Many of the achievements in the past year show that the situation was protracted and much lower than the pique of the crisis in 2015. Nevertheless, the target for acute emergency materials and for distribution of winterization items surpassed the original target. This is largely attributable to several light flare ups throughout February and again in November.
- On Co2- As funding continued to decline, the targets for 2017 were lower than expected, while some of the normal elements of winterization were encompassed into winterization cash distributions.
- On CO3- The surpassing of the target achievement in 2017 is largely due to the number of indirect beneficiaries reached in communal infrastructure and repairs projects.

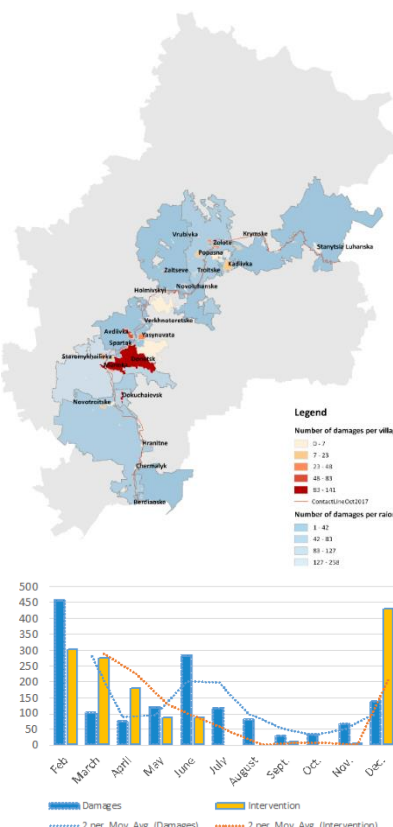
Agencies responded that it was necessary to clarify the role of community infrastructure and repairs within the Shelter Cluster's activities. This was due to the earlier than expected deactivation of the Early Recovery Cluster and the request of the Humanitarian Coordinator to report these repairs to the Cluster. Over the next year as there are more recovery and longer-term development projects, it would be necessary to clarify whether this would be the appropriate reporting line for these activities, as these activities also had a longer-term goal of social cohesion which could be related with some of the expected pipeline of the UNDAF (more on this in Agenda item 5).

The [annual cluster](#) annual cluster report is available on cluster's web site.

Damages

From February –March, the Cluster started to collect and monitor information concerning new damages, and specifically in hotspot areas (Avdiivka, Donetsk, Yasynuvata, Vrubivka, and Popasna). This data is reflected on the map on the raion level. This secondary information is collected through the address on the household level:

- a- Lessons learned from Avdiivka and the frenzied coordination at that time led the Cluster team to issue a technical note on how to evaluate properly any flare-up according to two main indicators: i. the number of houses damaged per days (or per weeks) ii. The number of person evacuated. This technical note was shared on the inter-cluster level but unfortunately, this evidence-based approach did not succeed in spreading to another sectors. [Technical Note on scale for a flare-up evaluation](#)
- b- The December ongoing flare-up in Novoluhanske demonstrated that there the rush for visibility still prevails over systematic and technical reporting using the damage database online/offline form promoted by Shelter Cluster. As a result, even if needs are real, the approximation in reporting entails a discredit of the real impact on the flare-up. Subnational Shelter/NFI Coordinator noted that the form had been used by several partners simply by filling out a blank excel or doing the survey through mobile network, which had facilitated the decision-making of agencies.
- c- **Referrals** are treated on the sub-national level and include ICRC in order to avoid duplication. This regular duty ongoing for more than 2 years is based on a technical validation of the referral by the cluster. It was observed that some referrals are not linked to the humanitarian sphere (as repairs of garages or fences) but are still coming on recurrent manner through OSCE and OCHA channels. Similarly, local policies for subsidies on the State level do not include conflict-affected beneficiaries because the conditions for the subsidy do not apply to those internally displaced or to those owning property on the contact line. This role of facilitating humanitarian response and sensitization to the humanitarian mandate of the Cluster partners was seen as necessary to continue.
- d- **On a general manner for 2017:** The initial ongoing newly damaged or re-damaged houses was estimated in 2016 to be between only 300 to 400 households. Due to persistent light flare ups throughout the year, this figure was revised during the mid-year review to 1067 and the forecast revealed to be exactly 1052.
- e- **Re-damage:** Together with the HLP working group, many cases of secondary damages were identified to be located near checkpoints and houses which were occupied by military personnel. During a TWIG meeting, it was identified that the “SOPs” of the Ministry permitted staying in residential areas during the colder months. The Cluster team noted that the peak of damages correlated with this time of the year.
- f- **The pattern of damage:** During the year, due to the fact that the situation was only recorded as a light flare up, the pattern of damages remained the same. Based on analyses from 2015 year: 56% of light damages, 27% of Medium damages, 14% of heavy damages and 3% of totally destroyed houses. The pattern of damages and “response” measured in acute emergency materials was demonstrated in the following graph:

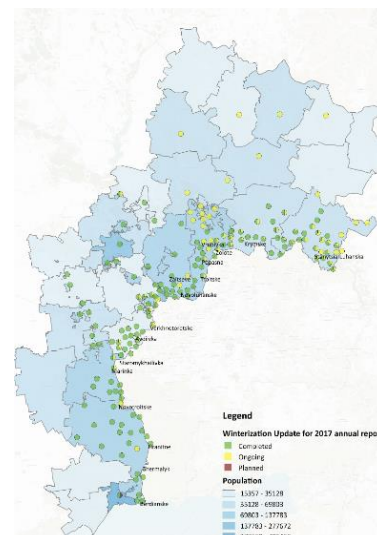


What	Status	Way Forward
Use of damage assessment form	Ongoing	Cluster team to place damage assessment form on easier to access place of the website
Follow up on new contingency stock for 2018	To be Done	Cluster team

Winterization

One of main concerns regarding winterization is the declining access to fuel resources. The trend for winterization is the opposite of shelter, where needs have grown since the beginning of the crisis, due to the exacerbation of finite resources. Therefore it is important to note:

- a) This situation led partners in Luhansk oblast to develop programs of alternative fuel solution (e.g. Wooden\coal briquettes). The cluster included a comparative analysis of different content in calories between different type of fuel.
- b) One of the SAG members pointed out that a recommendation on stove optimization could be also included in the 2018 work plan in order to maximize heating and benefit from humanitarian assistance.
- c) It is important to differentiate the situation in GCA where poverty reduction and development solution are a critical element of response from NGCA and the immediate vicinity of the contact line, where the political situation discards development actors to invest and develop the required program. Due to the declining availability of fuel in GCA, more advocacy work would have to be done to mobilize such projects to respond to this need as they were implying some elements of behavioural change.
- d) Some participants expressed the dilemma where the reduced involvement of development actors and pipelines for humanitarian assistance were both significantly decreasing. The future could pose extreme situations where even critical needs will be not covered and could pose life-threatening consequences during the winter months.
- e) As a development linked solution, the Ukrainian housing type is reduced to a 30 to 40 m2 as a maximum, therefore proper insulation and use of development techniques could be a formula to save up to 70% of energy. If the full insulation could be perceived as not affordable (it could cost up to 1 000 USD per apartment), the type of insulation proposed as an emergency measure by the humanitarian community is focusing mainly on roof and windows, which could allow to save not more than 40% of the heat in very favourable conditions.
- f) Further, participant mentioned the urgency to work with local government to advocate to find durable solutions were its possible based on restoration of municipal heating facilities/pipeline (like in Avdiivka, Krymske)
- g) Another participant pointed out that locations found particularly along the contact line, while the needs may be falling more into the development sphere does not absolve the responsibility of humanitarian intervention for such assistance (for example, if an advanced fuel efficiency stove program is developed targeting the vulnerable population, the extremely vulnerable such as the elderly may not be in a position to assume this duty). Another participant pointed out the need to clarify all steps linked to the winterization Humanitarian-Development Nexus including a strong advocacy to donors on what they would be willing to fund.
- h) In NGCA even if coal is more accessible, the serious interruption of access to social services create recurrent needs particularly for the specific NGCA population more prone to heavily depend to pensions and with extremely reduced employment perspective



What	Status	Ways Forward
Special meeting for exit strategy on winterization	Planned (second quarter)	Shelter Cluster team to make a joint meeting with development and livelihood actors (including agencies and donors), to define ways forward with winterization exit strategy

Agenda item 5. Strategic discussion and way forward (transitional plan update);

Discussion regarding Infrastructure repairs.

- a) Basic Infrastructure reporting duties were associated to shelter cluster when early recovery cluster was closed at the request of UNDP. GIZ reported in November 2017 a significant number of indirect beneficiaries from their projects implemented in Kharkiv, Dnipropetrovsk and Zaporozhie Oblats.
- b) Until now, donors were quite flexible regarding basic infrastructure repairs. In a lot of cases renovation of the objects is leading to cover lack of maintenance from local authorities and not only buildings damaged by conflict. Moreover, such activities are presented as a catalyzer for integration of the IDP population within the local communities and bridge factors for peacebuilding. If it could be accepted as such at an early stages of the crisis, the donor community will be not able to keep the same flexibility without stating properly what falls in humanitarian assistance, what in recovery and what in development.
- c) If the maintenance/renovation/rehabilitation of basic infrastructure is a relevant articulation for integration of IDPs, it should be addressed to a governmental institution so that these institutions can take proper leadership and ownership. Therefore the HDN coordination with recovery and development should be supported through a proper coordination with relevant stakeholders. The format of such advocacy/coordination should be precise and partially involve the Shelter Cluster.

What	Status	Way Forward
Reporting on Community infrastructure	To be done	Shelter Cluster Team to discuss with development and Cluster Lead future position on reporting of Communal Infrastructure in Cluster specific reporting especially as cluster takes lighter format and as more development projects focus on this component.

Agenda item 6. Review of cluster duties and deliverables

The SAG members reviewed the 7 cluster core functions and objectives. The template summarizing deliverables was initially formatted on global standards then adapted to the Ukrainian context was shared and, participants walked through each of the deliverable setting priorities organized as

- Priority
- Remaining the same
- Could be Decreased OR)
- Discontinued.

The exercise was done in the light of the transition exercise and reduced resources mainly due to the protracted situation and lack of funding.

The detailed results are included in annex I and the main points summarized in the paragraph below.

Ways forward

- Establishing a platform to discuss exit strategy for winterization
- Keeping coordination management and information management the same with the possibility to revise the frequency of reporting and national meetings according to the cluster team's capacity
- Endorsing the fact that despite Post Distribution Monitoring on NFI and TWIG for fuel-efficient stoves, no other new documents shall be programmed, just updated on winterisation recommendation for June and also on structural guideline for structural repairs and reconstruction

What	Status	Ways Forward
Shelter Cluster to publish the 2017 Annual Report	Done	Now available on the Shelter Cluster website: https://www.sheltercluster.org/ukraine/documents/shelter-cluster-annual-report-2017
Shelter Cluster to update guideline for structural repairs	Spring 2018	
Shelter Cluster to update winterisation	June 2018	

Agenda item 6. Presentation and handover to the new team

Igor Chantefort, the Senior Shelter/NFI Cluster Coordinator, has been appointed to another Position within UNHCR, and he will assume his duties until 1st of February. To be replaced by Andrea Parisi adding Cluster Coordination duties to regular Shelter Officer's.

Renee Wynveen, the Sub-National coordinator, is moving to the global level. She will be replaced by Olessia Kaida on sub-national level

ANNEX I Services to be provided by country level clusters

FEEDBACK FORM

Core Function	Service	Actual Deliverables	Prioritization of Cluster Functions
1. Supporting service delivery	Coordination management	Minutes for National and Subnational Cluster meetings; <i>National: 11; Subnational 28 (Severodonesk, Sloviansk, Mariupol). Minutes available in English and Ukrainian or Russian</i> <i>Registered cluster members: ; active national: ; active subnational:</i> TWIGS on the Revision of Structural Repairs and Reconstruction Guidelines, TWIG on Winterization <i>Winterization 6 meetings; structural repairs 1 workshop</i>	Consensus on maintaining same level of importance. Consensus on both maintaining same frequency at sub-national level (monthly), and reducing frequency at national level (quarterly) Same level of importance, could be rescheduled regarding of the needs allowing cluster coordinator to change the frequency and the format for update,
	Information management	5W data reconciled on national level and published in interactive form on monthly basis, results regularly shared during Subnational meetings <i>Done plus interactive maps regularly updated on website</i> Damage Database shared quarterly with reporting agencies and local authorities Monthly Factsheets <i>11 published in English, Ukrainian, & Russian. December under finalization.</i> Maps on Winterization and damages trends shared monthly <i>Done through interactive maps and briefing during cluster's meetings</i>	Consensus: could be reduce in frequency. Up to quarterly basis stays on the same level could be reduce in frequency. Up to quarterly basis
	Integration	Housing, Land, and Property TWIG <i>Cluster team attending and supporting the xxx meetings in Kyiv or Severo/Kramatorsk.</i> Liaison with Cash Working Group and advising MPC actors on the Shelter/NFI Cluster's Monetization Guidelines <i>Cluster contribution and participation to 4 meetings.</i> Joint Advocacy with WASH and FSL Clusters <i>Ad hoc presentation for donors forum meeting, sept. 2017.</i>	Could stay on same level, should be properly monitored, and intervene in case of needs, Important. More focused -
2. Informing HC/HCT strategic decision-making	Coordinated assessments	Triangulation analysis of Damages with data provided by REACH ABA and Damage Database & 5W <i>Participation to 5 REACH ABA working group meetings, contributions, cluster maps produced</i>	Important stay on same level
3. Planning and strategy development	Strategic planning	Shelter Cluster Strategy revised for 2017 to encompass Transitional Plan <i>Strategy revised and endorsed in June 2017 including update on transitional plan</i>	No priority, could be forcing slight revision.
	Technical coordination	Technical Note on Measuring Flare up of crisis activities for the Shelter/NFI sector in Ukraine Technical Note on Damage Assessment Monetization Guidelines Revision workshop on Structural Repairs and Reconstruction Guidelines Winterization Recommendations 2017-18 Technical clearance of winter & damage referral <i>Done and available on website</i>	could be forcing slight revision cleared. Could be less

Core Function	Service	Actual Deliverables	Prioritization of Cluster Functions
4. Advocacy	Recovery guidance		Could be priority
	Resource mobilization	Advocacy to OCHA for allocation of CERF for NGCA, proposal drafted with relevant agencies in NGCA and shared with OCHA- <i>no result</i> Advocacy Session with Shelter/NFI agencies and WASH and FSL Cluster representatives <i>Ad hoc presentation for donors forum meeting, sept. 2017.</i>	Could stay on same level
	Coordinated communications and advocacy	Shelter Cluster briefing of EuroNews Factsheets, Winterization, HLP TWIG <i>Cf. core function 1</i>	Could stay on same level
	Government liaison	Subnational Field visits to liaise with local Housing & Utility Departments in Avdiivka, Popasna, Stanytsa Luhanska, Marinka, & Zaitseve <i>Monthly base</i> GCA Winterization coordination meetings co-hosted with Luhansk Housing & Utilities Depart. & Donetsk State of Emergency Services <i>During winterization consultation process</i> Winterization meeting with Popasna Raion Administration - <i>idem</i> Shelter Working Group meeting co-hosted with local village councils and head of Marinskiy Raion - <i>Sept 2017</i> 2 training sessions with the Ministry of ToTs and IDPs on the Damage Database <i>Nov & Dec 2017</i>	stay on same level stay on same level stay on same level stay on same level
	Legal and regulatory issues.	HLP Document on New Building Legislature in Ukraine <i>Released in English & Ukrainian</i> Review of the international experience on compensation <i>Released in English & Ukrainian</i> Advocacy with Ministry of defence on military occupation of civilian premises - <i>Ongoing</i>	stay on same level stay on same level stay on same level
5. Monitoring and reporting	Performance monitoring	Provision of minimum PDM indicators for Cash For Rent, Repairs, and Winterization published and shared with agencies <i>Completed, cash & repairs in January 2017, winterization, July 2017</i>	To be considered for programs in NFI and Winterization
6. Contingency planning / preparedness	Contingency planning	Participation in Contingency Planning Workshop - <i>Done, September 2017</i> Updating of Warehouse for contingency form <i>Done, February and March 2017</i> Follow up of contingency stock <i>Irregular but quarterly based</i>	stay on same level
	Exit-strategy	Implementation of Transition Plan underway <i>Ongoing, latest update included in the strategy revision</i>	stay on same level
7. Accountability to affected population	Community liaison / AAP	Field Notes published on Avdiivka, Luhanske, and Popasna <i>Released, shared, and discussed with municipal counterpart, May to now</i>	Could be rescheduled.



List of Annexes:

1. Feedback form
2. List of participant
3. SAG meeting presentation – in attachment
4. Draft Transition plan – in attachment
5. [Strategy revised in 2017](#) (hyperlink)