**Evaluation of the Emergency Shelter and Non Food Items Cluster in the Ukraine**

1. **Background**

In November 2013, the decision of the Government of Ukraine to abandon an agreement that would strengthen ties with the EU sparked large scale protests, and in February 2014 violent clashes between demonstrators and law enforcement took place in Kiev. In March 2014, a referendum on status was held in the Autonomous Republic of Crimea, leading to a first wave of displacement of persons from Crimea.

Violence in the Donbas region in eastern Ukraine has intensified since May 2014, with a second wave of displacement occurring in July and major humanitarian needs emerging. Following events in non-government controlled areas of Donbas from autumn 2014, change in conflict trends have led people to return home and then forced them into displacement again.

In October 2014, the Government of Ukraine announced a dedicated new IDP registration system (Resolution #509) along with a resolution on state provision of cash assistance to cover utility bills for all registered IDPs for 6 months (Resolution # 505). A Law on IDPs was adopted by the Government of Ukraine in October 2014, including provisions for the new registration system and outlining of establishment of rights of IDPs to free accommodation and employment. Initially, with moderately low numbers of displaced persons, hosting communities and volunteer groups tackled the crisis well. However, with further increase of IDPs coming per day the needs exceeded the capacity of existing societal mechanisms to respond.

In December 23, 2014 the Cluster system was officially activated by the Emergency Relief Coordinator to enhance coordination among members of the humanitarian community. UNHCR was appointed as the lead agency for the Emergency Shelter and NFIs cluster.

In January and February 2015 a third wave of mass displacement occurred from areas under shelling (Debaltsevo crisis). As of 1st June 2015 there are 1.3 million persons registered as displaced by the Ministry of Social Policy, with fluctuating population movements including secondary displacement, commuting across the contact line, and returns.

The Emergency Shelter and Non Food Items Cluster is partnered with the Ministry of Regional Development & Ministry of Social Policy and led by UNHCR with various NGO partners coordinating to provide an appropriate response to the crises.

National coordination is conducted in Kiev with sub-national coordination occurring in various areas as illustrated below.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Office / location** | **Cluster Mechanism** | **Regularity of meetings** | **Hosting organization** | **Status** |
| **National** | National Cluster | Weekly | UNHCR | Activated |
| **Northern Donbas *Severodonesk, Sloviansk, Izium* to be discussed** | Sub- national | fortnightly | PIN | Activated |
| **Southern Donetsk, (*mariupol, berdiansk, Nikopol, zaparojihie*)** | Sub-national  (in project) | Fortnightly | To be determined | In project in regard of the growing numbers of partners. Previous UNHCR decentralized meeting in Mariupol not working.  Possibility to identify a sub-national cluster for this area |
| **Dniepropetrovsk** | Decentralized coordination meeting | Fortnightly  On hold | UNHCR | Activated, on hold from May 2015 |
| **Kharkiv** | Decentralized coordination meeting | Fortnightly till May 2015, actually monthly | UNHCR | Activated |
| **Kiev** | Decentralized coordination meeting | Fortnightly till May 2015, actually monthly | UNHCR | Activated |
| **Donetsk** | Decentralized coordination meeting or Sub-national cluster (to be discussed if associated with Luhansk) | Fortnightly or according to feasibility | UNHCR (compulsory) | Activated but irregular due to registration issues |
| **Luhansk** | Decentralized coordination meeting or Sub-national cluster | Fortnightly | UNHCR (compulsory) | In project |

1. **Evaluation purpose**

UNHCR Shelter and Settlements Section seeks to review the effectiveness of the coordination services provided by the UNHCR-led Emergency Shelter and NFI Coordination Team to the humanitarian response to the Ukraine crisis that began in 2014.

The evaluation is to identify key lessons from what has been achieved thus far and recommendations to improve and inform future coordination of the ongoing response.

UNHCR will use the evaluation outcomes and recommendations to improve future deployments into similar crises. The UNHCR-led coordination team members will use it to learn from the findings and improve current practices. This will be completed through a Management Response Plan that will be completed detailing which recommendations are accepted, which will be acted upon, by whom, and when and that progress on the implementation of this will be made.

The report will be public and available at sheltercluster.org allowing the Humanitarian Country Team to use it to inform the current coordination arrangements for the shelter response in the Ukraine and Cluster partners may use it as reference for improving their shelter response as relevant.

As such the main purpose of the evaluation is as follows:

1. Appraise the service provided by the UNHCR coordination team to the participating cluster agencies including Government, UN agencies, Red Cross Red Crescent Movement, NGOs both national and international, and other relevant actors.
2. Understand the members engagement and the benefits of their participation in the clusters
3. Review and analyse the experience of UNHCR with respect to the establishment and operation of the Emergency Shelter and NFI Cluster, with a particular emphasis on lessons to be learnt for future operations and deployments.
4. Appraise the approach and management of the cluster activities undertaken at a sub-national level and their effectiveness.
5. Examine the activities undertaken by the Emergency Shelter and NFI Cluster and their relevance to the sector with a focus on cash programming.
6. Relations with other sectors, the IASC coordination actors, the Government/INGO and other coordination mechanisms as applicable
7. Examine any working groups currently within the Emergency Shelter and NFI Cluster for their relevance and if the these should continue with a recommendation on the resources required to support such working groups.
8. Provide recommendations with regard to UNHCRs leadership of future emergency shelter cluster coordination activities.
9. Evaluate the relations between the cluster and UNHCR at Country, Regional and Global levels.
10. **Evaluation scope**

The evaluation is to cover the period from the time of cluster activation to the present day covering the different coordination deployments undertaken and the geographic areas of both coordination and shelter activities.

Particular focus is to be on the national coordination activities undertaken in Kyiv, sub-national coordination activities undertaken in Nothern Donbass (Donetska and Luhanska Governmental controlled) and to a certain extent in Donetska Non Governmental Controlled Area, Dnipropetrovska, Kharkivska, and Zaporizka.

The evaluation is also to appraise the effect of the cluster coordination activities on the type of shelter response, the delivery of shelter materials and impact on beneficiaries.

1. **Evaluation criteria**

The evaluation is to follow the OECD/DAC criteria as per below:

*Relevance*

The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.

*Effectiveness*

A measure of the extent to which an aid activity attains its objectives.

*Efficiency*

Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs.

*Impact*

The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.

*Sustainability*

Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.

In addition to the OECD/DAC criteria above the following criteria will be followed:

Cluster Core functions and supporting functions:

* Cluster leadership
* Cluster personnel
* Strategy, planning, policy and standards
* Informing strategic decision-making by the HC/HCT
* Contingency planning/preparedness/capacity-building
* Cluster resources and partnerships
* Supporting shelter service delivery
* Shelter advocacy and communication
* Monitoring and reporting on implementation of Shelter Cluster strategy, shelter achievements and corrective action

Other additional criteria,

* Lessons learned from other cluster deployments
* Cluster contribution to shelter response
* Accountability to affected populations
* Attention to cross-cutting issues, i.e.
  + age
  + disability,
  + environment
  + gender,
  + HIV and AIDS
  + human rights
  + mental health
  + mines and other explosive devices
* Sphere standards and indicators
* Shelter Cluster standards and indicators

1. **Main evaluation questions**

The evaluation is to ensure that the following questions are addressed through various methods of information collection and are related to the criteria above.

Any addition or reduction in the list of questions below is to be articulated in the inception report and agreed with the internal evaluation manager.

* + Did the Shelter Cluster fulfil its core functions as defined by the IASC?
  + To what extent did the cluster add value to the response undertaken by shelter actors?
  + What real difference did the cluster make to the people affected by the conflict?
  + Would it have been possible to add the same value in a more efficient way?
  + Is the cluster supporting the government to take up a coordination role in the future?
  + Has the cluster effectively set its priorities? Are there any gaps in the priorities the cluster has set?
  + Has the relationship with the HCT and the cluster been effective?
  + Have lessons learnt from previous cluster activations been utilised?
  + Did the cluster do enough advocacy to donors, government and others?
  + Were cross-cutting issues and vulnerabilities explored and acted upon within the cluster?
  + Was there evidence of support from the Global Shelter Cluster?

1. **Methodology**

The methodology will be developed based on the Shelter Cluster Evaluation Guidelines and should include;

1. Desk Review

* Review of available documented materials relating to the start-up, planning, implementation, and impact of the Emergency Shelter and NFI Cluster. All relevant documentation is available at <https://www.sheltercluster.org/response/ukraine>

1. Data Collection and Stakeholders Analysis

* Interviews with Shelter Cluster member agencies (NGOs and INGOs)
* Interviews with other UN agencies participating in Shelter Cluster.
* Interviews with regional shelter cluster lead agencies and co-chairs.
* Interviews with other cluster lead like Protection, WASH, CCCM clusters and OCHA to analyse the inter-cluster coordination mechanism.
* Interviews with key NGO/INGO staff that have had a key role (SAG, TWIG, sub-national coordination) in the shelter cluster coordination.

\* A suggested list of interviewees will be provided to the evaluator

1. This terms of reference is to be shared with the SAG in Ukraine allowing some augmentation to best suit the requirements of the context.
2. Draft report to be shared with the UNHCR Country Representative, the Coordinator, the Ukraine SAG and the SSS in Geneva
3. The final report and management response plan will be publicly available.
4. **Risks, constraints and assumptions**

The ongoing tensions in the affected areas may necessitate changes in the operational situation and possibly prevent access to the affected region with little notice.

Humanitarian assistance continues to be hindered in non-government controlled areas due to the registration process by de facto authorities.

Further to the potential lack of access to affected areas there is a lack of reliable baseline data and furthermore IDP population baseline is relying on Ministry of Social Policies data which is under revision. Furthermore, due to security constraint along the contact line and also within the Non Governmental Controlled Area, data collection remains exceedingly difficult.

The movement of population and secondary displacement are very difficult to estimate due to the large geographical territory of Ukraine and the fluidity of the political situation may trigger rapid changes in terms of Population of Concern (return or new displacement).

The affected population and many of the partners work mainly in Russian/Ukranian. In Kiev a translator could be provided, but for field visit the consultant should secure translation capacity if required, this is commonly available for approximately $100-150 USD per day. The consultant shall foresee a limited request in term of translation support and be able to partially be able to cope with the language barrier (30% of the mission).

Assistance for transportation to and around field sites is limited due to operational priorities however Ukraine has a functioning rail network and taxis are readily available in all areas.

The cluster’s member composition changes with a influx of international NGO first and second quarter of 2015. Furthermore, these missions opening induce a high turnover of their staff and only recently cluster member staffing stabilised with an ability to capitalise institutional memory.

It is assumed that Cluster partners and other agencies are willing to share information about activities, achievements and challenges (including internal organisational challenges). At both the national and sub-national level UNHCR and Cluster partners will attempt to facilitate the mission to ensure the consultant is able to fulfil their commitments.

1. **Schedule**

The evaluation will be implemented during approximately 30 days over a two-month period between November and December 2015. A total of 15-20 days of this period will be spent in the field. The report must have been submitted, reviewed and accepted by the Shelter and Settlement Section and all financial transactions must have taken place before the end of this period. A more detailed timeline with deadlines and deliverables will be included in the inception note mentioned below.

Approximate timing of the mission could potentially cover:

5 to 7 days at national level (Kyiv) focusing on general cluster aspects

5 to 7 days at sub national level (Sloviansk, Severodonetsk) focusing on field aspect on priority zone near the contact line.

2 to 4 days in Kharkiv or Dniepropetrovsk reviewing cluster involvement on field level in area distant to the contact line.

1. **Main outputs**
2. Inception report (a sample format will be provided) in English
3. Draft Evaluation report in English with executive summary, key recommendations and supporting information. This document will be reviewed by the evaluation manager, the Ukraine Shelter Cluster Coordinator, the UNHCR representative, and the Ukraine Cluster SAG. These stakeholders will provide comments and clarifications to the report of which the external consultant should take into account. Alterations to the final report as a result of comments should be evidence based, restricted to clarifications and for operational security issues.
4. Final Evaluation report not exceeding 40 pages in English with executive summary, key recommendations and supporting information. This document will be completed by addressing the clarifications made to the draft document. This document will be the basis for the Management Response Plan.
5. Recommendations relating to the cluster structure and systems to support future activation and/or closure in Ukraine.

As annexes:

1. Additional notes, summaries of interviews etc. as appropriate or supporting documentation.
2. Summary of review activities undertaken including interviews, visits, documents reviewed etc.
3. Comments on use and applicability of shelter cluster evaluation guidelines

Expected timeline for the evaluation:

Selection of evaluator/s and signing of contract by end October

Inception Report first week of November

Desktop review completed by end second week November

Ukraine fieldwork complete by end second week December

Draft report submission prior to end December

Final report submitted end January 2016

1. **Evaluator(s)**

The evaluation will be carried out by an external independent consultant with support of an internal evaluation manager from UNHCR in Geneva and the coordination team in the Ukraine.

* ***External Independent Consultant:*** leads the evaluation process, carry out the desk review, do the interviews (skype or phone), plan the trip to the Ukraine in coordination with the evaluation manager and the coordination team on the ground, lead the field visit, lead the interviews, write the draft evaluation/review, finalize the evaluation/review according to the comments received.
* ***Internal Evaluation Manager:*** Advise on the preparation of the trip, give feedback and orientation on the people to be interviewed, give background to the issues raised by the interviewees as required. Give comments to the draft evaluation/review and any other actions that they and the external consultant might find useful for the evaluation/review.

The evaluator will have a thorough understanding of Humanitarian Reform and the Transformative Agenda, of the IASC and UNHCR guidance related to the Shelter Cluster, and of the context in Ukraine, preferably with previous experience in the country but not directly linked to the current ESNFI cluster operations in Ukraine, or any other conflict of interest that would interfere with the independence of the evaluation.

1. **Management**

UNHCR will provide a comprehensive security briefing, the consultant will be required to abide by the security protocols of UNHCR at all times.

The consultant will, prior to acceptance of any contract have completed both the basic and advanced online security training through the UNHCR website and agree to relevant code of conduct requirements.

UNHCR will arrange travel bookings to Kyiv and provide reasonable assistance in obtaining any required visa for work being undertaken in Ukraine and Geneva if required.

Accommodation, interpretation, workspace, other logistics while in Ukraine will be facilitated by UNHCR in Kyiv. Accommodation and workspace if required will be provided while in Geneva by UNHCR Shelter and Settlements Section.

The schedule of fees once agreed is as follows:

30% after acceptance of the inception report

30% after draft report received

40% after final report approved