



Shelter/NFI Cluster
X-Border Operation - Turkey Hub
ShelterCluster.org,
Coordinating Humanitarian Shelter

Winterization After Action Review

Report

24 June 2019

Objective of the After Action Review

- Share the analysis of the 2018-2019 winter response
- Get feedback from implementation partners, donors, winterization pipeline
- Identify the key issues during the last response
- Discuss how to improve the winterization next year:
 - Timeliness, how to provide assistance before the winter
 - # of people reached and geographical coverage
 - Value for money and quality of assistance
 - Impact of the response and satisfaction of the beneficiaries
 - What would be the best modality?
 - Targeting the most vulnerable

Contributions Data/Analysis

Cash Working group
CARE
Goal
IOM
OCHA SNFI cluster
Takaful Alsham
Violet

Participation in the workshop

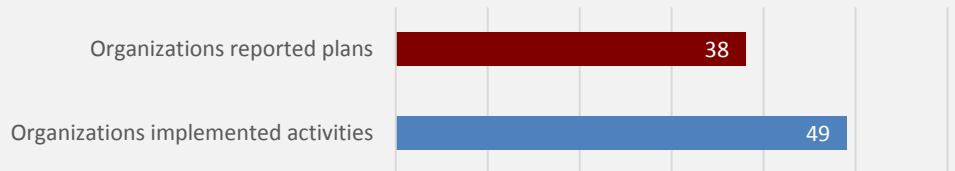
Binaa
 ECHO
 OFDA
 Mercy USA
 QRCS
 Watan

Pictures

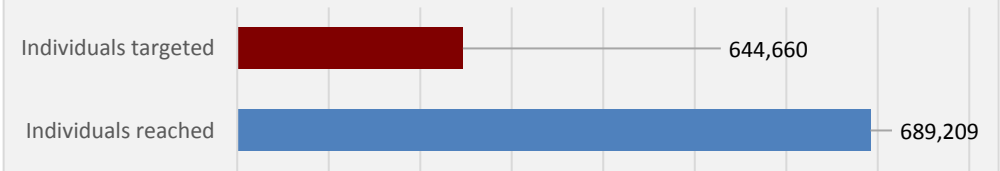
Shafak
 Care
 IOM
 Violet

Overall response

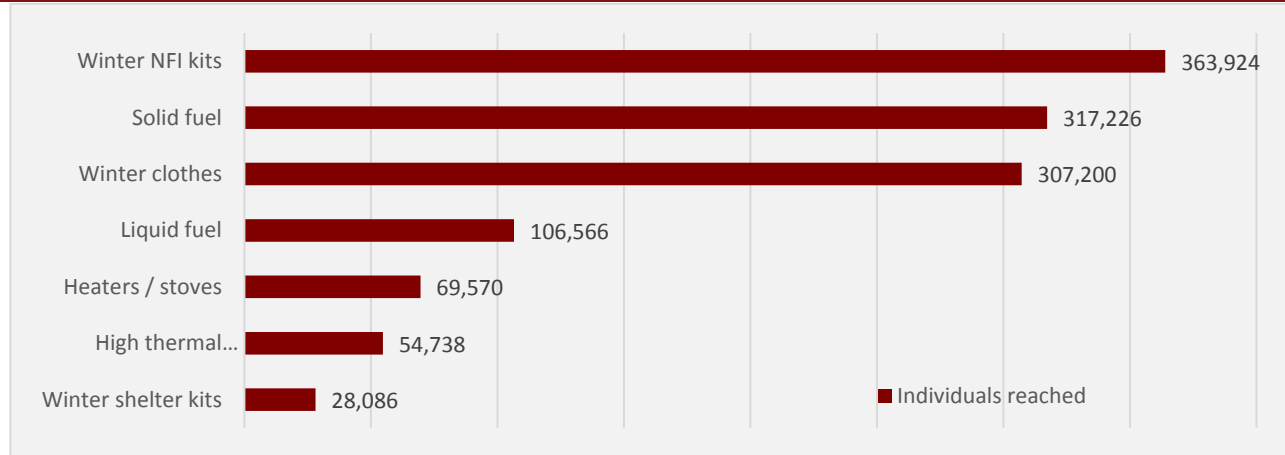
of members having plans vs implementation



Target vs Response (individuals)

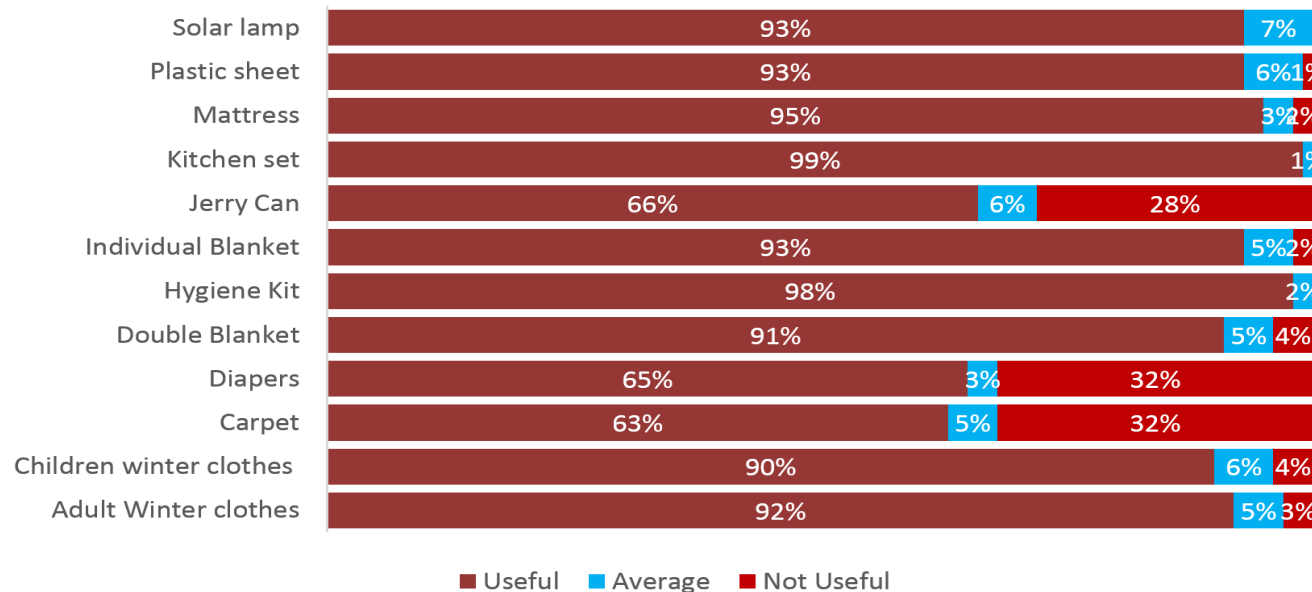


Items distributed and usefulness



Thermal insulation for the tents is not improving much the comfort inside the tents unless it is perfectly installed.

According to IOM some items are less useful than others : Carpets, Diapers and Jerry can. This has been confirmed by other sources



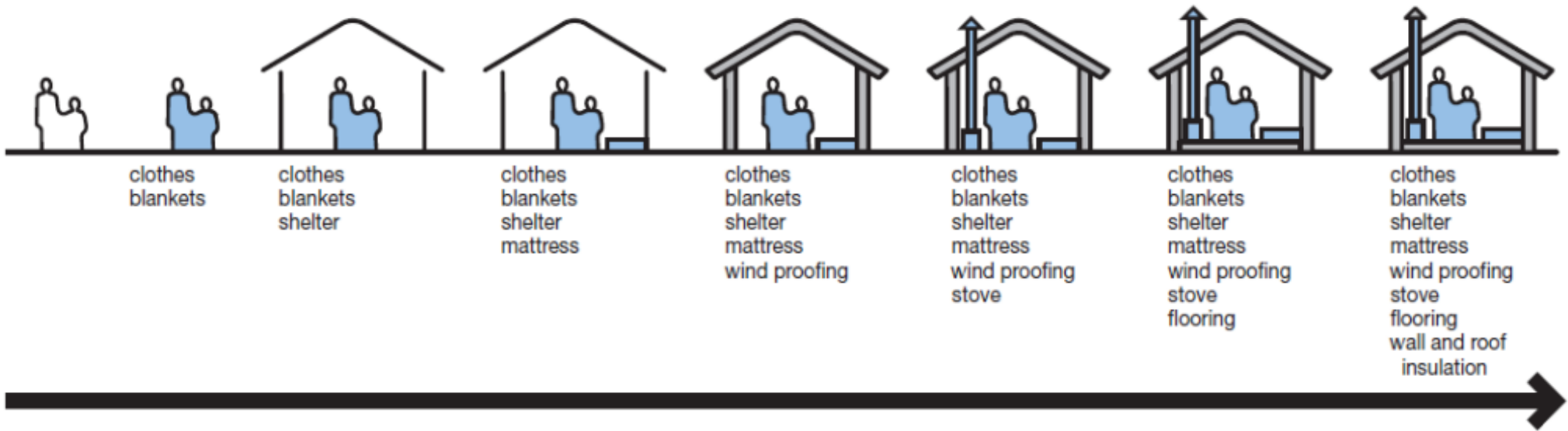
■ Useful ■ Average ■ Not Useful

→ RECOMMENDATIONS

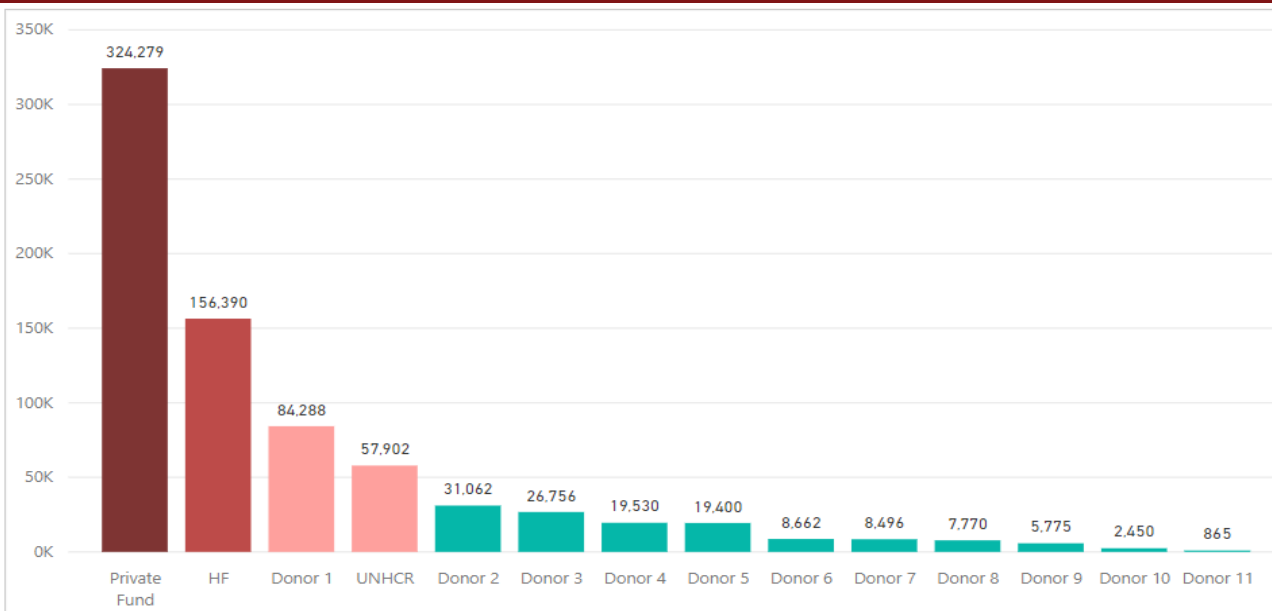
- Verify if vulnerable families already have and need Jerry cans, Diapers and Carpets as well as stoves, mattresses or blankets. Assistance must be based on assessed winter needs.
- Distribute only essential items. Diapers should be distributed by WASH cluster members on a regular basis.
- Ensure that winter kit is not too heavy for beneficiaries to carry (see Distribution section)
- Verify the impact of tent insulation. Research shows that the value for money for tent insulation is low. (see winterization shelter priorities page 4)



Winterization priorities



Private funding and institutional donors

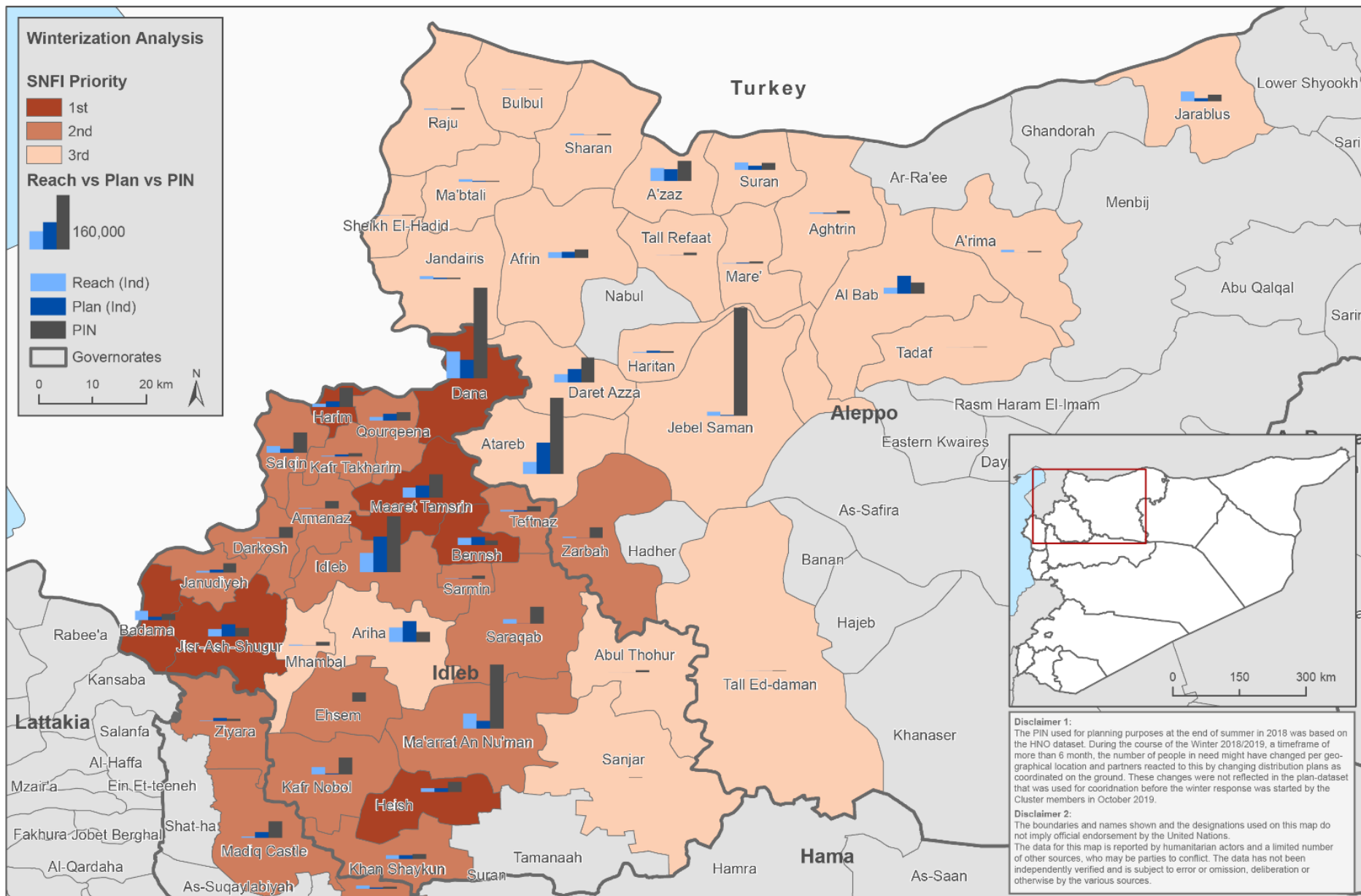


A large part of the winterization is funded by private donors

→ RECOMMENDATIONS

- NGOs funded by private donors should participate in the winterization cluster planning. Fundraising should start before the winter.
- Share findings from past winterization PDMs and other monitoring results with donors to engage in evidence-based response options analysis for winter.
- Agree at the Cluster level on a yearly time-table for donor engagement and advocacy to fund winter response (see Timeliness section).

Syrian Arab Republic (Northern Governorates): Winterization 2018/2019 - Analysis - Reach vs Plan vs PIN by Sub-District



Creation Date: 21/06/2019, SNFI Cluster Turkey Hub; Source: HNO Dataset for PIN, SNFI Cluster Partners reporting; Turkey hub; Feedback: SNFI Cluster Turkey Hub - NW Syria, Email: im.turkey@sheltercluster.org



Fuel and Fire safety

There are two main type of fuel for heaters, diesel or firewood. The choice of fuel depends on the price that fluctuates a lot, habits and type of heater people have. Some families modify their stove in order to use the cheaper fuel which is unsafe.

The CCCM cluster reported :

- **28 fire accidents** during the last winter
- At least **9 people died** including **6 children** and **one person with disabilities**
- At least 21 persons were injured

One of the main reason is that people modify the stoves in order to put other source of fuel

→ RECOMMENDATIONS

- Implement fire safety awareness campaign (including the risk of stove modification), especially for people living in tents
- Verify the safety of stoves provided by the organizations

Coordination with local authorities

→ RECOMMENDATIONS

- SNFI cluster to organize a training session on negotiation with Local Councils in partnership with the access working group.

Aid diversion

Some local council asked beneficiaries for some money to be on the beneficiary lists.

Some organizations were not authorized to select the beneficiaries.

→ RECOMMENDATIONS

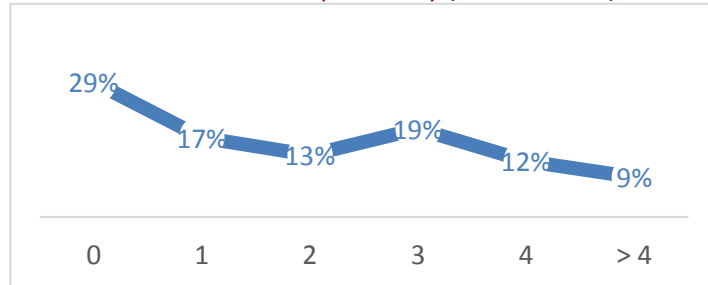
- Conduct awareness campaign on humanitarian principle for local councils
- Report any aid diversion or access issue to the access working group and OCHA and suspend the distribution until the problem is solve.
- Collaborate with the Access Working Group
- Verify before the distributions if there are any aid diversion issues.
- Do not distribute without beneficiary list
- **Cash and Voucher assistance (CVA) can be an effective tool to avoid diversions in high-risk environment:** CVA is less visible and is distributed more directly, thus it involves few intermediaries,
- Consider safeguards associated with CVA that make it easier to detect leakage and misappropriation:
 - E-payments can significantly cut the risks of leakage
 - easier to ensure that the money goes straight to the people intended but also trace its progress and avoid the need to transport cash to beneficiaries

Beneficiary selection

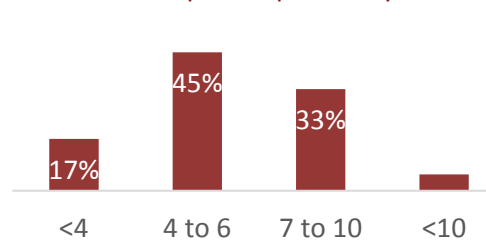
- It is challenging not to do blanket distribution in camps. But it is a problem to distribute items that people already have.
- Some organizations target in priority vulnerable groups such as :
 - Female-headed households,
 - Child-headed households, and
 - Household headed by persons with disability
 - Elderly-headed household
 - Family with children under 2years old

Beneficiary profile (IOM partners)

Number of vulnerabilities per family (beneficiaries)

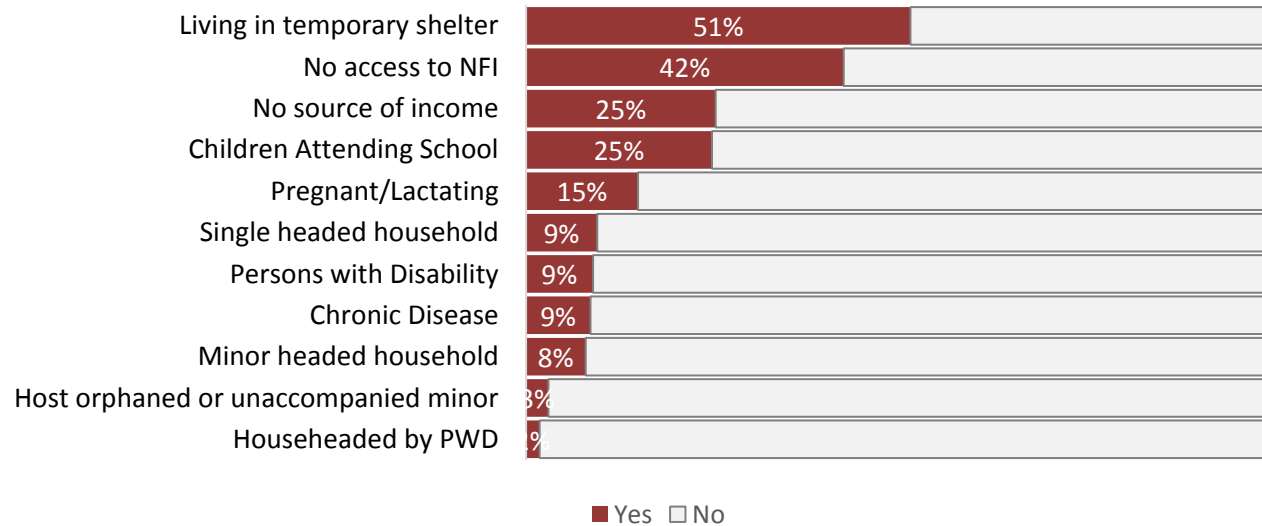


Number of person per family



→ RECOMMENDATIONS

- Verify 100% of beneficiaries from list provided by authorities. Involve the communities in the verification process. This process is time-consuming and should be done in advance to avoid delays in distribution.
- Adapt the quantity of items according to the # of people in the family.
- Verify what people already have in order to only distribute what people don't have or to replace what is damaged
- Adapt the assistance to the number of family members as only 45% of the family have 4-6 people.
- The Shelter Cluster should share some guidance notes for distribution including beneficiary selection criteria.
- Harmonize targeting approach; consider potential tensions in camps if some families are not part of the beneficiary lists. The selection process should be harmonized, transparent and understandable to avoid issues with other beneficiaries and host community.



Procurement

Several organizations received their items from the suppliers later than expected

→ RECOMMENDATIONS

- Procure winter items as early as possible in anticipation of supply-side delays.
- Increase the number quality checks when receiving NFI from suppliers and pipeline.

Logistics

The distributions during the winter are more challenging because of weather conditions (muddy camps/roads)

→ RECOMMENDATIONS

- Compress mattresses to save space in trucks and reduce transportation cost.
- Pay vendors as early as possible after voucher redemption and documentation check so they could replenish their stock.

Market Assessment

Overall, availability of winter supplies is sufficient at 65%, across all assessed areas (based on key findings from a joint Winterisation Assessment across Syria in 2017 led by Mercy Corps in collaboration with 6 Syrian NGOs and 2 other INGOs).

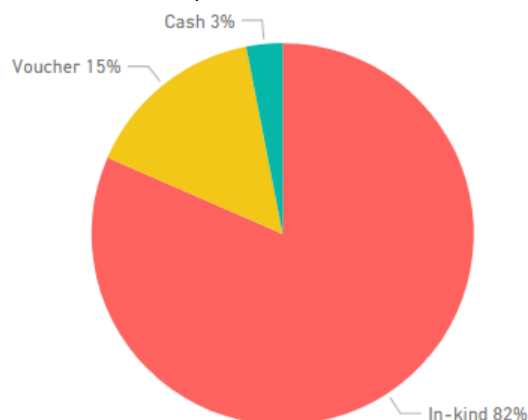
In 2018, GOAL Syria conducted a rapid marketplace analysis for heating fuel in several areas of northern Idlib, where the winter support intervention was planned.

Key findings of the rapid market analysis:

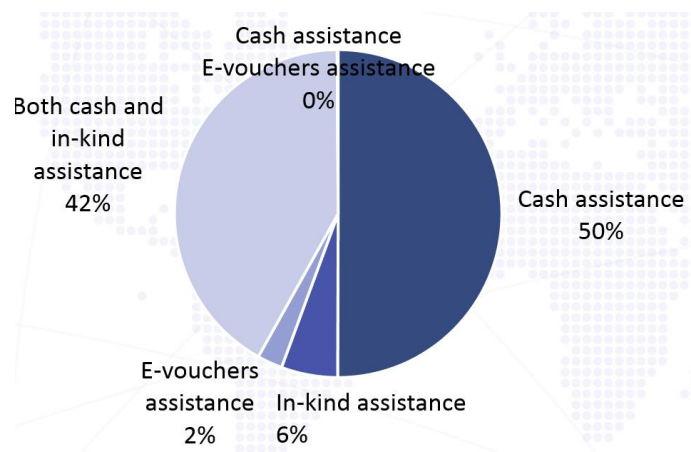
- Both large and small fuel vendors, in the target areas appear to have adequate Fuel capacity to meet demand.
- Fuel availability in Idlib is linked/affected to the security situation
- Different types of fuel for heating is available in sufficient amount in the assessed areas.
- No red flags regarding availability, access, quality.
- The fuel supply chain is functioning well with multiple sources markets and no issues with restocking period.
- Fuel prices should be monitored before, during and after intervention.

Modalities

Modalities used for the winterization response (Source: SNFI Cluster)



Preferred modality of assistance (Source: IOM)



→ RECOMMENDATIONS

- Consider cash among response options for winterization. Despite IDPs' preference for cash modality, only 3% of total winter assistance was provided in cash.
- Select modality of assistance (in-kind, cash, or mixed based on evidence.
- Consult research studies showing that cash is not riskier than in-kind. <http://www.cashlearning.org/news-and-events/news-and-events/post/526-cash-is-no-riskier-than-other-forms-of-aid-so-why-do-we-still-treat-in-kind-like-the-safer-option>
- Engage the SNFI Cluster and the Cash Working Group as needed; both groups recommend cash-based winter assistance when possible.

How to choose the appropriate modality

→ IN KIND

- Emergency response
- One-off distributions;
- Markets are not functioning; or Market functionality could not be determined;
- Assistance needs to be delivered in a short-time frame (and goods have been pre-positioned and are accessible)

→ VOUCHER

- Markets are functional
- Vendors have previous experience using vouchers and voucher systems;
- Vendors have financial mechanisms and practices in place to request payment and provide all the supporting documents;
- There is no functional Financial Service Provider (FSP) or the chosen FSP does not have a network of agents for an easy cash-out process in the target location.

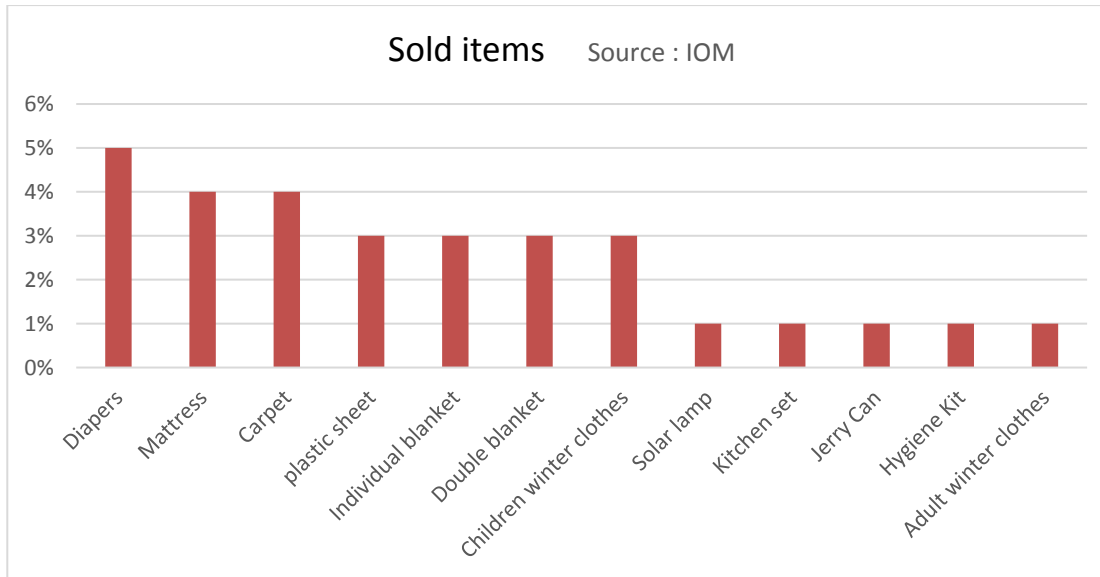
→ CASH

- Markets are functional, and:
- Prices are relatively stable
- Large number of vendors at the market prevent potential collusion and price increase;
- The amount of cash injected into the economy is unlikely to affect the entire market ecosystem.
- Vendors do not have previous experience using vouchers and voucher systems;
- FSP has a varied network of agents in the target location;
- FSP can provide enough liquidity over the project period
- People in need prefer to receive cash over other modalities

Modalities : In kind

PDM findings indicate incidents of beneficiaries selling NFI assistance. This is in line with anecdotal evidence of in-kind aid and vouchers being sold in exchange for cash. Among the reasons provided are:

- Need money to pay rent or to buy food, medicine, diapers and other household items
- Assistance received not matching the family's needs
- Donate money and in-kind to relatives in need
- It was extremely challenging to deal with in-kind clothes (Sizes of winter clothes and quantity of adults versus children; men and women).



→ RECOMMENDATIONS

- Wherever possible, avoid distributing winter clothing in-kind. Voucher or cash is recommended so the beneficiaries could choose the items they need, the color/brand they like and the right size.
- In kind winterization assistance should be provided only when other basic needs are covered (such as food, health) otherwise the winter items will be sold to cover the most urgent needs.
- Monitor use and sale of in-kind winter items.

Modalities : Vouchers

- Prices change depending on daily situation like the road blockage. Vendors usually do not agree on fixed prices due to high fluctuation.
- Insufficient vendors
- Some competitive shops were crowded.
- Only products offered by the selected vendors are available to beneficiaries
- Pressure from the shops to purchase specific types/quantities of commodities
- 29% of beneficiaries reported that the prices in some shops were higher than other shops. 13% of beneficiaries mentioned that vendors did not have enough quantities of commodities¹
- Some beneficiaries sold their vouchers for cash
- Only products offered by the selected vendors are available to beneficiaries
- Vouchers' monitoring and control is more expensive than cash. It also requires more staff

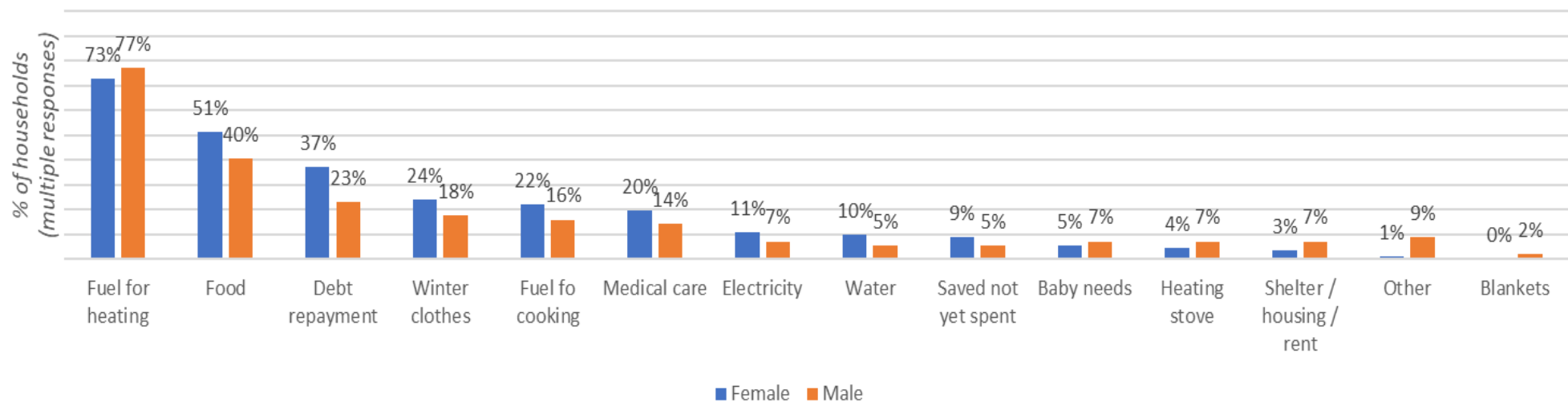
→ RECOMMENDATIONS

- Adopt e-voucher instead of paper voucher
- Pay the vendors as early as possible to facilitate the replenishment of their stock
- Set up a single digital platform for all partners for vouchers
- Engage partners and other sectors in dialogue around the viability of a common digital platform for all partners implementing e-vouchers.



¹ Source: CARE PDM reports

Modalities : Multipurpose cash



Items purchased using the cash assistance disaggregated by gender of head of Household (source Goal – out of camp cash program. Assistance: USD120 / HH + food)

- Most of beneficiaries prefer to receive cash over in-kind assistance
- No formal banking system in place to support transfers,
- Informal Money transfer routes present difficulties in completing adequate due diligence and operating at scale (multiple simultaneous distribution points, limits on the volume/value that can be sent through existing/established networks),
- There are practical concerns around distributing large quantities of cash in the field; security at distribution sites (trend to increased criminality), which currencies to use, availability of practical denominations of bank notes,
- Cash is not preferred/authorised in some locations
- Is perceived as a potential vehicle for aid diversion with less traceability. In reality,
- Donor acceptance of unconditional nature of cash (limits on how much funding they are willing to transmit through this modality).
- Availability of bank notes is challenging for 5 and 10 – available are: 20, 50 and 100 bank notes

→ RECOMMENDATIONS

- Consider cash among response options for winterization; cash can be an effective tool to avoid diversion in high-risk environment. Cash Working Group to support organizations interested in cash and voucher programming
- Note: Agencies distributing MPC in USD currency should be aware that \$5 and \$10 USD notes are rarely available.
- Engage partners and other sectors in dialogue around the viability of a common digital platform for all partners implementing e-vouchers.
- Organizations, clusters and other stakeholders should advocate to donors to invest more in cash (multipurpose) as response modality.

Distributions

It is challenging for the people with Disabilities to get their items.
People are sometimes queuing under the rain because there is no shelter during the distributions.
Below: PDM data from IOM.

Q1. Could you carry all the NFIs you received



Majority of the respondents reported they were not able to carry back the items alone and had to rely on the help of family and relatives or to pay for transportation

Q1.1 if you could not carry the NFI, what do you do



Majority of the respondents reported they were not able to carry back the items alone and had to rely on the help of family and relatives or to pay for transportation

→ RECOMMENDATIONS

- Organize door to door distributions for people with disabilities.
- Set up large tents to protect beneficiaries from bad weather.

HLP issues



Some land owners did not want the ground insulation as they would damage the agricultural land.

→ RECOMMENDATIONS

- Conduct a risk analysis before distribution.

Access and Security

Some organizations could not leave the area of distribution during more than a week because the roads were blocked

Some areas where not accessible therefore could not be covered by winterization assistance

→ RECOMMENDATIONS

- Conduct a risk analysis before distribution. Alternative routes could be explored or accommodation for staff.

Monitoring and new indicators

Most of Post Distribution Monitoring (PDM) reports have mentioned that around 99% of beneficiaries are satisfied with the winterization assistance they receive. This question should be asked in another way because it does not inform us about the level of satisfaction. When some organizations asked if they received the assistance on time, 30% said it was not on time, even if the items were distributed before the end of December.

→ RECOMMENDATIONS

- Agree on Minimum standards for PDM/Harmonized tool.
- Consider enhancing PDM tool: Replace the question on satisfaction with assistance, (as 99% will say yes) with a question asking if assistance helped households meet their needs.
- Add a PDM question asking when HHs received aid and when they think they should have received winter assistance
- Consider establishing an M&E sub-working group to standardize M&E tools
- Use new indicators to measure the quality and impact of assistance
- Measure the impact for PWD
- Inform communities that the complaints and feedback mechanism is not put in place by local councils.

→ NEW INDICATORS

- % of households receiving winter assistance before the end of January
- % of beneficiaries reporting that winter assistance was timely and match their winter needs

Flexibility during implementation

Many organizations mentioned that it is complicated to change project locations even when there are urgent needs in case of new displacements

→ RECOMMENDATIONS

- Advocate for more flexibility with donors particularly for new displacements. Implementation partners should be able to adapt their project to population movements or security situation.