Mission Report
Emma Fitzpatrick
2 – 8 December 2012
Coordination Performance Monitoring

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Context of the Mission

Monitoring of coordination performance at the national and sub-national level in both sudden onset and protracted crises is necessary to ensure that clusters are efficient and effective coordination mechanisms, fulfilling the core cluster functions, meeting the needs of constituent members, and supporting delivery to affected people. It is also necessary for accountability purposes to demonstrate the added value and justify the cost of coordination.

In response to this identified need to improve the cluster coordination system, two elements to monitor coordination performance have been developed by the IASC Sub-Working Group on the Cluster Approach (SWG CA): the Cluster Activation Checklist (Annex 1) and the Coordination Performance Report (Annex 2). Both have been developed based on the IASC guidance to level 3 emergencies, the commitments to the principles of accountability to affected populations and the six core functions of country clusters.

The IASC six cluster core functions at the country-level include:
1. Supporting service delivery.
2. Informing strategic decision-making of the HC/HCT for the humanitarian response.
3. Planning and strategy development.
4. Advocacy.
5. Monitoring and reporting the implementation of the cluster strategy and results; recommending corrective action where necessary.
6. Contingency planning/preparedness activities in situations where there is a high risk of a recurring or significant new disaster and where sufficient capacity exists within the cluster.

The Cluster Activation Checklist and the Coordination Performance Report enable the identification of areas for support, improvement and follow up actions. The Cluster Lead Agency can also use the processes in support of its accountability to the Humanitarian Coordinator and national authorities.

The Cluster Activation Checklist is a simple tool designed to monitor progress of cluster activation and implementation after the declaration of a level 3 emergency, in line with commitments and the level 3 emergency response timeline agreed under the Transformative Agenda. The checklist can also be used in all other contexts where clusters are activated.

The checklist is completed by the cluster coordinator and it looks at the status of the process, cluster staffing, establishment of core functions, and deliverables. It can be used as both an ongoing performance checklist as well as a management and reporting tool. Updated checklists should be produced by each cluster at periods of **two weeks, one month** and **two months** after the declaration of a level 3 emergency or in other contexts after the activation of clusters.

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1. IASC Coordination Reference Modules
The Coordination Performance Report is used in all humanitarian responses with activated clusters and when there is time available for a more in-depth assessment of the quality of cluster operations and production of key deliverables. If clusters are activated, it is completed three months after the onset of an emergency and every six months thereafter. In protracted crises, it is used immediately and then updated every six months. The Cluster Performance Report is also applicable to sectors that are operating with similar coordination mechanisms. The report focuses on the IASC six cluster core functions, with an additional component on accountability to affected people. The Report is based on feedback collected through a consultative process, with inputs from the cluster coordinator and cluster partners. This is an opportunity for self-reflection by the cluster, identifying areas that are working well and those that require increased attention, raising awareness on support needed from the Cluster Lead Agencies, partners, and/or Global Clusters.

When there are sub-national clusters, each of the hubs should be treated as a separate entity and reported against by the partners locally present in that cluster and the sub-national cluster coordinator. This is a separate exercise to that performed by the national cluster as it brings additional detail and insight.

To facilitate the completion of the Coordination Performance Report, separate questionnaires for cluster coordinators and for cluster partners have been developed to monitor the performance of coordination at national and subnational levels. These questionnaires are. The questionnaires aim to assist clusters recording the perception of partners and cluster coordinators and do not replace existing cluster performance tools based on peer review.

The IASC Sub-Working Group on the Cluster Approach is planning to roll-out this tool in all clusters in all cluster countries.

The Mission Purpose

The Somali Food Security, Health and WASH clusters have agreed to implement the coordination performance monitoring survey in December 2012. Each respective cluster will then meet to discuss the results among cluster partners, then finalize the coordination performance in January 2013.

Between 2-8 December, Emma Fitzpatrick, global Food Security Cluster, travelled to Nairobi:

- To provide background support for the introduction of the Coordination Performance Monitoring questionnaires; and
- To observe the implementation process in order to gather best practices for future roll-out of the IASC performance monitoring tools at the national and sub-national levels.

Specific Mission Objective:

To collect lessons learned and good practices for the implementation of the coordination performance monitoring tools in other cluster countries. Results and findings of this mission will be used to facilitate future roll out and implementation of the tools in Somalia and used to finalise guidance to other cluster coordinators.
The Somalia Food Security Cluster (FSC).

The cluster is co-led by FAO and WFP and is co-coordinated by Mark Gordon and Francesco Baldo. The Somalia Food security Cluster has a membership of over 300 organizations

Currently, there are nine sub-national clusters that are coordinated by NGO vice-coordinators. The cluster is supported by a team of eight dedicated staff who work together with lead agency staff acting as field level Focal Points ensuring that support is provided to the local level clusters. This is complemented with over 30 elected cluster member volunteers in leadership positions such as Field Level Vice-coordinators, Strategic Advisory Group, Technical Working Groups and Cluster Review Committee.

The Nairobi based national cluster is the strategic hub while the sub-national clusters focus on operational implementation. Full cluster meetings take place on a bi-monthly basis and management of data and information takes place at the national level. The sub-national clusters send information to and via the national cluster.

The national cluster meetings are predominately information sharing as there are over 120 participating partners who attend the bi-monthly meetings. The Strategic Advisory Group (SAG) is made up of 30 elected partners with a mandate to oversee the strategic direction of the cluster.

General discussion with the co-coordinators on the Coordination Performance Monitoring tools.

When cluster coordinators are asked to ‘activate the survey’ the tool requires that activation and end date of the survey is the same for the national and the sub-national areas. In the case of Somalia FSC, these dates are of necessity going to be different. The national survey will be initiated on the 10 December and would partners are requested to complete by December 23. The sub-national survey will be sent to partners after the tool is introduced to the sub-national coordinators on 18 December and will require completion by Jan 4 2013. The need for such difference in dates is likely to be the case for the initial roll-out of this tool in other countries as national coordinators will need to introduce the survey to the sub-national coordinators and partners. By staggering the implementation, this may also help reduce confusion and focus response at the appropriate area among partners who are working at the national level as well as the sub-national level. Currently, the mechanics of the on-line system does not allow for different activation and closing dates for the various levels and areas. This may become a problem when the on-line survey is fully automated as it would automatically rollout the same dates for national and sub-national.

It was requested that the sub-national coordinators be given a different title to the national coordinators. Currently they are referred to as coordinators (albeit at the sub-national level). It was felt important that the distinction be made on the survey and they be referred to as sub-national coordinators, or vice-coordinators (as they are called in the FSC Somalia).

The number of cluster team members should be increased to 15. This will allow for large cluster teams.

In order to avoid misinterpretation of the survey as a policing tool, the coordinators requested that the survey be introduced as a review rather than a monitoring tool.
It was suggested that a similar tool be developed focusing on the role of OCHA at country level. Core functions and characteristics could be developed and then sent to cluster lead agencies, coordinators and cross-cutting issue focal points as well as to cluster SAG members or selected NGOs from each cluster. The same process of anonymous self-assessment, analysis then the participatory approach to discussion of result should be followed.

**Introduction of the performance monitoring survey to food security cluster partners. Food Security Cluster Meeting, 7 December 2012**

The introduction of the survey to partners was allocated as a specific agenda item during the FS bi-cluster meeting. The tool was introduced as an anonymous on-line review and self-assessment tool designed to review the performance of the cluster in achieving its six core functions including a component on accountability to affected populations. No questions were raised following the introduction of the tool and partners agreed to complete the survey. A copy of the presentation is attached as an Annex 3 to this report.

**Time line for implementation**

At the national level, the survey will be sent to partners on the 10 December. Partners will be asked to complete the survey by the 23 December. [However, as noted earlier the design of the tool means that the survey will not effectively close until Jan 4 2013.]

At the sub-national level, the survey will be sent to partners in four sub-national areas (Banaadir, Gedo Hargeysa, Lower Juba) on the 18 December. Partners will be asked to complete the survey by 4 January 2013.

A SAG meeting will be held mid-to-end January to discuss the results and the next steps. The results of this meeting will be shared with all partners and presented at the next bi-monthly meeting with partners.

**Somali Health Cluster**

The Somali Health Cluster is led by WHO and is coordinated by Dr Kamran Mashhadi. There is a sub-national health cluster coordinator based in Mogadishu. There are over 200 health cluster partners.

The survey will be launched at the national level as well as at the sub-national level in Mogadishu.

The survey and the coordination performance report were recognised as being an instrumental tool to strengthen the effective of the coordination mechanisms of the cluster. However, in order for the coordinator to ensure that the recommendations are fully understood and captured, it is important that they be present at the meeting with partners to discuss the results and the next steps. Due to current travel schedules, it will not be possible for the national coordinator to be present if the meeting were to be held in January. This leaves two options. The first option is to go ahead with the meeting and discuss the results and the next steps in January with an acting coordinator leading the discussions. A second option could be to postpone the discussion with partners to early February. In the meantime, the initial results / scoring could be shared with all partners with a request to consider possible next steps in preparation of the February meeting.
Discussion within the health cluster will take place in order to decide the most appropriate way forward.

**Introduction of the Coordination Performance Monitoring survey to health cluster partners: Health Cluster Meeting, 5 December 2012**

The introduction of the survey to partners was allocated as a specific agenda item during the health cluster monthly meeting. The meeting agenda was very full and many important agenda items went over-time. There was only a short amount of time available to introduce the tool. However, the tool was introduced as an anonymous on-line self-assessment tool designed to monitor the performance of the cluster in achieving its six core functions including a component on accountability to affected populations. No questions were raised following the introduction of the tool. Partners expressed agreement to complete the survey.

**Time line for implementation**

The survey was sent to national and sub-national partners on the 5 December. Partners were asked to complete the survey by the 20 December.

As the health cluster coordinator will be absent during January, the exact date of the meeting to discuss the results and the next steps have yet to be decided.

**WASH Cluster team**

**Introduction of Coordination Performance Monitoring to the WASH Cluster Coordinator, WASH Information Manager and the Regional Emergency Clusters’ Advisor (WASH)**

UNICEF is the WASH Cluster Lead Agency. Patrick Laurent is the recently appointed WASH cluster coordinator. There are over 170 active WASH cluster full partners. The WASH cluster has 13 sub-national operational areas.

The essential components of the Coordination Performance Monitoring covering the Checklist and the coordination performance report were introduced. The coordination performance survey, objectives and process were discussed.

In July 2012, the WASH cluster undertook a similar survey with partners. This survey was designed around the core functions of the WASH cluster to capture feedback from cluster members every six months (See Annex 4). Results from this survey may provide a base-line or comparison when the results of the second survey are available.

The possibility of using the July WASH survey in order to complete the final Coordination Performance Report was discussed as it is not necessary to use the developed survey in order to complete the Report. There are however three essential elements: 1-there has to be demonstration of the verifiable deliverables, showing what has been done; 2-the opinions of the cluster coordinator and cluster partners should be separately documented; and 3-a cluster meeting should take place and be documented where the opinions of the cluster coordinator and partners are considered side by side and any differences are explained, with corrective action mapped out for any areas of deficit.
During the visit a useful comparison of the WASH survey undertaken in July 2012 and the Coordination Performance Monitoring survey was produced by the WASH Regional Advisor. The summary of this comparison is included below:

<table>
<thead>
<tr>
<th>Summary of the comparison undertaken by the WASH Regional Emergency Adviser of the WASH Cluster survey of July 2012 with the Coordination Performance Monitoring tool survey December 2012.</th>
</tr>
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<tbody>
<tr>
<td>1. The previous WASH survey had 39 questions and the new survey has 45 questions.</td>
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<tr>
<td>2. There are 12 questions which overlap so 31% of the baseline figures could have a comparison.</td>
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<tr>
<td>3. There are notable areas not covered in both surveys:</td>
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**July 2012 survey (not covered)**
- Level of attendance and decision making power of attendee
- Analysis of capacity gaps, risks by partners
- Partners sharing assessment data
- Cross cutting issues
- Funding status reporting
- Monitoring formats
- Partner staff available for preparedness plan
- Decision making by affected populations

**December 2012 survey (not covered)**
- Capacity building plan
- Function of cluster in terms of actions, feedback mechanism, problem solving, coverage of positions, clear purpose
- Accuracy of cluster data
- Function of CC in terms of leadership, impartiality, collaboration between sub-national and national
- Sharing best practice
- Text questions on value added
- IM functions in terms of contact list, products, dedicated resource, effectiveness of regional focal points
- Government involvement
- Function of technical working groups in terms of products and usefulness

In conclusion there will be areas of performance of the cluster shown in the forthcoming survey that will not be able to be compared to the baseline data from July. For a full comparison, please see Annex 5.

The details of the process and steps to be undertaken in order to complete Coordination Performance Monitoring survey were discussed. The WASH cluster concluded that they will launch the process with partners in mid-December at national and at the 13 sub-national levels to allow time for the coordinator to brief and introduce the tool to all partners.

It was suggested that the Global WASH Cluster and members of the IASC coordination performance monitoring team to work with the Somalia WASH cluster to look into the possibility / feasibility of merging the current performance monitoring survey with the survey developed by the Somali WASH cluster in July 2012.
It was recommended that in the email sent to partners requiring them to undertake the survey, the time needed to complete the survey should be increased to 30 minutes. It was felt that to complete 45 questions and allow time for comments, at least 30 minutes should be allocated. It was felt that it would be preferable for people to finish in less time than to risk partners not completing the survey if it takes longer that they indicated time.

**Time line for implementation**

The survey will be sent to national and sub-national partners in mid-December. Partners will be asked to complete the survey by the early January 2013.

The results will be discussed with partners during the WASH Cluster meeting in late January.

**OCHA**

Gemma Sanmartin, is the recently appointed OCHA Inter Cluster Coordinator for Somalia.

The essential components of the Coordination Performance Monitoring covering the Checklist and the coordination performance report were introduced to the Coordinator. A specific introduction to the survey being launched in the Somali health, food security and WASH clusters was provided along with current timelines for each of the clusters. The final copy of the IASC Coordination Reference Modules as well as OCHA generic presentation on the Transformative Agenda was shared.

OCHA Somalia welcomes this initiative and we are looking forward to see the outcomes of this exercise and will be interested to receive the final report and recommendations from the three clusters as well as any best practices and challenges faced through-out the entire process.
Recommendations

1. The number of cluster team members should be increased to 15. This will allow for large cluster teams.

2. In the email sent to partners to undertake the survey, the time needed to complete the survey should be increased to 30 minutes.

3. It was requested that the sub-national coordinators be given a different title to the national coordinators. Currently they are referred to as coordinators (albeit at the sub-national level). It was felt important that the distinction be made on the survey and they be referred to as sub-national coordinators or vice-coordinators (as they are called in the FSC Somalia).

4. It may be useful to launch the survey at different times at the national and sub-national levels. This may help reduce confusion and focus response at the appropriate area among partners who are working at the national level as well as the sub-national level. In order to do this, the on-line activation form should specify the start and end dates for each separate coordination activation.

5. The initial introduction of the performance monitoring survey should be allotted adequate time at an appropriate slot in the cluster meetings. Suggested 15-20 minutes in total – at least 10 minutes to present – 5/10 minutes for questions and answers.

6. Although it is important to provide the results and feedback, it is essential that the cluster coordinator/s be present at the meeting when discussing the results with cluster partners. This discussion will inform priority actions of the cluster team in regard to the coordination functions. If the coordinator is not part of these discussions, they may not have a full understanding of the priorities expected by partners. Initial results could be shared with partners informing them of the expected date to discuss the next steps at a time when the coordinators can be present.

7. In order to obtain a full understanding of the implementation of the tool as well as to capture the reactions of partners a member of the focus group that developed the tool should be present in at least one of the three implementing cluster meetings in January/February where the results of the survey are discussed among cluster partners.

8. The Global WASH Cluster and members of the IASC coordination performance monitoring team to work with the Somalia WASH cluster to look into the possibility / feasibility of merging the current performance monitoring survey with the survey developed by the Somali WASH cluster in July 2012.

9. It was suggested by cluster coordinators that OCHA look into the possibility of developing a similar tool to monitor the performance of OCHA at the country level. Core functions and characteristics could be developed and then sent to cluster lead agencies, coordinators and cross-cutting issue focal points as well as to cluster SAG members and or selected NGOs from each cluster.
Key contacts

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<table>
<thead>
<tr>
<th>Names</th>
<th>Position</th>
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<tbody>
<tr>
<td>Astrid Sacristan</td>
<td>Information Management Officer</td>
</tr>
<tr>
<td>Florence Mutua</td>
<td>Information Management Programme Assistant</td>
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<tr>
<td>Bernard Mrewa</td>
<td>CAP-CHF-ERF Officer</td>
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<tr>
<td>Charles Kesa</td>
<td>Field Cluster Support Officer</td>
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<tr>
<td>Judy Kimaru</td>
<td>Communication Officer</td>
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<tr>
<td>Nancy Koech</td>
<td>Capacity Building Officer</td>
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<tr>
<td>Dher Ali</td>
<td>Protection Advisor</td>
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<tr>
<td>Michelle Dibenedetto</td>
<td>Consultant - Capacity building</td>
</tr>
</tbody>
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