



## Disclaimer

The opinions expressed in this report are those of the authors and do not necessarily represent those of the members / standing invitees of the Inter-Agency Standing Committee.

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## Acronyms

ACF	Action Contre la Faim
ADPC	Asian Disaster Preparedness Center
ALWG	Accountability and Learning Working Group
ASEAN	Association of Southeast Asian Nations
BCPR	Bureau for Crisis Prevention and Recovery
BIMSTEC	Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation
CAP	Consolidated Appeals Process
CERF	Central Emergency Response Fund
CMAM	Community-based Management of Acute Malnutrition
CWGER	Cluster Working Group on Early Recovery
DPDC	Disaster Peace and Development Council
DRR	Disaster Risk Reduction
ETC	Emergency Telecommunication Cluster
FAO	United Nations Food and Agriculture Organisation
FTS	Financial Tracking Service
GBV	Gender-Based Violence
GenCap	Gender Standby Capacities
GoUM	Government of the Union of Myanmar
GPS	Global Positioning System
HAP	Humanitarian Accountability Partnership
HC	Humanitarian Coordinator
IA RTE	Inter-Agency Real Time Evaluation
IASC	Inter-Agency Standing Committee
IFRC	International Federation of the Red Cross
IDP	Internally Displaced Person
IFE	Infant Feeding in Emergency
IM	Information Management
IMM	Integrated Monitoring Matrix
INGO	International Non-Governmental Organisation
LRC	Local Resource Center
MAPDRR	Myanmar Action Plan on Disaster Risk Reduction
MAS	Myanmar Agriculture System
MERLIN	Medical relief lasting health care
MIMU	Myanmar Information Management Unit
MRCSS	Myanmar Red Cross Society
NGO	Non-Governmental Organisation
PONJA	Post-Nargis Joint Assessment
PONREPP	Post Nargis Recovery and Preparedness Plan
PR	Periodic Review
ProCap	Protection Standby Capacities

RC	Resident Coordinator
RHO	Recovery Hub office
SC	Save the Children
SitRep	Situation Report
TCC	Township Coordination Committee
TCG	Tripartite Core Group
TEO	Technical Education Officer
TGH	Triangle Generation Humanitaire (TGH)
TMO	Technical Medical Officer
ToR	Terms of Reference
TPDC	Township Peace and Development Council
UN	United Nations
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNHABITAT	United Nations Centre for Human Settlements
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
US	United States
WASH	Water Sanitation and Hygiene
WFP	World Food Programme
3Ws	Who does What Where



## Executive summary

On May 2 and 3, 2008, Myanmar was hit by a cyclone of unprecedented force, which had devastating effects on the Irrawaddy Delta and, to a lesser extent, Yangon. It is believed that 2.4 million people were *severely* affected by the cyclone. Given the scale of humanitarian needs created by Cyclone Nargis, the cluster approach was rolled-out rapidly in the first few days to ensure a coordinated response from the international community. Eleven clusters were activated by the end of June 2009, when they merged into a new coordination mechanism, namely Delta Recovery Groups.

The response to Cyclone Nargis was selected as one of the six country studies in the framework of the cluster approach phase II evaluation. The evaluation mission was conducted in September 2009 and met a wide range of actors involved in the humanitarian response (UN agencies, international and local NGOs, the Red Cross and Red Crescent Movement, the Humanitarian Coordinator, donors and representatives of the Myanmar government).

This report presents the results of the Myanmar country study. It analyzes the effects of activating the cluster approach following Cyclone Nargis and also takes into account the political nature of humanitarian aid in Myanmar. The report seeks to inform the global level and to distill lessons learned for other regions where the cluster approach is likely to be activated in the future.

First, it must be noted that the humanitarian response in Myanmar cannot be attributed alone to the international aid actors. Local efforts played an impressive role. In this context, the cluster approach in Myanmar proved to be a relevant and effective mechanism to coordinate the international response to cyclone Nargis, but to a lesser extent to coordinate with the national and local response. Despite an initial implementation run in an isolationist manner vis-à-vis the local actors, the cluster approach managed after one year both to better involve the Government of the Union of Myanmar (GoUM) and local actors in the response and strengthen the capacity to respond to further disasters at national and regional levels. It also helped to increase coverage by avoiding duplications and identifying gaps.

Nevertheless, the performance of different clusters varied greatly. The level and quality of global cluster support was uneven. Most lead organizations fulfilled their cluster leadership responsibilities though there were marked differences in their levels of commitment and effectiveness. Collaboration between cluster members was good but did not eliminate all uncoordinated approaches at village level. The cluster approach enhanced accountability among cluster members but had only a marginal effect on accountability towards the HC, and did little to nothing to encourage or standardize basic accountability practices at community level.



More globally, the cluster approach in Myanmar had a positive impact on relations between aid actors and government authorities in country and helped to demystify protection issues within the government. On the other hand, the cluster approach focused almost all resources and activities on the Delta, with the risk of neglecting long-lasting humanitarian needs in the rest of the country, where clusters were not activated. Finally, the Myanmar case shows that the “silo” frame of the cluster approach goes against an integrated approach, which is key in a recovery process.

The study identified a range of factors that contributed either positively or negatively to the functioning of the cluster approach in the response to the cyclone:

- Factors which strengthened the response: clear designation of leadership, existence of non-UN co-leads and other proactive NGO support to cluster leadership, role of clusters and cluster leads when dealing with the GoUM, backing of UN OCHA at field level and the strengthening of common planning mechanisms.
- Factors which impeded the work of clusters: high turn-over of staff, lack of training in special facilitation and coordination techniques, lack of clarity of UN agencies’ roles with regards to food aid, food security, agriculture and early recovery resulting confusion with leadership, lack of clearly defined roles and reporting mechanisms between national (Yangon) and field clusters (in the Delta), lack of clear objectives in inter-cluster coordination limiting the ability of clusters to make cross-sectoral comparisons and determine priorities, vagueness of the concept of provider or advisor of last resort and lack of funding.

The following table presents a short description of the recommendations and of the findings leading to them.

## Recommendation 1

### Improve capacities, training and tools on the cluster approach

#### Findings related to recommendations

Little or inappropriate support from global clusters especially at township level (although it varied strongly from one cluster to another).

§§ 32, 36-39

Most leadership responsibilities were fulfilled by clearly designing cluster coordinators. However, there was a lack of adequate training and handbooks to guide cluster coordinators in their new role. In addition, there was a very high turnover.

§§ 42, 46, 50

#### Recommendations

##### **Global clusters**

Develop regional capacities of global clusters and disseminate training materials adapted to regional contexts;

Proactively seek input from the global towards the country level and maintain regular contact with the country clusters;

Promote online surveys about quality of support and seek improvements.

§§124-126

##### **Cluster coordinators' skills**

Improve surge capacity for cluster coordinators and require a minimum of 3-month commitment;

Develop and disseminate a hands-on cluster management manual;

##### **Knowledge management within the cluster approach.**

Improve knowledge management within the Clusters and reduce loss of information due to turnover.

Upon roll-out of the cluster approach, design trainings for cluster members and coordinators.

Ensure appropriate hand-over processes between different cluster coordinators.

§§ 127-131

## Recommendation 2

### Clarify roles and interaction mechanism between national and local clusters

#### Findings related to recommendations

Weak communication between Yangon and townships, especially when cluster lead agencies differed between the national and township levels. Information went only one way from field to capital.

§§ 39, 64

#### Recommendations

Assess the validity of having many sectorial clusters at the local level and build flexibility into the cluster approach by giving opportunities to locally reorganize clusters.

Clarify and ensure communication mechanisms between national and local cluster coordinators ;

Conduct regular visits of national and field cluster coordinators;

Formalize MoUs between national and local cluster lead organizations when they differ.

§§ 132-135

National gap prioritization exercises were ineffective because there was no proper information at this level.

§§ 81

Decentralize most activities to the field level (decision making, prioritization, information management);

§§ 136

## Recommendation 3

### Strengthen the role of UNOCHA to support the functioning of the cluster approach at field level

#### Findings related to recommendations

Role of UN OCHA was seen as instrumental for facilitating the implementation of the cluster approach, especially at township level.

§§ 34, 91

#### Recommendations

Reinforce/focus the role of UN OCHA at field level by establishing generic terms of reference and MOUs as a service to the clusters;

Enhance facilitation skills of cluster coordinators by designing need-based training at UNOCHA's hubs.

Implement hubs or field level presence as early as possible in the response.

§§ 137-139

## Recommendation 4

### Strengthen inter-cluster coordination and attention to cross-cutting issues

#### Findings related to recommendations

Inter-cluster coordination and Early Recovery cluster did not bring forward common analysis. Attention to cross-cutting issues was limited, although GenCap and ProCap helped to better address protection and gender issues.

§§ 45, 47, 61, 82

#### Recommendations

Instead of activating national and local early recovery clusters, provide other clusters with early recovery advisors services.

Revise the list of cross-cutting issues and designate 'cross-cutting' focal points in each cluster and organize cross-cutting working groups ;

Strengthen and improve surge capacity for technical advisory on cross-cutting issues.

§§ 140-142

## Recommendation 5

### Strengthen partnership between cluster members and cluster lead agencies

#### Findings related to recommendations

NGO co-lead improved the quality of cluster activities.

§ 43

#### Recommendations

Promote co-lead agreements between UN agencies and NGOs (international and local);

§ 143

Some conflicts of interest when cluster coordinators had a position within their organization in addition to their cluster coordinator role.

§ 49

Appoint dedicated cluster coordinators to limit potential conflicts of interest;

§ 144

High commitment of non-UN cluster members to the cluster approach and good level of collaboration between agencies. However, uncoordinated approaches still exist and there is no systematic monitoring on compliance with standards. In addition, the small number of decision-makers in cluster meetings, in particular at field level, hindered joint decision-making.

§§ 35, 53, 57-59, 80

Promote joint, harmonized and shared needs assessment within clusters and among clusters especially at field level;

Improve the attendance of decision-maker to cluster meetings or develop decision-making processes enabling to allow joint decisions during meetings.

§§ 145-146

Clusters have shown strong commitment towards information management. However, there were duplications with UN OCHA's information management system. Available 3Ws information are not detailed enough for planning at village level.

§§ 56, 62, 63

Promote information management up to village level and explore innovative information technology.

§147

## Recommendation 6

### Improve the involvement of local actors and accountability to the affected population

#### Findings related to recommendations

Better inclusion of national/local actors remains a challenge. The cluster approach was very isolationist in the first couple of months.

§§ 95-97

The affected population had little to say in the aid they received. They were poorly involved in programming and needs prioritizing.

§ 72

#### Recommendations

Actively encourage and facilitate the participation of local and national actors.

§ 148

As a contribution to creating more accountability to affected populations promote participatory tools among cluster members.

§ 149

## Recommendation 7

### Enhance accountability mechanisms within the cluster approach

#### Findings related to recommendations

Accountability between organizations has noticeably improved due to the implementation of the cluster approach in Myanmar. It has had very little effect on accountability towards the HC, on the other hand.

§§ 66-71

#### Recommendations

Monitor cluster performance against 5-6 indicators;

Improve accountability from cluster leads towards HC by linking the concept of provider of last resort to the HC system;

Increase the role of UN heads of agency in clusters and ensure reporting mechanisms between head of agencies and cluster coordinators.

§§ 150 - 152

## Recommendation 8

### Clarify relations between cluster approach and funding mechanisms

#### Findings related to recommendations

Cluster lead agencies acted as "advisor of last resort", not as "provider of last resort" as no financial resources were available.

§§ 48, 73

Cluster members had little understanding about CAP and CERF funding mechanisms. This led to tensions between cluster members and UN cluster lead agencies.

§§ 62, 111, 112, 113

Donor agencies have not funded clusters as entities.

§§ 74, 114

#### Recommendations

Re-think and reinforce the concept of provider of last resort by establishing funding mechanisms related to it.

§ 153

Clarify funding disbursement within clusters;

§ 154

Disconnect cluster work plans and writing of the Flash Appeal. Cluster approach should support the Flash Appeal and not the opposite.

§ 155

Invite donors early in the cluster approach to discuss potential common cluster projects and funding of common needs assessments.

§ 156

## Recommendation 9

### Exit strategy, flexibility and preparedness

#### Findings related to recommendations

The 'silo' frame of the cluster approach hinders integrated approaches, especially for rebuilding proper livelihoods.

§ 107

There were still a number of questions about the best timing for exit.

§ 98

The exit strategy was well anticipated and prepared. DRR strategy, contingency and disaster preparedness plans were designed.

§§ 92-94

#### Recommendations

Clarify the role and mandate of each cluster particularly with regard to food aid, food security, agriculture and early recovery.

§ 157

There is a need to clarify criteria for clusters closeout.

§ 158

Preparedness is key. Simulation games should be set up as standards inside the lead agencies;

§ 159

# 1 Introduction

- 1 Governed by a military junta since 1962 and cut off from diplomatic and economic relations with western countries since the 1990s, Myanmar remains one of the poorest countries in the world. Inhabitants both face a lack of respect for fundamental freedoms and are afflicted by inter-ethnic conflict in the border regions.
- 2 On May 2 and 3, 2008, Myanmar was hit by an unprecedented cyclone. With wind speeds of up to 200 km/h, Cyclone Nargis hit the Delta region hardest, making landfall in the Irrawaddy Division and passing on to Yangon. It is believed that 2.4 million people were *severely* affected by the cyclone. The official number of dead and missing is 130,000<sup>1</sup>.
- 3 Given the scale of humanitarian needs created by Cyclone Nargis, the international community had to combine diplomatic negotiations and operational means to access the affected regions. The cluster approach was activated in the first days of the emergency to ensure a coordinated response from the international community.
- 4 This report analyzes the effects of the activation of the cluster approach in the wake of Cyclone Nargis and takes into account the political nature of humanitarian aid in Myanmar. By the time of this evaluation the clusters were no longer active in Myanmar. The report therefore seeks to inform the global level and distill lessons learned for other regions, where the cluster approach will be most likely activated in the future.
- 5 This report is based on the following structure: Purpose, scope, methods and limitations (section 3), the country context (section 4), findings concerning the cluster approach (section 5), general conclusions (section 6) and recommendations and lessons learned (section 7). Additionally, Annex 1 contains an overview of the performance of individual clusters while they were active in 2008/2009.

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1 OCHA Situation Report No. 33, June 19, 2008.



## 2 Purpose, scope, method and limitations

- 6 This country report serves as an input to the global Cluster Approach Evaluation Phase 2. The evaluation assesses the operational effectiveness and the main outcomes of the cluster approach, as well as its interactions with other pillars of humanitarian reform, to inform and strengthen the ongoing humanitarian reform process. It does so on the basis of six country studies and extensive data and material gathering on the global level. In the case of Myanmar – one of the six selected countries - the report aims at generating recommendations for different stakeholders, especially for the global level because the clusters were closed in country as of June 2009.
- 7 This country report is based on extensive document analysis and data collection, carefully taking into account prior evaluation results in the country, a 16-day country visit by two evaluators, personal semi-structured interviews and focus group discussions with cluster coordinators and cluster lead agencies, the Humanitarian Coordinator (HC), the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) team in Myanmar, hub coordinators, cluster members, international non-governmental organizations (INGOs), local non-governmental organizations (NGOs), the Red Cross and Red Crescent Movement, donors and representatives of the Myanmar government. Participatory assessments with affected population took place in seven villages in the two most affected townships of the Delta (Bogale and Labutta). The sites were selected to represent both easily-accessed villages and remote areas where aid was delivered much later. Please see Annex 3 for the list of persons interviewed. Annex 4 contains the list of documents and literature consulted. Preliminary findings and thoughts were presented in a debriefing session held with an open invitation to the local Inter-agency Standing Committee (IASC) and all people consulted during the mission.
- 8 The evaluation faced a number of special circumstances and limitations, including:
  - *Evaluation fatigue:* Numerous evaluations of the humanitarian response to Cyclone Nargis were carried out prior to this one, including the Inter-Agency Real time Evaluation (IA RTE) and stand-alone evaluations in almost every individual cluster. Moreover by the time of this country visit the local IASC had just received its first draft of a self-commissioned joint appraisal of the overall IASC response one year after Nargis. Consequently, humanitarian actors were reserved about another evaluation team that risked duplicating efforts and wasting stakeholders' time.

- *Lack of comparable data:* Cyclone Nargis was an unprecedented disaster for the country. No previous data or control group was available to compare the quality of this response to previous responses to other natural disasters in country.
- *Lack of institutional memory and people with “historical knowledge”:* Due to very high staff turnover in humanitarian organizations and due to the timing of the evaluation (the country visit took place three months after the closure of the clusters in June 2009) most of relevant staff who took part in the cluster meetings were no longer accessible. Moreover, few individuals from the beginning of the crisis were still present and had “historical” knowledge of the first months of the activation of the cluster approach. When feasible, the evaluation team contacted individuals who were present in the early stage of the crisis through telephone and email to fill information gaps, but by no means could such efforts fully compensate for this serious information gap.
- *No in-depth country evaluation:* The Myanmar country report is one of six stand-alone country studies conducted in the context of the Cluster Approach Evaluation Phase II. The country studies are conducted with the aim of informing the assessment of the cluster approach as a whole and do not constitute full evaluations of the humanitarian response at country-level.

## 3 Country context

### 3.1 Myanmar humanitarian context before Nargis

- 9 Myanmar (formerly Burma) has been governed by a military regime since 1962. Before Nargis, it already faced a deepening and largely unnoticed humanitarian crisis, namely the consequences of a decade-old conflict with ethnic minorities in the north (Karen and Shan states) as well as forced resettlements of ethnic minorities in the north and west (in Rakhin state). These people's homes and fields were destroyed and suffered forced labor and other human rights violations primarily in areas where the Myanmar army operated. Access to affected regions for humanitarian organizations was (and still is) restricted. Since the early 1990s, the government has signed ceasefire agreements with a number of these groups but insecurity remains a major problem and hundreds of thousands have been displaced, fleeing conflict and violence.
- 10 Before Nargis, most humanitarian actors had been present in these border regions (Rakhin State, Kayah State, Shan State North and East, Tanintharyi). The humanitarian response was organized geographically and collaboration with the government was limited by the nature and context of the conflict.<sup>2</sup> At national level, coordination meetings existed but their activity was limited. The political climate fostered a certain "suspicion" among aid organizations, which seemed reluctant to openly share their data.
- 11 Contingency plans were being developed prior to Nargis to establish a dormant cluster system, but were neither finished nor operational when Cyclone Nargis hit the country. Aid actors were therefore insufficiently prepared to react to such a disaster and, even more importantly, few were trained in the cluster approach.
- 12 Since the mid 1990s, Western donors have imposed sanctions on Myanmar and have restricted their support to funding only humanitarian aid programs. Myanmar received technical assistance (mostly from Asia), limited humanitarian aid and debt relief from Japan and China, and concessional loans from China and India. While government repression and economic mismanagement are primarily responsible for the situation, independent observers state that 20 years of sanctions and aid restrictions have made matters worse while failing in their objective of bringing about political change. Myanmar receives one-twentieth the aid of other least developed countries, and Western countries severely restrict the activities of

Long-lasting humanitarian crisis in the border regions

Minor coordination capacity in-country

No operational contingency plans

Funding restrictions for political reasons

2 The United Nations and organizations such as Amnesty International regularly denounced human rights violations by the government. Also the government does not recognize the concept of "Internally Displaced Persons (IDPs)".

international agencies for political reasons.<sup>3</sup> In the wake of Cyclone Nargis however, the international community provided over \$304.3 million to Myanmar through the UN system for humanitarian relief.<sup>4</sup>

- 13 Finally, the means of communication in country were (and still are) extremely limited: a government-controlled and unreliable Internet connection and a telephone network that covers only urban zones.

Limited communication means

### 3.2 The humanitarian response to Cyclone Nargis

- 14 Cyclone Nargis was the worst natural disaster in Myanmar's recorded history and one of the deadliest storms of all time. It hit Myanmar on May 2 and 3, 2008, affecting some 2.4 million people living in the Ayeyarwady and Yangon areas. Almost 140,000 people were killed or remain missing.<sup>5</sup> The disaster caused widespread destruction of homes and critical infrastructure, including roads, jetties, water and sanitation systems, fuel supplies and electricity. A large number of water sources were contaminated and food stocks damaged or destroyed.<sup>6</sup>

Cyclone Nargis, an unprecedented disaster

- 15 From the beginning of the response, access was a key issue. The physical terrain of the worst hit areas (mostly sea with small inhabited islands) poses considerable challenges in identifying populations in need and delivering assistance to them effectively. Additionally, the government was hesitant to provide access for international aid workers<sup>7</sup>. Foreign aid workers in the country faced tight restrictions on access, especially to the worst affected areas in the Delta<sup>8</sup>. Most were delayed by longstanding government policies requiring international staff to have permits for all travel. Many international experts also did not gain immediate access due to visa difficulties and were forced to wait in Bangkok.<sup>9</sup> Consequently, a parallel cluster system was activated in Bangkok.

Difficult access to the country and to the Delta

- 16 The Government of the Union of Myanmar took the lead in coordinating national efforts through establishing an Emergency Committee headed by the Prime Minister. The national response was supported by the acting Humanitarian Coordinator (HC) and the IASC country team, which rolled out the cluster approach immediately to strengthen its coordinated humanitarian response to the emergency. Rapidly, eleven clusters were established. A United Nations Disaster Assessment and Coordination (UNDAC) team was deployed in Bangkok to support these efforts.

Joint assessment and monitoring efforts under the TCG

3 International Crisis Group, Burma/Myanmar after Nargis, Asia Report Nr 161 (October 2008)

4 U.S. Department of State, Background Note on Burma (July 2009).

5 United Nations Office for the Coordination of Humanitarian Affairs. Myanmar Cyclone Nargis, OCHA Situation Report No. 48, 12 September 2008.

6 Tripartite Core Group. Post Nargis Joint Assessment (July 2008).

7 UN Myanmar Revised Appeal (July 2008).

8 International Crisis Group. Burma/Myanmar after Nargis: time to normalise aid relations, (October 2008).

9 UN Myanmar Flash Appeal (May 2008).

- 17 An agreement to allow humanitarian aid workers entering into the affected areas was concluded on May 23. A key development was the establishment of a Humanitarian Task Force by the Association of Southeast Asian Nations (ASEAN) to lead and facilitate the international response. The task force was complemented on the ground by a Tripartite Core Group (TCG) consisting of high-level representatives of the Government of the Union of Myanmar (GoUM), ASEAN and the United Nations (UN). This ASEAN-led coordination mechanism has played a leading role in the post-Nargis response, providing a forum to foster cooperation and resolve issues affecting the efficient delivery of aid. Leading role played by ASEAN to foster cooperation
- 18 UN OCHA was not present in the country at the onset of the emergency and provided a number of successive short-term representative staff in the initial weeks. The Head of Office however could not arrive before June 17. Only two to three months after the emergency, UN OCHA was able to set up 6 hubs in the affected townships (Yangon, Bogale, Labutta, Pyapon, Mawlamyinegyun, Pathein). Late arrival of UN OCHA
- 19 Most of the life-saving activities were carried out by national actors prior to the arrival of international agencies in country.<sup>10</sup> Monks, local organizations, local businesses, national celebrities, schools and groups of citizens were able to mobilize funds and complement efforts provided by the GoUM and neighboring countries. Impressive local effort
- 20 After a couple of weeks, UN agencies and other international organizations were deployed in the country. More than 270 international UN staff and at least as many international staff from NGOs had traveled to the affected areas as of July 6, 2008.<sup>11</sup>
- 21 One week after Nargis, the international community issued a Flash Appeal to raise funds for emergency needs. This appeal was revised to \$481,803,946 in July and issued for one year. In December, the TCG led the writing of the Post-Nargis Recovery and Preparedness Plan (PONREPP), a three-year recovery plan to cover the transition from emergency relief to recovery needs. Funding mechanisms
- 22 The Post-Nargis Joint Assessment (PONJA), whose first results were released on July 21, was conducted under the umbrella of the TCG. It was followed by two series of assessments or Periodic Reviews (PR), undertaken in December 2008 and June 2009, to monitor the recovery progress in the cyclone-affected areas and identify people's needs. In addition, a Social Impacts Monitoring was carried out in November 2008 to examine, at the community level, the social impact of Nargis and the responses to it. Joint assessment and monitoring efforts under the TCG

<sup>10</sup> Turner, Baker et al. IA RTE of the humanitarian response to cyclone Nargis in Myanmar (December 2008)

<sup>11</sup> UN Myanmar Revised Appeal (July 2008)

23 Fourteen months after Nargis, all stakeholders involved had done impressive work. The following achievements were officially summarized for the IASC response <sup>12</sup>:

Main achievements

- 1,100,000 people receiving food aid
- 31,600 nutrition support to malnourished children
- 1,400 schools repaired
- 930,000 patient health consultations
- 39,651 destroyed houses rebuilt
- 3,500 pounds cleaned
- 50,000 latrines conducted
- 230,000 households receiving agriculture support
- >90% emergency shelter to affected people

### 3.3 The Cluster approach in the response to Cyclone Nargis

24 The cluster approach was activated after the passage of the cyclone by creating 11 clusters in Yangon as requested by the acting HC. Indeed, as the GoUM had expelled the previous HC/RC, there was no assigned HC/RC in country when Nargis hit Myanmar. Consequently, the United Nations Population Fund (UNFPA) country representative was designated as acting HC and supervised the humanitarian response supported by the World Food Program (WFP) country representative<sup>13</sup> until the new HC/RC (nominated at the end of May 2008) took fully his HC position around September 2008. At the beginning of the crisis, cluster meetings took place in Yangon and Bangkok, where most aid actors had to wait for their visas. In the Delta coordination was organized quickly, at first in the form of general meetings that progressively became cluster meetings. UN OCHA supported local coordination efforts by setting up six hubs during the summer.

12 IASC, Myanmar, Cyclone Nargis: 14 month on page (2009)

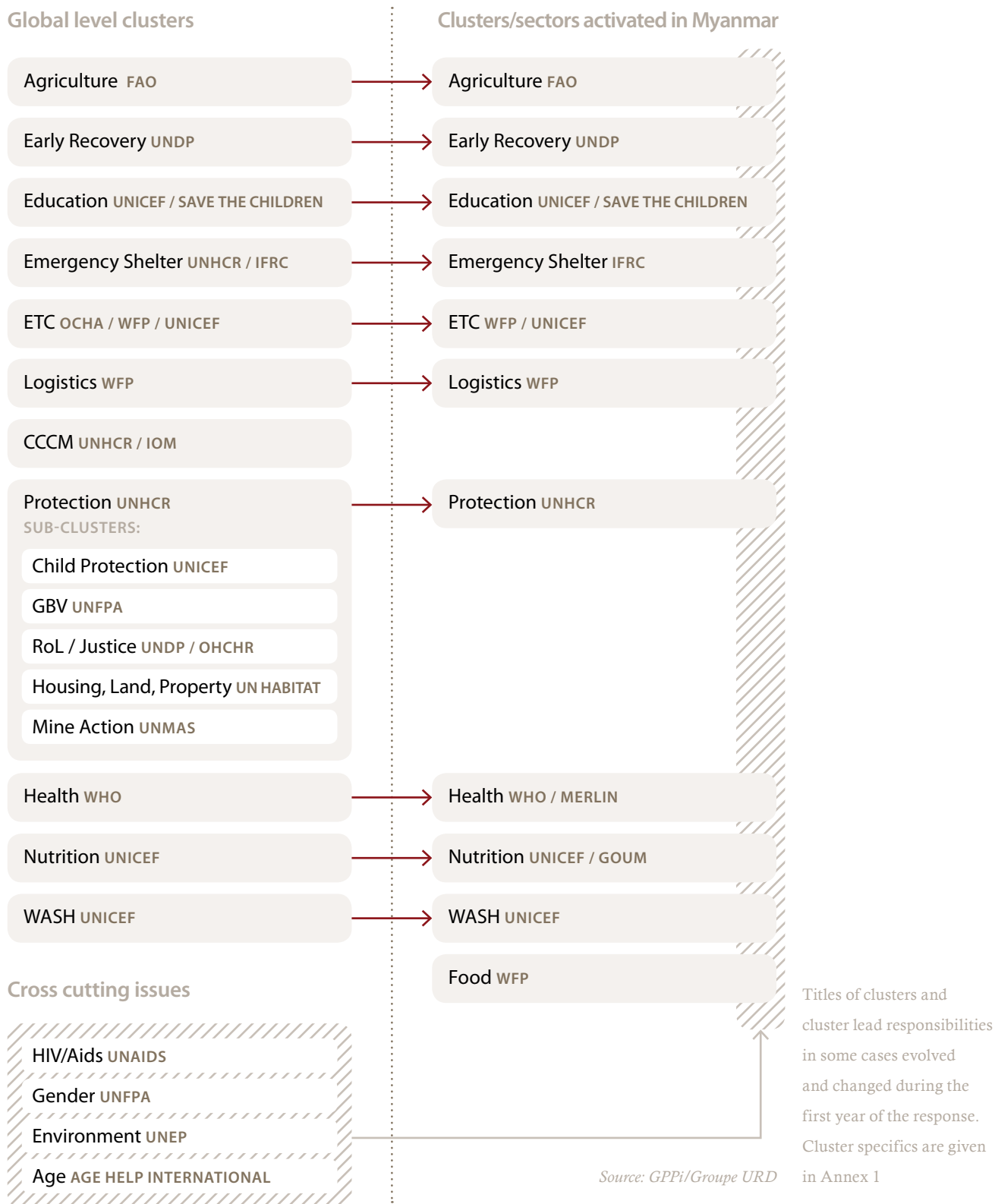
13 The WFP representative served as acting HC in the first week of the emergency because the acting HC was not in country when Cyclone Nargis hit Myanmar.

- 25 A few weeks after the cyclone, the cluster approach was operational through two coordination levels: meetings at the Yangon level for strategic coordination (development of standards, mobilization of resources, identification of gaps...) and at the township level for operational coordination and implementation.<sup>14</sup> Two coordination levels: Yangon and townships
- 26 A cluster lead agency was assigned to each cluster at the national level in accordance with the design of the cluster approach at global level. At township level however, in cases where the national cluster lead agency was not operational or incapable of taking on the leadership role, other organizations (UN agencies or international NGOs) were identified as cluster lead agencies. Assignment of cluster lead responsibilities

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14 The efficiency of this two level coordination system seemed questionable to the evaluators because of the findings that will be discussed in the upcoming section of this report.

## Illustration 2 Global clusters/cross-cutting issues and clusters/sectors activated in Myanmar



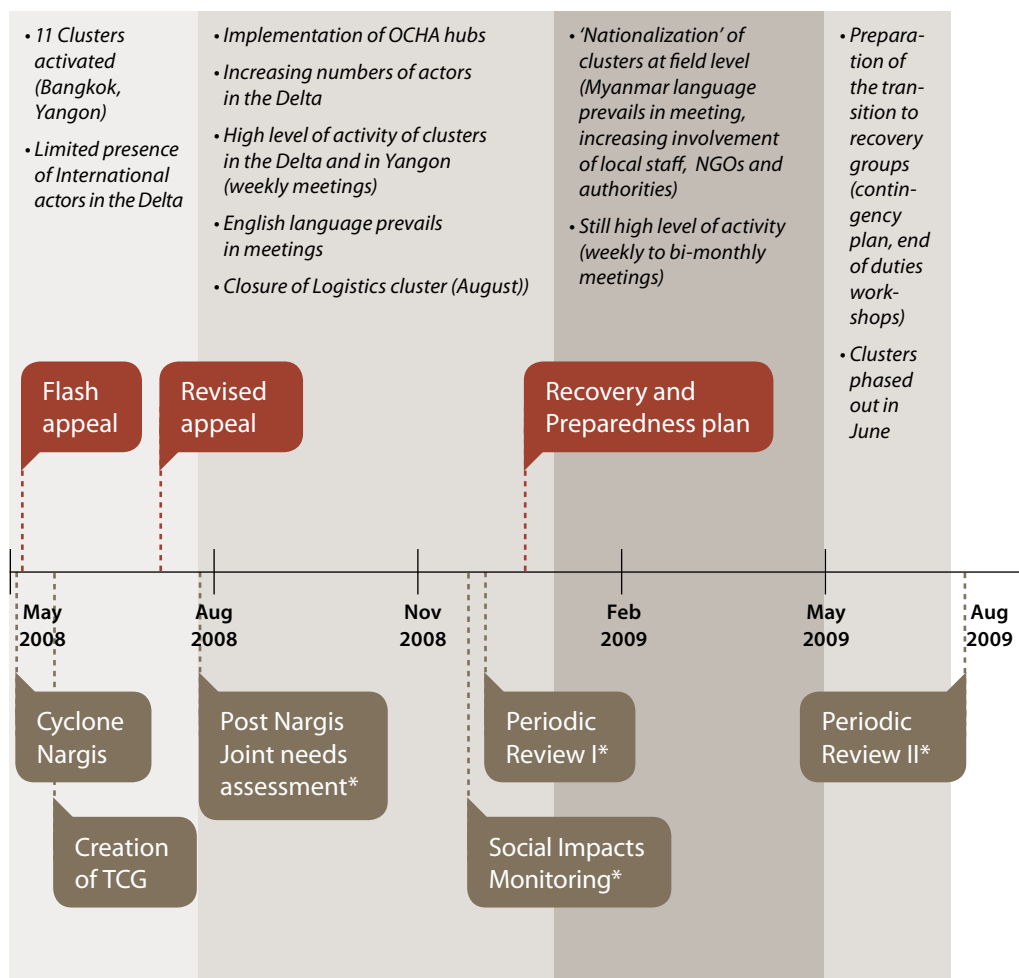


- 27 One of the constraints faced during the implementation of the cluster approach was the weakness of the telecommunications network within Myanmar and in particular within the Delta. Although the Emergency Telecommunication Cluster (ETC) via the United Nations Children's Fund (UNICEF) set up internet connections at hub level, the actors had only restricted access to the internet, which no doubt accentuated the communication difficulties between Yangon and the Delta.
- 28 Generally, clusters were phased out in June 2009, two months after the Revised Appeal ended. Two clusters had previously been closed: the Logistics cluster during summer 2008 and the Education cluster in March 2009. To replace the clusters the TCG developed a new coordination mechanism to support implementation of the PONREPP. Annex 5 gives an overview of the planned coordination setup for the Delta and for the rest of the country. This coordination mechanism is based on a sector-integrated approach with three Recovery Groups (basic services, livelihoods, physical and special protection), supported by four Recovery Hub Offices (RHO) (in replacement of the six UN OCHA hubs). At the time of the evaluation, the transition from clusters to Recovery Groups and from hubs to RHO was in full progress.

Cluster phase out

### Illustration 3

#### Timeline of events and cluster system dynamics



\* Publication dates of the reports

Source: GPPi/Groupe URD

## 4 Findings

- 29 This section presents the evaluation of the cluster system's overall performance in Myanmar. Following the logic model for the cluster approach developed in the Phase Two Cluster Evaluation Framework<sup>15</sup> the report analyzes support for clusters, predictable leadership, partnership and cohesiveness, accountability, gaps filled and greater coverage, ownership and connectedness, as well as intended and unintended effects of the introduction of the cluster approach and interactions with other pillars of UN humanitarian reform.
- 30 Each sub-section first describes what the cluster approach was intended to achieve. It then outlines the main achievements and progress made, followed by a discussion of the main problems and areas for improvement.

### 4.1 Cluster support: global clusters, UN OCHA and inputs by Cluster Leads and Members

- 31 Under humanitarian reform, global clusters are intended to strengthen system-wide preparedness and technical capacity and support humanitarian response by developing standards and policies, building response capacity and providing operational support.<sup>16</sup> Through global cluster appeals, over \$57 million were raised to finance the activities of global clusters between 2006 and 2008. The role and responsibilities of OCHA in the cluster approach is only partly and implicitly defined by an IASC Operational Guidance from 2008 and OCHA tool kits from 2007. Since then there has been no clarification regarding the interplay between OCHA and the cluster approach.<sup>17</sup>
- 32 Though different global clusters provided varying levels of support, in general, humanitarian actors at Yangon level were not satisfied with the support they received. According to the actors interviewed by the evaluation team, no support was provided at the township level. However, there was widespread recognition of the work done by UN OCHA in implementing the cluster approach and particularly at the township level.

#### Main achievements and progress made

- 33 Most of the time, national clusters benefited from guidelines, policies and handbooks elaborated by global clusters. Yet these guidelines were not always considered appropriate by cluster members or did not answer the needs of the field

15 Alexander, Logical Framework (2009).

16 Inter-Agency Standing Committee (IASC), Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response, p. 4.

17 IASC (2008b); OCHA (2007b)

workers, in particular for needs assessment. In some cases, training and technical advice groups were established, such as for the Health or Nutrition clusters. Human resources have been made available for clusters thanks to punctual expertise or advisor/cluster coordinators. For example; the WASH Global Cluster Rapid Response Team deployed one staffer in February 2009 to support WASH cluster members in managing the water scarcity. The Early Recovery cluster/network was augmented by surge personnel deployed by BCPR in Geneva. GenCap and ProCap advisors were also provided. More rarely, global cluster coordinators personally made on-site visits. The Nutrition cluster benefited from this type of visit, which has been perceived as a positive element by the cluster coordinator in charge, and has led to technical exchanges over the latest treatment techniques for acute and moderate malnutrition.

A wide range of support was provided by global clusters

34 At the Delta level, the cluster approach benefited from the support of a certain number of actors. Although UN OCHA appeared late in the Delta, it has established hubs in six townships, in partnership with ASEAN. The platforms permitted the clusters to function by offering training to cluster coordinators and members, and providing a space for information exchange and meetings. In some cases, the staff of UN OCHA and ASEAN genuinely assisted cluster coordinators through note taking and dissemination of information (cluster meeting minutes, meeting schedules etc.).

UNOCHA and ASEAN: essential relays for the cluster approach at field level

35 Cluster members were also critical to the functioning of the approach. Beyond the provision of time and resources to take part in various meetings, some organizations actually ensured the role of cluster coordinator in the areas of the Delta where there was no presence of the designated UN agency cluster lead (e.g. German Agro Action held the role of cluster coordinator for the agricultural cluster at township level), or by seconding staff to cluster coordinator functions or by co-leading some clusters. (e.g. Merlin has been co-lead of the Health cluster and SCF for the Education cluster and the Protection cluster). Finally, financial resources were allocated to evaluation processes and lessons-learned exercises, such as ACH who conducted the WASH cluster evaluation on behalf of the Global cluster.

Significant inputs from other cluster members

### Main problems and areas for improvement

36 Still, despite some examples of support given by global clusters, their input has been generally perceived as insufficient or inadequate. It should be pointed out first that within any given cluster, support from the global cluster can be perceived very differently from one member to another. Often cluster coordinators and / or cluster members received support but, because of staff turnover and problems of institutional memory, their successors were unaware of the help. This also highlights that the support from global clusters consisted of punctual acts given at a certain moment to the cluster. Thereby only those people who were present in

Punctual support throughout time

the country at that moment benefited from the support. In some cases, punctual aid can be justified (e.g. expertise provided for the management of a particular crisis, guidelines, etc.). In other cases, closely monitored aid over time seems necessary considering the high rate of turnover in some teams (e.g. training for the implementation of clusters).

- 37 Many actors in Myanmar, particularly the UN cluster lead agencies present before the crisis, had little or no knowledge of the existence and role of global clusters. Uninformed, they could not really take the opportunity offered by global clusters and did not know what they could ask from them. Meanwhile the global clusters were rarely proactive towards them. For example the Information Management (IM) focal points were unaware of the consultations that had taken place at the global level on standard IM tools and said that a consultative process with partners would have been useful for developing the tools, especially the ‘Who does What Where’ (3W) entry form and products.<sup>18</sup>
- 38 Where the Global Clusters provided support, the cluster members often complained that the support received was not on time. With respect to the Water Sanitation and Hygiene (WASH) cluster, the WASH Cluster Coordination Handbook was received after the cluster had already finished its work and the arrival of the expert for the crisis of water scarcity during the dry season was considered too late.<sup>19</sup>
- 39 Finally, knowledge of global clusters was non-existent at township level. Global cluster support products or services were received at the national level, but not transmitted to the local level due to a lack of communication in the country. This could be especially observed in cases where cluster lead agencies differed between the national and local levels.

Lack of clarity about possible support and no proactivity from global clusters

Time issue of given support

## 4.2 Predictable leadership

- 40 The cluster approach was designed to improve humanitarian response by clearly designating lead organizations that are expected to coordinate activities, ensure attention to cross-cutting issues and act as providers of last resort for all key sectors.<sup>20</sup>
- 41 There were good levels of commitment and activity on the part of lead organizations. Most fulfilled their coordination duties yet did not act as providers of last resort as this is normally understood.

18 MIMU, Summary of the “Nargis Information Management lessons learned discussion”, (June 2009)

19 Interviews with cluster members.

20 IASC, guidelines (2006)

## Main achievements and progress made

- 42 Cluster coordinators were clearly designated and Terms of Reference (ToRs) drawn up, but not all clusters were equally committed or active. Among the most active were those with dedicated coordinators, such as Health, Protection and Nutrition and certain clusters such as Agriculture, where the coordinator exercised a dual function. Designated cluster coordinators
- 43 The presence of a NGO co-lead proved very beneficial in Myanmar both in terms of improved leadership and continuity of cluster activities. Good examples are Save the Children co-leading the Education cluster or Merlin co-leading the Health cluster. Co-lead arrangements were consistently cited as a factor in the success of clusters. In the IA-RTE, the authors state that “The health cluster was ranked highest by virtually all respondents”, and the positive features they mentioned included “(...) co-chairing by UN and NGO. Co-chair arrangement was perceived to limit potential conflict of interest, reduce problems related to frequent cluster leads, the possibility of spending more time in the field”.<sup>21</sup> At the national level as at the township level, the GoUM took up a role in the cluster by e.g. co-chairing the Nutrition cluster (more under §89-90). Co-lead by NGO  
Good practice: Merlin as co-lead in the Health cluster
- 44 In most cases, humanitarian actors felt that the cluster leads had the necessary technical know-how to fulfill their role, though some doubts were expressed about the suitability of the United Nations Development Program (UNDP) leading the Early Recovery cluster and UNICEF leading the WASH cluster. The roles of these two agencies were particularly questioned because they are direct project implementers, unlike UN agencies such as the Food and Agriculture Organization (FAO) or the World Food Program (WFP), which work through implementing partners.<sup>22</sup> Indeed, many questions about their capacity to manage both coordination and operations were raised.
- 45 Cross-cutting issues were increasingly included over time in the Protection cluster, where gender and Gender Based Violence (GBV) tools and resources were developed (based on the IASC Gender Handbook and IASC GBV Guidelines) as well as several gender trainings conducted (for both Save the Children (SC) members and representatives from other clusters). The Gender Standby Capacities (GenCap) and Protection Standby Capacity (ProCap) advisors proved to be essential for raising awareness and including cross cutting issues into important areas of the response.<sup>23</sup> Other examples of initiatives to promote cross-cutting issues is the UN HC/RC and UNAIDS initiative to hold a workshop on field testing of draft IASC guidance on HIV in Emergencies.<sup>24</sup> GenCap and ProCap help bring attention to protection and gender

21 Turner, Baker et al. IA RTE of the humanitarian response to cyclone Nargis in Myanmar (December 2008). p.14.

22 Interviews with an international NGO conducted in September 2008

23 Penter, GenCap Advisor report (2009)

24 Sitrep n°46 (August 2008)

## Main problems and areas for improvement

- 46 Dedicated cluster coordinators often had short-term contracts (weeks to months) and cluster activities suffered a very high turnover of cluster coordinators.<sup>25</sup> This resulted in severe gaps between two assignments, led to temporary situations and replacements of dedicated cluster coordinators with someone who assumed other tasks in parallel. All cluster members have cited this turnover as a massive handicap for the overall operation of clusters, preventing any sensible continuity of action.<sup>26</sup> High turnover of cluster coordinators
- 47 It is the responsibility of the cluster lead organizations to make sure that cross-cutting issues such as gender, diversity, age and the environment are properly taken into account. With the exception of the Protection cluster, the inclusion of cross-cutting issues was found a weak link in the response to Cyclone Nargis.<sup>27</sup> One explanation is that mainstreaming gender was not a priority of the PONREPP leadership and therefore not prioritized by the cluster focal points and their partners.<sup>28</sup> Others also did relatively little: in the Shelter cluster – to mention only one example - the environmental impact of the shelter response was not considered. Although alternatives (e.g. local shelter materials instead of tarps) would have been possible (while undoubtedly also delaying the response), they did not appear to have been widely discussed or incorporated into a longerterm recovery plan until only very late when there were (early recovery) efforts of UN-HABITAT.<sup>29</sup> Cross-cutting issues (here: Disaster Risk Reduction (DRR), environment etc.) were included in the scope of the Early Recovery cluster.<sup>30</sup> However and despite the strong support provided by the Bureau for Crisis Prevention and Recovery (BCPR)/Cluster Working Group on Early Recovery (CWGER) in Geneva, the work of the Early Recovery cluster/network did not really led to better address them. Several reasons might explain this observation: Difficulties to properly address cross-cutting issues
- There was a lack of clarity in leadership between UNDP and the office of the UN RC. In a presentation made at the Early Recovery Practitioners' Forum in Copenhagen, October 2008, the author stressed that: “UNDP has the global mandate to lead the Early Recovery Cluster and Network, including in the IASC engagement with the government. In the peculiar circumstance in Myanmar, this has been awkward. There is the UNRC office that has an Early Recovery Advisor overseeing the Early Recovery Cluster/Network.”<sup>31</sup>

25 For example, the WASH cluster had 5 different WASH cluster coordinators.

26 Turner, Baker et al. IA RTE of the humanitarian response to cyclone Nargis in Myanmar (December 2008). p.15

27 Food cluster lessons learnt workshop (July 2009). “there was no integration of cross-cutting issues e.g. land issues”.

28 Penter, GenCap Advisor report (2009).

29 Alexander, Shelter cluster evaluation, p. 22; UN-HABITAT, Shelter Cluster Lessons Learned (2009).

30 Guidance note on Early Recovery (October 2007)

31 Myat, Early Recovery Practitioners' Forum,, Copenhagen (October 2008)

- The Early Recovery Network for inter-cluster coordination overlapped with the inter-cluster meetings.<sup>32</sup>
- The Early Recovery cluster consisted of working groups for thematic areas not covered by other clusters.<sup>33</sup> This was a “patchwork” of different activities that were unrelated and had a detrimental effect on the effectiveness of the cluster.
- Within the Early Recovery Cluster, the question of DRR was organized as a working group. Again, those involved in the DRR were disappointed to have been “placed” in a particular cluster while the DRR was an issue to be tackled by each sectoral cluster.

48 The concept of provider of last resort was mostly unfamiliar to cluster coordinators and its implementation differed widely among actors. In most cases, agencies had no specific financial capabilities to fill gaps and therefore acted as “advisor of last resort” (in accord with the IASC guidance on the provider of last resort concept). In the case of the WASH cluster, UNICEF was able to provide additional resources to meet the needs of drinking water during the drought season. On the other hand, the Agriculture cluster, under-funded via the Flash Appeal, was not able to mobilize additional resources from donors despite advocacy efforts provided by the cluster lead. This questions at least two things: an unclear role/engagement of donors in the cluster approach and the actual opportunity for a lead agency (willing as it might be) to translate the concept of advisor or provider of last resort into reality. It also questions the ability of clusters to prioritize among themselves and present a clear quantification of needs in any priority sector.<sup>34</sup>

Provider of last resort

49 Despite the provision of dedicated cluster coordinators, many cluster coordinators have both taken over a position within their organizations and the cluster coordinator role. Such situations of wearing a “double hat” have not always been well received by the cluster members<sup>35</sup> who question how one person can both represent the interests of his agency and the common interest.

Persistence of dual functions of cluster coordinators

50 Prior to being recruited, the majority of cluster coordinators received neither adequate training nor a handbook to guide them in their new role. They had to learn to fulfill their responsibilities “on the job”. Only at local level, UN OCHA / ASEAN organized trainings in the hubs to support local (mostly Myanmar) cluster

No properly trained cluster coordinators

32 Early Recovery Cluster and Network Myanmar. Early Recovery Strategy. A community-driven approach to begin restoring lives and livelihoods in Myanmar, post-Cyclone Nargis (June 2008).

33 This includes the following thematic areas: non-agricultural livelihoods, social recovery, community infrastructure, environment and disaster risk reduction.

34 There were several attempts during the first year of the Nargis response but apparently without the desired results. See for example inter-cluster-meeting minutes April 2009 as well as evidence from personal interviews.

35 Issue raised during interviews.



coordinators, which proved to be effective.<sup>36</sup> Indeed, at local level, the functioning of the clusters relied predominantly on the presence of the UN OCHA hubs. Many cluster leads had much difficulty managing both operations and coordinating tasks. In many cases where the cluster lead was not fulfilling its role, UN OCHA filled these gaps.

### 4.3 Partnership and Cohesiveness

- 51 The cluster approach was also intended to strengthen humanitarian response by supporting the work of humanitarian actors as equal partners (as defined in the Principles of Partnership),<sup>37</sup> strengthening the coherence of their policies and activities and ensuring compliance with minimum standards. The clusters were created to enhance partnership and coherence both within and among clusters.
- 52 The cluster approach has created stronger links between UN and non-UN organizations and allowed the implementation of a good level of collaboration between agencies: information sharing, development of common objectives, strategies and standards. However, this has not been completely implemented and uncoordinated approaches still exist. The relationships between national/local and international NGOs and between international actors and the government are analyzed in the chapter ‘Ownership and connectedness’.

#### Main achievements and progress made

- 53 All clusters had regular and well-documented meetings, both at Yangon level and in the townships. Most of these meetings were well attended and especially in the beginning much needed because they were the only source of information (especially for smaller international agencies) available. After the immediate crisis, however, meetings were still mainly used for the exchange of information and project updates, less so for common planning or joint needs assessments. 62.
- 54 At Yangon level, all clusters operating in Myanmar defined common cluster strategies and work plans.<sup>38</sup> Almost all worked to develop standards with the government (see chapter about Ownership and Connectedness), taking into account context specifics and Sphere standards.<sup>39</sup>

Good level of participation in cluster meetings

Common strategy and country-specific standards have been developed

36 The evaluation team heard about training provided by OCHA on how to coordinate a cluster in Labutta (September 2008).

37 These are, according to Global Humanitarian Platform (2006), equality, transparency, results-based approach, responsibility and complementarity. For more details see: <http://www.globalhumanitarianplatform.org/pop.html#pop>, accessed 29/12/2009

38 UN Myanmar Revised Appeal (July 2008).

39 Emergency Shelter Strategic Framework (2008). “Shelter strategic framework was coherent with SPHERE standards”, also see documentation of lessons learnt in Shelter Sector UN-HABITAT (2009).

- 55 Led by the TCG, an initial Post Nargis Joint Needs Assessment (PONJA) followed by two monitoring reviews (Periodic Review I and II) were conducted. All clusters were strongly involved in these processes. In addition, at township or village track level, some joint assessments could be seen and NGOs implemented some projects complementary. However there is no evidence that complementary approaches in terms of joint needs assessments and project implementation were done regularly. Examples of joint needs assessments and complementary approaches exist
- 56 A strong information management system was established in the response to Nargis. The Myanmar Information Management Unit (MIMU) produces 3W maps, compiles Financial Tracking Service (FTS) data, collects assessment and compiles IMM data. To disseminate information, a resource center and a website were available to all actors. In addition, very detailed UN OCHA Situation Reports (SitReps) with Cluster updates were produced throughout. Clusters such as Agriculture, Health, Education or Shelter also developed their own databases to collect relevant cluster data of members.<sup>40</sup> There is evidence that clusters were well involved in information management with a high participation in MIMU information management meetings and the designation of dedicated Information Management focal points. The 3W maps were well disseminated among aid agencies. Given the absolute lack of data in the beginning, there was strong data material production and dissemination. Good practice: Strong information management

### Main problems and areas for improvement

- 57 Despite evidence of a certain degree of collaboration between cluster members, problems remained in really achieving a level of partnership. While all clusters had collective work plans and approaches, most humanitarian actors continued implementing their own assessments although many of them were being shared through the clusters. There were also several examples of uncoordinated approaches. Many agencies created their own committees at village level to oversee project implementation, which duplicated village committees in the same village or area<sup>41</sup>. Also, different targeting mechanisms were used by different aid providers in the same villages.<sup>42</sup> Persistence of uncoordinated approaches between cluster members at village level
- 58 Additionally, although there is evidence that standards were developed, interviewees at field level highlighted that they had not considered the whole range of activities implemented (for example, no standards were developed for building latrines or tube wells) and that they were not always disseminated on time or effectively at the local level. In addition, there were extensive Sphere No systematic monitoring on compliance with standards

40 Alexander. Evaluation Shelter Cluster, p. 6. "The strength of the information management network in the Yangon Shelter Cluster underscored the predictability of the cluster role. Agencies noted that they could count on reliable information to provide an important starting point to their work.

41 Best practices for working with Community Based Groups (July 2009), p.6.

42 Tripartite Core Group. Post Nargis Social Impacts Monitoring: November 200 (January 2009), p.14.

trainings (over 350 people including local, international NGOs and UN staff were trained both at Yangon and field levels). These trainings were not organized by the clusters, but by a Sphere local focal point who coordinated with the clusters. It seems that clusters did practically nothing to enforce these standards.

- 59 One of the reasons limiting the level of collaboration was the small number of decision-makers in cluster meetings, particularly at field level. This was reported in all interviews and focus group discussions conducted during field visits in the Delta as well as in former cluster evaluations. For example, in the Wash cluster review, the evaluator stated that “the actual number of decision making (and technically knowledgeable) representatives who are present during these meeting is actually low.”<sup>43</sup> This undermined the effectiveness of meetings, which became places for mere information sharing instead of decision-making. Indeed, this management style of NGOs and UN agencies where field offices are managed remotely occurs frequently in poor security or low access situations and has implications for effective field coordination.
- 60 Interviews with non-UN cluster members also showed that the sharing of funds within a cluster or the presence of contractual engagements with the cluster lead were important factors in motivating or discouraging actors to participate in clusters. For example, this was mentioned as one of the factors that had discouraged some actors from actively contributing and participating in the WASH cluster.<sup>44</sup> In terms of allocating CERF funds in the clusters, an NGO liaison in coordination with OCHA exercise found that allocation of CERF funds were “rarely if ever discussed in the cluster meetings.”<sup>45</sup>
- 61 Although the HC/RC hired an inter-cluster coordinator at the very beginning and UN OCHA conducted regular inter-cluster meetings, most members of the humanitarian community saw inter-cluster coordination as weak at national level (which is partly due to high staff turnover and the challenges in maintaining institutional memory). Cluster lead meeting minutes are available from June 2008 onwards and give proof of very regular cluster updates, action points and field coordination.<sup>46</sup> But again, inter-cluster coordination meetings consisted mainly of information sharing and did not generate common analysis.<sup>47</sup> Notable achievements in inter-cluster coordination were reported at township level, such as the management of drought or the relocation of internally displaced persons (IDPs) after Nargis (joint response from the Shelter, Food and WASH clusters).

Not enough decision-makers in cluster meeting, especially at field level

Financial issues play an important role in motivating actors to participate to clusters

Poor inter-cluster coordination

43 Myanmar WASH Cluster Review (December 2008), p.19

44 Myanmar WASH Cluster Review (December 2008), p.19

45 Update on NGO liaison activities, August 2009, Annex 5 Analysis of CERF fund allocation (6 July)

46 Cluster lead meeting minutes reviewed by the evaluation team (June 2008 – April 2009).

47 Myanmar WASH Cluster Review, December 2008, p19: “Inter-cluster meetings [...] proved useful information sharing from related clusters. [...] However, the formal inter-cluster coordination mechanism cannot be further measures as joint work”. Food cluster Lessons Learnt workshop, July 2009. “the cluster did not coordinate enough with Agriculture and Nutrition clusters.”

62 Many humanitarian actors stated that the 3Ws were not detailed enough, especially for planning at the village track level. Also, many clusters reported problems in updating their information in a timely manner (due to a special endorsement procedure, see Annex 6).<sup>48</sup> As a result, the 3Ws were only rarely used to identify specific gaps within townships and it was not possible to use them as a forward-looking planning tool. The usefulness of the 3Ws for mapping purposes was also very limited. Point data for village tracks and villages were not consistently available. The Education Cluster requested a customized trial map (e.g. of schools earmarked for reconstruction in Dedaye township) but the map was not well accepted by cluster partners: “lengthy to produce, lacked detail and could not be related to the needs”.<sup>49</sup>

Lack of detailed information at field level and duplications of information management systems

63 In the hubs, customized information management systems therefore started to develop, using Google Earth and Global Positioning System (GPS) technology (f. e. in Bogale). In addition, actors complained about repeated data collection exercises (collection of data for their own agency, for the cluster database, for the 3W database) and about the continuous changes in the database formats. Especially smaller NGOs with fewer resources showed difficulties filling in and sharing the requested data.

Good practice: Information management using Google earth and GPS technology

64 The communication link between Yangon and township levels appeared to be weak. Data was provided to the UN OCHA coordination point in the townships by the individual agencies, from where it was sent to Yangon. Apparently no feedback reached the organizations working in the field through the cluster. Instead, information was shared within the township at the coordination meetings held by UN OCHA and through individual agencies. Prior evaluations have noted the same: “... it has been reported by some field staff that communication and coordination between the Delta and Yangon cluster groups was often limited and there was little information flow within clusters. This may be also due to the fact that each cluster members have their obligations to their agencies first and then to the cluster.”<sup>50</sup>

Weak communication between Yangon and township

48 OCHA Myanmar, Guideline for 3W Project Data Entry Format.

49 IM Handover Note for Education Cluster.

50 UNICEF Evaluation, Response to Cyclone Nargis (2009), p.44

#### Illustration 4 Communication flow between Yangon and Bogale township

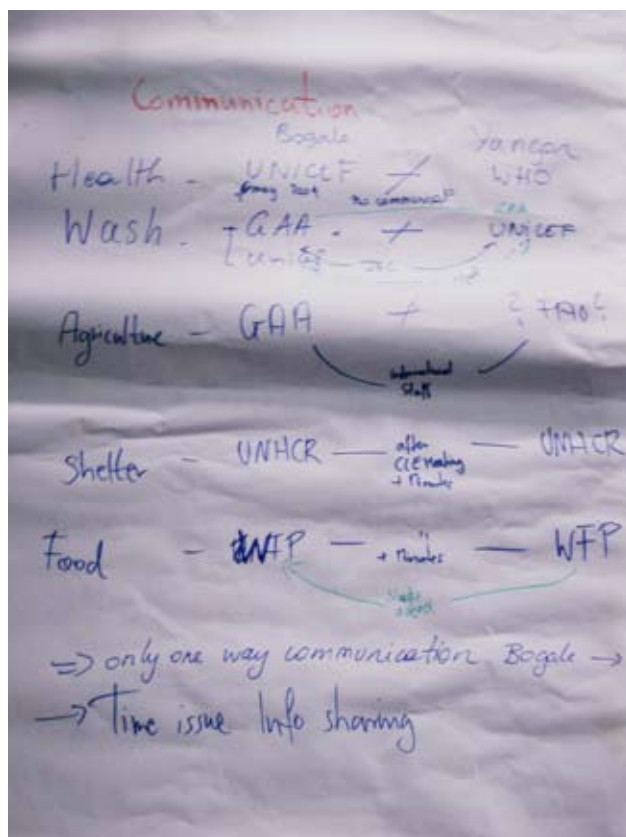


Illustration 4 is a picture taken from a cluster coordinator workshop held in Bogale township by the evaluation team. It presents how Bogale cluster coordinators perceived information flow with the Yangon level. The picture shows that there was no direct link between cluster coordinators from Yangon and Bogale when cluster lead agencies differed at the national and township levels. During the meeting, Bogale cluster coordinators also stressed that communication went only one way: from Bogale to Yangon and that they usually received little feedback.

### 4.4 Accountability

- 65 The introduction of the cluster approach was meant to strengthen the accountability of humanitarian response. To assess accountability, the evaluation team analyzed the clarity of roles and responsibilities of cluster lead organizations and their formal accountability to the Humanitarian Coordinator; the informal accountability of humanitarian organizations to their peers for meeting their responsibilities and adhering to relevant national and international standards; and accountability to affected populations.
- 66 Accountability among organizations improved noticeably through implementation of the cluster approach in Myanmar. It had very little effect on accountability towards the HC, on the other hand and little to no increased accountability to affected populations.

## Main achievements and progress made

- 67 Due to enhanced communication and information exchange, many humanitarian organizations did feel stronger informal accountability to their peers. For instance, cluster members concluded in the Nutrition cluster overview and proposed transition strategy that: “Nutrition cluster has achieved mutual accountability between UN, non UN and government as well in the areas of response where agencies have made commitments.”<sup>51</sup> Accountability was enhanced through cluster work plans and action points agreed during meetings, which assigned responsibilities for activities to specific organizations. Follow-up on these activities, however, was uneven as there was no systematic monitoring of their implementation. Monitoring was limited to cluster members reporting on their activities progress during meetings.
- 68 An attempt was made to monitor the overall progress of the clusters through the Integrated Monitoring Matrix (IMM), which basically consists of a set of 5 to 10 indicators per sector/cluster and uses the indicators of the Revised Appeal. The main purpose of this tool was to provide internal monitoring on results and progress to aid actors and donors. Cluster leads collected the data. However, it was not clear whether these indicators only measured achievement obtained by agencies in the Revised Appeal or by all agencies involved in the response. For example, the Food cluster stated in its lessons learned exercise that “resources coming from different partners were not shared and therefore not included in the overall cluster response”.<sup>52</sup> After a couple of months, the IMM was progressively abandoned by cluster leads as explained by the MIMU officer in charge of compiling information.
- 69 Many of the cluster leads tried to develop tools to monitor the progress and results in their respective sectors. For instance, the FAO developed a database to record the achievements of agriculture, fisheries and livestock programs on a monthly basis. Finally, almost all clusters conducted a lessons learned exercise or an evaluation before closure to identify main achievements, challenges and areas for improvement.

Enhanced accountability between cluster members

Cluster results monitor against Revised Appeal indicators

Good practice: lessons learned exercises or evaluation conducted before cluster phase-out

## Main problems and areas for improvement

- 70 *Accountability to the HC*. The accountability mechanism towards the HC was limited to cluster leads reporting to him during inter-cluster meetings. The UN OCHA Sitrep was a useful tool for gaining an overview of achievements and challenges faced in the response to Nargis. However, there is little evidence

No accountability from cluster members to cluster leads and HC

51 Nutrition cluster overview and proposed transition strategy (April 2009), p.6

52 Food cluster lessons learnt workshop (July 2009).

that the cluster members felt really accountable towards the HC. It has to be acknowledged that there was no assigned UNHC/RC when the cyclone hit Myanmar. The activation of the cluster approach was supervised by an acting HC (i.e. the UNFPA country representative) until a new HC/RC was appointed at the end of May but only took up its HC position fully in September 2008. The acting HC had to build its own office capacities, especially as UN OCHA had no previous office in country.

71 Cluster members generally did not feel accountable to cluster lead agencies, just as cluster lead agencies did not regard overseeing members' activities as their role, with the exception of cluster members who had implementing agreements with the cluster lead.

72 *Accountability to affected population.* As presented in the box 1 below, there were several initiatives in Myanmar to increase awareness in quality and accountability among international and local aid actors including the work of the Accountability and Learning Working Group (ALWG) which could be considered an "informal cluster". The ALWG conducted activities such as training sessions, translation of the Code of Conduct and other key documents into Burmese, etc. Attempts to monitor accountability efforts were also made by, for example, "accountability indicators" in the IMM (see paragraph 68), by conducting the Social Impacts Monitorings - a World Bank-led exercise used to evaluate performance in these regards - or by measuring the number of agencies with formal complaints handling mechanisms through information sharing in the ALWG. These initiatives were developed in parallel to the clusters to fill downward accountability gaps within clusters. UNDP was the only active cluster lead participant. Indeed, the evaluation team found that clusters did little to promote better communication with the affected population. In addition, there is no evidence that the cluster approach actually helped promote participatory approaches in project assessment, planning or monitoring. In particular, the clusters' ways of operating (at Yangon level) did not encourage participation since information was almost exclusively in English. Indeed, the Social Impacts Monitoring<sup>53</sup> carried out in November 2008 concludes that the "villagers in cyclone-hit communities appreciate the aid they received but so have had little say in the aid effort" and that there were no information protocols for communities (communities often did not know who was giving them assistance), no complaints mechanisms (communities did not know how, to whom and the consequences of complaining). The Nutrition cluster concluded the same, namely that the "accountability to beneficiaries is the weakest area, which needs greater attention through clusters".<sup>54</sup>

No effective information-sharing and involvement of affected populations in planning and prioritisation

53 The Social Impacts Monitoring assessment was carried out under the TCG. It focused on three areas: aid effectiveness, socioeconomic impacts and social impacts. Under aid effectiveness, it examined how assistance is being targeted and delivered, and the process of aid delivery and decision-making.

54 Nutrition cluster overview and proposed transition strategy (April 2009), p.7

### Box 1: Quality and accountability initiatives in Myanmar

Within the first week of Nargis response, interested local and international NGOs, IFRC and UNDP began meeting to look at what could be shared and developed as part of accountability protocols in Myanmar, primarily using the HAP protocol (participation, information/transparency, complaints/feedback and learning) and formed the Accountability and Learning Working Group (ALWG). The objective was to increase awareness on accountability protocols as well as share information on how to adapt these protocols to any given country situation. The NGO liaison officer facilitated the group and was invited to report on activities in the inter-cluster coordination meeting, as the ALWG was recognized as an “informal cluster” addressing downward accountability. The ALWG was also supported by Geneva based representation of HAP and Sphere. It was through the ALWG that Sphere training was organized for both local and international NGOs. Also, Sphere and HAP consultants, together with the Accountability and Learning Working Group (ALWG), established a national resource team, or Core Support Group on Quality and Accountability. This was a group of approximately 15 Burmese people nominated by the ALWG and other appropriate agencies, aimed at providing continuing support to their own and other agencies.

- 73 The Provider of Last Resort concept has no backup in the respective agencies. None of the head of lead agencies interviewed deemed the concept to be relevant in Myanmar in terms of financial resources and commitments.
- 74 Donor agencies neither funded clusters as entities nor seemed to plan any such steps in the future. This is not to indicate that several donors (especially DFID) often prioritized the allocation of aid according to information received from the clusters and provided support with technical guidance and financial backing.<sup>55</sup>

Provider of last resort role not backed up

## 4.5 Gaps filled and greater coverage

- 75 The main purpose of the cluster approach is to use coordination to identify and eliminate gaps and duplications and thereby ensure more comprehensive geographic and thematic coverage of humanitarian needs and enhance the quality of support, partly through the clear designation of sectoral lead agencies that act as providers of last resort.
- 76 In Myanmar, there is evidence that duplications were eliminated and gaps were identified as a result of the cluster approach. This resulted in greater effectiveness and wider coverage. However, though gaps were identified, there is much less evidence that the cluster approach helped to fill them, the main obstacle being underfunding.

<sup>55</sup> Independent Evaluation Report, DFID-CHASE Response Strategy to the Nargis Cyclone, May 2008.



## Main achievements and progress made

- 77 The Post Nargis Social Impacts Monitoring stated that the humanitarian response to Nargis had coverage of “80% of the affected village receiving aid within a month of Nargis”.<sup>56</sup> However, this figure relates to the entire response and does not single out the clusters as having contributed in particular. Still, all interviewed actors agreed on the effectiveness of the cluster approach in avoiding duplications and effectively addressing the issue of overlapping. The capacity of the clusters to increase coverage (although gaps were identified during the meetings<sup>57</sup>) by actually filling these gaps was less convincing. Effective gap identification and no main overlapping
- 78 The response capacity within clusters evolved over time. A number of examples show increasing coordination (e.g. in the WASH Cluster in Labutta, where UNICEF argued for water distribution and UNDP reacted through the Protection cluster, where issues of “displaced persons” – although in other wording - were increasingly taken up).<sup>58</sup> A better coordination over time to fill gaps

## Main problems and areas for improvement

- 79 There remains a gap in collecting, analyzing and responding to information provided by local actors; they were often deemed unreliable or unprofessional which resulted in significant gaps in remote areas reached only by local actors. Periodic Review I concluded that there were considerable geographic variations in the way the assistance was delivered. “Assistance is not reaching the western Delta as effectively as it is reaching the eastern Delta”.<sup>59</sup> Additionally, assistance was first provided to urban and easy-to-access areas in the Delta. Most remote areas were targeted much later although they had been hit harder.<sup>60</sup> In its lessons learned workshop, the Food cluster also mentioned that “there were some geographical gaps”.<sup>61</sup> This uneven geographical coverage was partly due to logistic constraints and access problems. The cluster approach was not able to overcome those difficulties, at least at the early stages of the emergency. Unequal geographic coverage in the emergency phase
- 80 Another reason for uneven coverage was the “vast variety of targeting mechanisms used”<sup>62</sup> as reported in the Post Nargis Social Impacts Monitoring. Clusters failed to design common targeting mechanisms. As a result, before deciding aid Vast variety of targeting mechanisms between aid actors

56 Tripartite Core Group, Post-Nargis Social Impacts Monitoring (November 2008), p.7

57 Gaps identified in every cluster documented in SitReps and from April – June 2009 in the Humanitarian Update published by OCHA.

58 The meeting minutes of almost all clusters show that enhanced collaboration could be witnessed over the course of the year and especially towards the end (primarily at township level).

59 Tripartite Core Group. Post Nargis Periodic Review I, (December 2008), p.2.

60 Tripartite Core Group. Post Nargis Social Impacts Monitoring: November 2008 (January 2009), p.8

61 Food cluster lessons learnt workshop (July 2009)

62 Tripartite Core Group. Post Nargis Social Impacts Monitoring: November 2008 (January 2009), p.16

distributions it was more difficult to assess accurately what aid had already been provided to whom and what other sources had contributed. In some cases, this led to overlaps or gaps in the assistance.

81 The existence of parallel systems of data collection as mentioned in paragraph 64 and of weak communication between the Yangon and field levels was also a handicap to properly prioritizing and filling gaps. A number of interviewees have indicated that at the national level, UN OCHA and the inter-cluster coordination were not capable of implementing a capable prioritization system. If needs prioritization exercises took place in Yangon, they were ineffective because there was no proper information available at this level. The information was with the hubs, which organized prioritization exercises approximately every three months.

Ineffective needs  
prioritization in Yangon

82 Villages received a wide range of assistance to cover their basic needs. However, as inter-cluster coordination was weak (see §61), the assistance was neither always sufficient nor appropriate to address the extent and diversity of the needs, especially for rebuilding proper livelihoods, and consequently to help villagers on their way to recovery.<sup>63</sup>

A weak inter-cluster  
coordination hampered the  
quality of the coverage

83 Many other local and regional actors (individuals, churches, monasteries, private businesses, student groups, local agencies, national army)<sup>64</sup> took part in the humanitarian response to Cyclone Nargis. At least \$40 million were provided to local organizations for the response in the first 4 months alone.<sup>65</sup> Benefiting from immediate access to the population and knowing their language and culture, they were the first actors to bring aid when the international actors had no access to the country. In the visited villages, a reconstruction of the different aid stages confirmed that local actors had reached all the villages before the arrival of the international aid actors. Being hard to quantify, the contribution of these actors is not listed in the international humanitarian system (FTS, evaluation of the IASC response, etc.). As briefly mentioned in §19, the humanitarian response in Myanmar cannot be attributed alone to the clusters, which must be taken into account while assessing the quality of the response and setting it in a larger perspective. In addition, faith-based organizations that 'go humanitarian' when a disaster strikes remain largely outside of the mainstream humanitarian response including the clusters and coordination.

Attribution gaps: setting  
the Cluster system in  
perspective in Myanmar

84 Even though 73% of the requested amount in the Flash Appeal was raised, some clusters remained severely under-funded. The most striking examples were the

63 Tripartite Core Group. Post Nargis Periodic Review I (December 2008), p.2

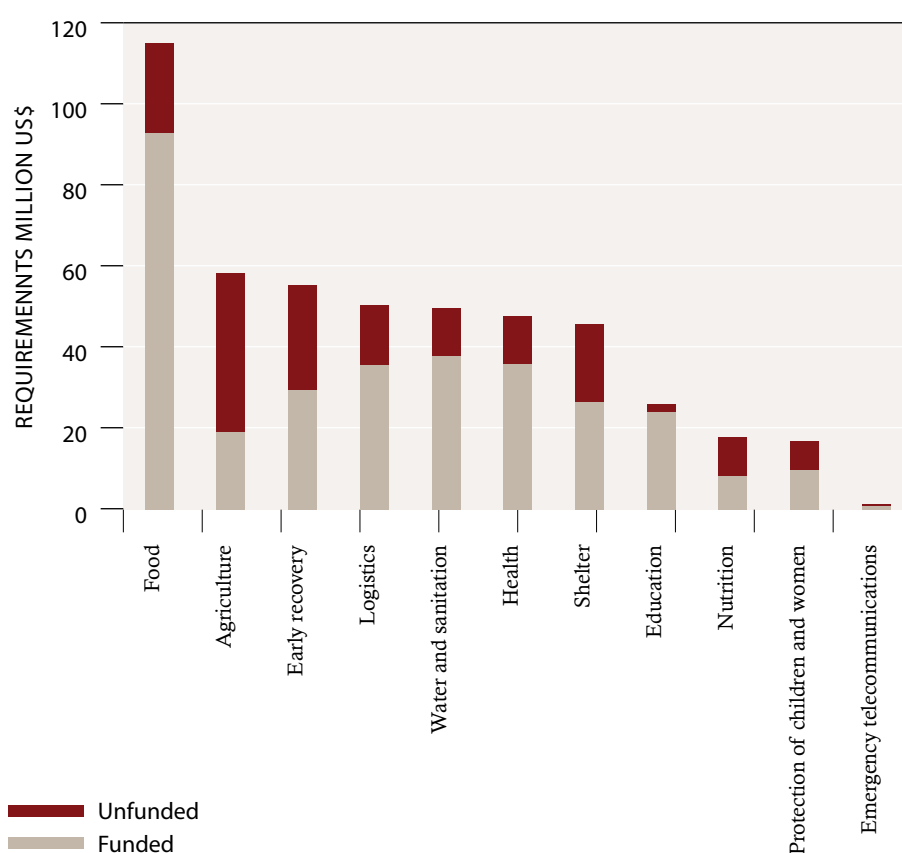
64 Turner, Baket et al, IA RTE of the humanitarian response to cyclone Nargis in Myanmar (December 2008), p.6

65 ODI (2008), Humanitarian Exchange Magazine, Number 41, December 2008

Agriculture cluster, which was very poorly funded and raised only one third of the requested funds; and Emergency Shelter, where even after twelve months funds for semi-permanent and permanent shelter remained dramatically low with international donors meeting less than 5% of needs.<sup>66</sup> In addition, at the time of the evaluation, the PONREPP was not funded at all. Humanitarian donors were reluctant to fund operations for rehabilitation and recovery. As a result, key gaps remained, in particular livelihoods support, mainly due to the lack of funding<sup>67</sup>

Funding issues were an important shortcoming to effectively address gaps, especially in livelihoods activities

**Chart 1**  
Funding of the UN Revised Appeal per Cluster



Data source: OCHA Financial Tracking Service, status of December 24th, 2008

<sup>66</sup> Humanitarian Update (April 2009), p.3

<sup>67</sup> Tripartite Core Group. Post Nargis Social Impacts Monitoring: November 2008 (January 2009), p.40

## 4.6 Ownership and connectedness

- 85 A further aim of the cluster approach is to increase ownership and connectedness of humanitarian response by building on local capacities, ensuring appropriate links, coordination and information exchange with national and local authorities, state institutions and civil society organizations. Strong ownership and connectedness facilitate the transition from relief to development and ensure that the achievements of humanitarian actors can be sustained. Connectedness also refers to the link with other relevant actors in the country, for example development actors and peacekeeping forces.<sup>68</sup>
- 86 In Myanmar, the introduction of the cluster approach had a vital effect on the involvement of government authorities both at national and township level. The cluster approach added towards building response capacities for future natural disasters. However, this would not have been possible without the leading role of ASEAN in facilitating contacts with the government authorities and the presence of hubs at local level. For civil society activity in Myanmar there is evidence that meetings and exchange with international organizations and staff both provided a secure platform and contributed to professionalization, although the cluster approach initially was very isolationist vis-à-vis local actors.

### Main achievement and progress made

- 87 From the beginning of the crisis, the major challenge in the humanitarian response was to establish a relationship with government authorities. Immediately following the passage of the cyclone, the government refused entrance for international NGOs by blocking their visa requests. Only negotiations led by ASEAN permitted the establishment of an aid piloting system. The implementation of PONJA in the initial weeks, involving the different clusters and members of the government, was the first example of a tentative process of bilateral inclusion and cautious trust building.<sup>69</sup>
- 88 The cluster approach resulted in collaboration between GoUM and humanitarian actors in the response to Nargis despite a strained politico-humanitarian context in the rest of the country. Indeed, the cluster approach gave a framework to explaining how humanitarian assistance was organized and thus enabled the GoUM to increase its trust and understanding of international organizations' work. For the humanitarian actors, the cluster approach worked as a platform for interacting with the local authorities. Thanks to clusters and the cluster leads, who played an intermediary role between government and NGOs, humanitarian actors were

Strong involvement of the GoUM at national and township level

68 Cf. Alexander, J. (2009)

69 Turner, Baket et al, IA RTE of the humanitarian response to cyclone Nargis in Myanmar (December 2008). p.20

able to talk with the authorities not on their own but as a group, and nonetheless maintain their independence while avoiding bilateral confrontations.

- 89 At national level, clusters worked in collaboration with national structures. The GoUM was invited to many cluster meetings; if needed, some special meetings were also organized with cluster members or the cluster lead to meet with the authorities. Health (e.g. very advanced coordination concepts for prevention of diseases in townships with the Deputy Director of the MoH as designated focal point<sup>70</sup>), Education (e.g. widely shared and converged good practices in school design with the MoE<sup>71</sup>) and Nutrition (e.g. guidelines for the treatment of moderate acute malnutrition) clusters for example have worked with national structures to develop new policies or guidelines and managed to achieve government endorsement for the guidelines they have commonly developed. After some months the Protection Cluster had a national counterpart (Ministry of Social Welfare). Through its superior coordination with the government, the Health cluster's activities prevented outbreaks of dengue and measles.<sup>72</sup> The later partnership of UNHCR and UN\_HABITAT in the Shelter Sector led to the recruitment of a senior level government representative seconded by the GoUM.<sup>73</sup>
- 90 At township level, local representatives of the different departments (Technical Medical Officer (TMO), Myanmar Agriculture System officer (MAS), Technical education officer (TEO) were gradually incorporated into the clusters.<sup>74</sup> In some clusters (Shelter, WASH), this collaboration was not possible because of the lack of direct counterparts within the government.<sup>75</sup> Nevertheless, they managed to identify people within the local authorities to attend their cluster meetings. For instance, the secretary of the TCC participated in Shelter cluster meetings at township level. In addition to the clusters, local authorities had their own coordination mechanisms for the district (District of Peace and Development Councils (DPDC) and for townships (Township Peace and Development Councils (TPDC)). Local authorities also conducted a Township Coordination Committee

70 See presentations and monthly workshops f. e. in Patheingyi by Dr. Kyaw Nyunt Sein, Deputy Director General, DOH, MOH.

71 Wetz, Education Cluster Hand Over Notes, p. 2: "a very good cooperation has been achieved between all actors involved in school re-construction and especially the GoUM. Initial commitment has been given by the Government to contribute 20% of incurring costs in-kind."

72 DG ECHO, DFID, Merlin and WHO, Mission Report Draft 271108 (November 2008), p. 13

73 The Land Advisor is responsible for "collecting information on land related issues and acting as a resource to all stakeholders with a view to improving available information, awareness and coordination on land issues, as well as improving land practices for tenure, administration for agricultural and non-agricultural use." E-Mail exchange with UN-HABITAT Programme Officer, February 2010.

74 Interview with the TEO in Labutta: "Thanks to the cluster approach, information was shared with the local authorities".

75 Myanmar WASH Cluster Review, December, p 22."The WASH cluster has been largely disadvantaged in its coordination effort by the non-existence of a specially designated government department or state institution for Water and sanitation".

(TCC) for coordinating the humanitarian response. Although time consuming, this double coordination mechanism enabled a number of interactions between the GoUM and humanitarian organizations.<sup>76</sup> At the same time these platforms served the international community as much as they served interaction with the authorities, since the community was in dire need of information to make sense of an otherwise unfamiliar context.

91 ASEAN and UN OCHA played a very important role in providing a space for the GoUM and humanitarian actors. They largely encouraged and assisted humanitarian actors to better include the authorities and local actors in the cluster coordination mechanisms at township level.

Good practice: ASEAN exerted facilitator role on the GoUM and the international community

92 The cluster approach was phased out at the end of June 2009, two months after the end of the Revised Appeal. However, the transition to recovery was well anticipated since December 2008 and clusters prepared their exit strategies including knowledge transfer and transition to the Recovery Group under PONREPP.<sup>77</sup> At national and township levels, information sessions were organized to introduce the new coordination settings to the GoUM and humanitarian actors, and to identify leadership agencies for each Recovery Group.

Exit strategy well anticipated and prepared

93 The management of the response has allowed the evolution and implementation of Disaster Risk Reduction measures. A DRR Working Group was set up under the leadership of the UNDP and contributed significantly to the inclusion in the PONREPP. Training activities have been organized at township level<sup>78</sup>. The GoUM has thereby developed with the support of many actors a DRR strategy for the country, the Myanmar Action Plan on Disaster Risk Reduction 2009-2015 (MAPDRR).<sup>79</sup>

DRR strategy designed

94 The closing of clusters was accompanied by the development of contingency plans, which had been in the process of development before Cyclone Nargis hit. These contingency plans were written by each cluster including local resources. For example, in its plan, the WASH cluster coordinator thought of training local NGOs so they would be able to implement a cluster approach immediately at the onset of a new crisis.

Contingency plans and Disaster Preparedness plan have been developed

76 In Labutta, the chairman of the TPDC highlighted that water scarcity problems during the dry season were discussed during both TCC and cluster meetings. As a result, a joint planning between the local authorities and the humanitarian actors was designed.

77 OCHA Sit Rep No.54, Final Issue; Monthly Humanitarian Update, Issue 3 (May 2009)

78 Interviews with UNDP and French Red Cross

79 The MAPDRR has been prepared by a task force comprising 12 ministries of Government, MRCS, UNDP, UNOCHA, ASEAN and ADPC.

## Main problems and areas for improvement

95 The inclusion of national/local actors remains a significant challenge. Local NGO inclusion evolved during the rollout of the cluster approach. At the early stages of the response, local NGO and local staff were poorly involved in cluster meetings. Cluster meetings were perceived as an “unfriendly and isolationist system” designed for English speakers and expatriate staff.<sup>80</sup> National NGOs gradually became better involved in clusters. Reasons for this include:

Inclusion of national/local actors remain a challenge

- The existence of the NGO liaison officer position for ICVA in Yangon combined with the Local Resource Centre (LRC)<sup>81</sup> helped local NGOs to access information and to build capacity.
- At township level, cluster meetings were increasingly conducted in Burmese as the number of expatriates based in the field decreased.

Good practice: Appointing an NGO liaison officer

However, local NGOs and local staff who were involved in the clusters and who were interviewed during the cluster evaluation field mission said that clusters represented good learning opportunities and that, through cluster activities, they could increase their technical capacities and their knowledge of humanitarian work and the international system.

96 As national NGOs were progressively included in the clusters (more at township levels than in Yangon), the private sector, which was an important player in the response and especially in Shelter, was little or not involved in the cluster approach, either at national or township level. In fact, some efforts were initiated by Myanmar EGRESS<sup>82</sup> to build bridges between the private sector and clusters (see box 2), but there was very little follow up by cluster leads to invite the private sector to cluster meetings. This has partly to do with blacklists of private companies in Myanmar that the UN is not allowed to have contact with.

80 Turner, Baker et al, IA RTE of the humanitarian response to cyclone Nargis in Myanmar (December 2008), p.14 & 21

81 The Local Resource Center was established to link local organisation to donor funds, provide support to local NGOs in proposal writing and monitoring,, facilitate information exchange between the IASC coordinating bodies and local NGOs and other civil society, provide local NGOs with information and training, etc.

82 Myanmar EGRESS is a Yangon-based capacity development center who maintains close links with the business community in the country and strives to facilitate “public-private partnerships” and facilitate the linkage between public needs and private resources.

### Box 2. Private sector and clusters<sup>83</sup>

As reported in the Agriculture Cluster meeting minutes of September 2008, the Myanmar EGRESS organized a Stakeholder forum entitled “Benefits of building bridges between the business community and NGOs in post-Nargis livelihood recovery interventions” that cluster leads and heads of agencies were invited. The objective was to increase awareness and appreciation of each other’s added value and then to reduce the mistrust between the business and NGO communities mostly resulting from a mutual lack of knowledge and understanding of activities, objectives and practices. The recommendations of the forum include encouraging NGOs and business to consider the development of social enterprises whereby revenues earned from commercial activities are used to benefit social purposes.

- 97 Other reasons are cultural and language barriers<sup>84</sup> as well as suspicion and fear that a civil society organization might expose itself dangerously while authorities are sitting at the same table. In fact, by the time of this evaluation there were already signs of a new clampdown on some Myanmar civil society organizations.<sup>85</sup>
- 98 Despite the existence of a transition strategy from clusters to Recovery Groups, there were still a number of questions about the best timing for an exit. Initially, the phasing out of clusters was planned concurrently with the Revised Appeal (end of April 2009). But to better prepare the transition towards recovery, it was then decided to extend the clusters to June 2009. The arguments in favor of extending the cluster system say that the clusters were seen as a more reliable coordination system because they rest on a HC/RC presence in comparison to the recovery groups, who rely on ASEAN, which does not plan to stay in Myanmar (exit planned for July 2010).
- 99 Several actors who implement integrated approaches (in particular those engaged in rebuilding livelihood activities) advocated for an earlier merging of the clusters because in their view it hindered systematic thinking in the response.

Lack of clear exit criteria

## 4.7 Effects

- 100 The ultimate goal of the cluster approach is to enhance the quality of the humanitarian response in order to improve the well-being and dignity of the affected population. This chapter discusses available evidence relating to positive and negative effects of the activation of the cluster approach, as well as other intended and unintended consequences.

83 Agriculture Cluster meeting minutes, September 2008

84 Hedlund Support to local initiatives in the Nargis response: a fringe versus mainstream approach. In Humanitarian Exchange, number 41 (December 2008).

85 The reasons for this however are unclear. This may have also been associated with the upcoming elections.



101 As prior evaluations for Myanmar have also pointed out, “there is evidence that the cluster approach applied in the Myanmar context enhanced coordination amongst partners, as well as facilitating information sharing, surveillance and the mapping of gaps of underserved areas during the emergency relief operations”.<sup>86</sup> It is however neither credible nor possible to show a direct relationship between the activation of clusters and the well-being of the population.

### Positive effects

102 The cluster approach in Myanmar had a strong effect on national and regional disaster response capacities. Clusters worked with government authorities and ASEAN in the response to Cyclone Nargis. As a result they have progressively built their own capacities to respond to future disasters. ASEAN is now playing a leading role in coordinating the recovery phase to Nargis.<sup>87</sup> The GoUM has developed its own DRR strategy and contingency plans are enhanced with local actors. In addition, local actors and international agencies in country have increased their response capacity. This is due to local staff being exposed to managing and coordinating aid operations, especially after the early stages of the response when the number of expatriates at field level was decreasing and the clusters were conducted in Burmese.

Enhanced capacity of regional, national and local actors

103 The cluster approach also has had effects on the humanitarian situation in-country. Interaction and trust among all actors have improved (at least for the time being). Clusters served as a platform from which it was easier to advocate, plan and collaborate between aid actors and the GoUM. Coordination in country is now better formalized.

Positive effects on the relations between international aid actors and government authorities in country

104 The Protection Cluster succeeded in involving parts of the GoUM in its activities and hence contributed to demystifying protection issues in country. It seems that this has opened a broader “window of opportunity” for addressing protection issues in the rest of the country, but here caution has to be exercised. It may be too early to judge political developments. However, given the lack of focus at the beginning of the Protection cluster and the significant challenges on the issue as such,<sup>88</sup> there is reason to believe that the cluster approach (with the help of the assigned ProCap and GenCap advisors) had a positive effect: “Protection actors focusing on the Nargis response in Myanmar have demonstrated contrary to

Protection issues demystified

86 UNICEF evaluation, Response to Cyclone Nargis, p. 37

87 ASEAN. A bridge to recovery: ASEAN’s response to Cyclone Nargis (July 2009.), p.2. “The experiences and lessons learned in Myanmar can inform ASEAN’s approach to DRR and recovery in other ASEAN countries. ASEAN is uniquely suited to tackling regional development issues based on regional approaches and expertise.”

88 In the beginning there were disputes regarding who should take the lead in the Protection cluster. Both UNHCR and ICRC had ambiguous operational status in country and the issue was perceived a highly sensitive.

common belief that protection space can be created even in difficult operating environments through transparency, inclusiveness and consistency”.<sup>89</sup>

- 105 Based on the Nargis experience, the MIMU is planning to set up a small office in the Shin State to enhance information management in the border region. This means that good practices are disseminated.

Lessons learnt in  
Information Management

### Negative effects

- 106 The response to Nargis has focused almost all resources and international attention to the humanitarian crisis in the Delta with the risk of neglecting humanitarian needs in other parts of the country. Some national programs have had to be temporarily stopped so as to give the necessary human resources to the response and to the coordination of aid in the Delta. Especially donors stressed that there is a risk that the funds allocated to the long-lasting and silent humanitarian crisis faced by inhabitants in the border regions will decrease to the benefit of the more extensively reported crisis in the Delta. Since both the clusters and the transition to recovery focused exclusively on the Delta, they have reinforced that neglect.
- 107 Several non-UN cluster members stressed that the clusters were not helpful while trying to exert a more integrated approach. At township level it seemed questionable to the evaluation team to have many clusters with different meeting times but essentially the same people attending. Clusters at times might have a negative effect on the overall framing of the humanitarian community response to disaster by contributing to silo thinking and hindering an integrated approach.

Risk of neglecting other  
humanitarian needs in-  
country?

Hindering integrated  
approaches

## 4.8 Interaction with the other pillars of humanitarian reform

- 108 The cluster approach was introduced as one of several pillars of humanitarian reform and was intended to complement and strengthen the other elements, namely the Humanitarian Coordinator system, reformed funding mechanisms like the Central Emergency Response Fund (CERF), pooled funding mechanisms and innovations to the Consolidated Appeal Process (CAP), as well as the Principles of Partnership developed by the Global Humanitarian Platform.

### Main achievements and progress made

- 109 *The HC system.* Generally, the Cluster approach enabled the HC to have timely and valuable data on a regular basis (see §70 on accountability towards the HC), which enabled him to have updated information for advocacy and lobbying purposes.<sup>90</sup>

89 “ ProCap advisor report, p.16.

90 See inter-cluster meeting minutes throughout 2008.

110 *Funding mechanisms.* The Flash and the revised Appeal processes strongly supported the functioning of clusters in Myanmar. The appeals were conducted through a consultative process with the IASC country team and the clusters.<sup>91</sup> The Flash Appeal provided an incentive for humanitarian organizations to participate in the clusters. Thanks to the CAP process, cluster members elaborated on common strategic plans and designed indicators to monitor the overall progress of the cluster (see §67 on accountability between cluster members).

The Flash Appeal process was a strong incentive for clusters to adopt a common strategy and to monitor the cluster response

### Main problems and areas for improvement

111 Despite a very consultative process for writing appeals, which included UN and non-UN agencies, 82% of requested funds and 80% of funds raised were channeled entirely through UN agencies. The CAP therefore remains a funding process mainly focused on UN agencies in which NGOs still play a marginal part. This is not always well received by cluster members, who invested resources in writing those appeals. The Agriculture cluster is a particularly good example: it remained very poorly funded as demonstrated in §84. Moreover, almost all funds were disbursed to the FAO (see Table 1).

CAP and CERF remain UN-centered funding mechanism with few funds allocated to non-UN agencies

**Table 1**  
**Distribution of Revised Flash Appeal requirements and funding per UN and non-UN agencies**

All clusters		
	% of requirements	% of funding
UN agencies	82%	80%
Non-UN agencies	18%	20%
Example: Agriculture cluster		
	% of requirements	% of funding
FAO (lead agency for the cluster)	70%	83%
Other UN agencies (i.e. UNDP)	12%	9%
Non-UN agencies	18%	8%
Example: WASH cluster		
	% of requirements	% of funding
UNICEF (lead agency for the cluster)	43%	50%
Other UN agencies (i.e. UNDP, WHO)	8%	1%
Non-UN agencies	49%	49%

Data source: UN OCHA Financial Tracking Service, status of December 24, 2008

91 Myanmar WASH Cluster Review (December 2008), p.26: “A total of 116 organisations participated and were included in this Consolidated Appeal Process.”

112 Generally, there was no clear understanding among cluster members about the CAP and CERF funding mechanisms.<sup>92</sup> Some non-UN cluster members interviewed by the evaluation team said that they contributed to the CAP but did not know if their projects were funded under the CAP. After the CAP is issued, allocation of funds is actually managed through bilateral relations between donors and organizations. In addition, there is no proper mechanism that defines how money has to be shared within the clusters. Cluster members are asked to contribute to the CAP to establish a common response, but they have no word in how to share the funds.

Limited understanding on how funds are shared between cluster members

113 Within the CERF process, NGOs cannot directly request funding. The only way for them to access funds raised is to be partners of UN agencies. This has been a source of tension (e.g. in the WASH cluster) and the cluster approach has had no positive effect on this problem. As pointed out in other evaluations, “UNICEF utilized 100% of the funds they requested for their programs and operational overheads. This left some international agencies without any funding through this appeal. Consequently these international agencies lost their willingness and motivation to actively contribute and participate in the cluster.”<sup>93</sup>

114 The evaluation team has not come across any donor agency operating in Myanmar who has funded clusters as entities. On the one hand some stakeholders argue that this can undermine coordination efforts in the clusters and does not help common programming. On the other hand there is evidence that some donors were frequent participants in cluster meetings and demanded the clusters/IASC give indication of funding priorities.<sup>94</sup>

No cluster funding exists

92 Turner, Baler et al, IA RTE of the humanitarian response to cyclone Nargis in Myanmar (December 2008), p.14: “more remains to be done in improving transparency and consultation and in educating NGOs regarding CERF and Flash Appeal processes. For example, there were still confusion between some senior staff about the difference between the CERF and a Flash Appeal.”

93 Myanmar WASH Cluster Review (December 2008), p.26.

94 see DFID-CHASE evaluation (2008).

## 5 Conclusions

- 115 The cluster approach in Myanmar has proven to be a relevant and effective mechanism to coordinate the international response to Cyclone Nargis and to a lesser extent to coordinate with national and local actors. It was rolled out rapidly and effectively in the first days of the response, although there were few capacities and almost no staff trained in the cluster approach on hand. The cluster approach managed to involve the GoUM and contributed to national and regional capacities to respond to further disasters. The cluster approach was initially implemented in a very isolationist manner vis-à-vis local actors and local/national NGOs were increasingly involved in the cluster response as the number of expatriates decreased. The cluster approach has also helped to increase coverage by avoiding duplications and identifying gaps.
- 116 It is important to stress that not only the international community provided humanitarian assistance. National and regional actors had already been active in the Delta when international humanitarian agencies were not yet allowed to enter the country. Therefore, the quality of the international community response has to be seen in perspective to the rest of the response. Compared to other actors, the role of the international community should not be overstated.
- 117 Taken as a whole, the initial restrictions on access perhaps forced international actors into a more creative and flexible response, one which valued – after a rather isolationist response during the first couple of months - local and regional capacities more than is often the case.<sup>95</sup> In its response to the emergency, ASEAN took a bold step by actively assuming a leadership role, both in convincing the Myanmar government to cooperate with the international community and in co-managing the response itself. ASEAN's approach to the post-Nargis response may well offer a model for other regional organizations. Natural disasters of this scale are unfortunately very likely to become increasingly frequent in this region and expertise in responding to and managing them will be much needed in the future.<sup>96</sup>

### Factors strengthening humanitarian response

- 118 The following factors in the activation of the cluster approach contributed significantly to a more effective and efficient response to the cyclone:

95 For a similar argument see also Yves-Kim Creac'h and Lilianne Fan in Humanitarian Exchange Magazine, published by ODI.

96 A similar view was expressed by John Holmes in: Statement by John Holmes, Under-Secretary General for Humanitarian Affairs and Emergency Relief Coordinator at the Press Conference for the Release of the Post-Nargis Joint Assessment Report, 21 July 2008.

- The clear designation of an organization and a person in charge of organizing coordination and information exchange meetings and other information sharing and planning tools;
- The existence of non-UN co-leads and other proactive NGO support to cluster leadership to improve cluster leadership's acceptance between non-UN agencies and to provide continuity in the cluster activities;
- The facilitating role played by the clusters and the cluster leads in dealing with the GoUM and avoiding bilateral confrontations between cluster members and the authorities;
- The presence of UN OCHA hubs at field level as a platform for organizing coordination and information exchange meetings;
- A steep learning curve in conducting cluster meetings and managing the response, enabling national staff, NGOs and – to a lesser extent - local authorities;
- The strengthening of common planning mechanisms, ranging from cluster work plans and the standard practice of defining action points during cluster meetings to Flash Appeal submissions, which contributed to the reduction of duplications.

#### Factors impeding the work of clusters and / or their effect

119 The following factors hindered the delivery of more effective and efficient assistance and / or account for why the cluster approach has not developed its full potential in Myanmar:

- The high turnover of staff, especially among cluster coordinators, hampered the smooth functioning of cluster activities. Myanmar is an especially crucial example for this (widely known) problem and by far exceeded bad experiences in other emergencies.
- The lack of training in special facilitation and coordination techniques for cluster coordinators is an important factor that reduces the effectiveness of meetings. Facilitation skills, which go beyond the collection and sharing of information among agencies, need coaching, special help and supervision. The Education Cluster did cooperate with UN OCHA to develop a training package mainly on coordination techniques, but it apparently did not gain momentum<sup>97</sup>

97 Education Cluster Hand Over Notes.

- The lack of funding did not allow the implementation of work plans and hindered joint strategies (joint assessment, joint monitoring, etc.). No real commitment to results of the cluster approach was detected.
- The lack of clearly defined roles and reporting mechanisms between national (Yangon) and field clusters (in the Delta) contributed to poor and slow information exchanges, non-application of standards and delays in decision making. The lack of clarity of UN agencies' roles with regards to food aid, food security, agriculture and early recovery resulting confusion with leadership
- The lack of clear objectives in inter-cluster coordination limited the ability of clusters to address cross-sectoral issues, determine priorities. The weakness of the cluster approach to support integrated approaches slowed down the livelihoods recovery process, which requires greater horizontal integration<sup>98</sup>
- The vagueness of the concept of provider or advisor of last resort and the lack of funds and related donor commitment eliminates a critical tool for filling gaps.

#### Have outcomes justified investments?

- 120 The high participation in the clusters from the beginning to their closure testifies that the cluster approach effectively responded to the needs for coordination and information sharing of aid actors. However, the time allocated to cluster meetings remained a problem. At field level, field workers were overwhelmed with work and coordination meetings. The effectiveness of meetings in particular could have been highly enhanced by better participation of decision-makers and better facilitation skills training for coordinators.

#### Validation of the logic model<sup>99</sup>

- 121 A lesson learned from the Myanmar case is whenever good cluster leadership is provided, the cluster approach succeeds in creating partnership and cohesiveness. This suggests - in contrast to the logic model - a causal relationship between the areas of “predictable leadership” and “partnership and cohesiveness”.

98 Tripartite Core Group. Post Nargis Social Impacts Monitoring: November 2008 (January 2009), p.4: “... aid was often insufficient to speed recovery. Key gaps remained, in particular livelihoods support” and p 40: “Six months after Nargis, livelihoods recovery has been slow, a result of both the immense damage and insufficient (and sometimes unsuitable) aid.”

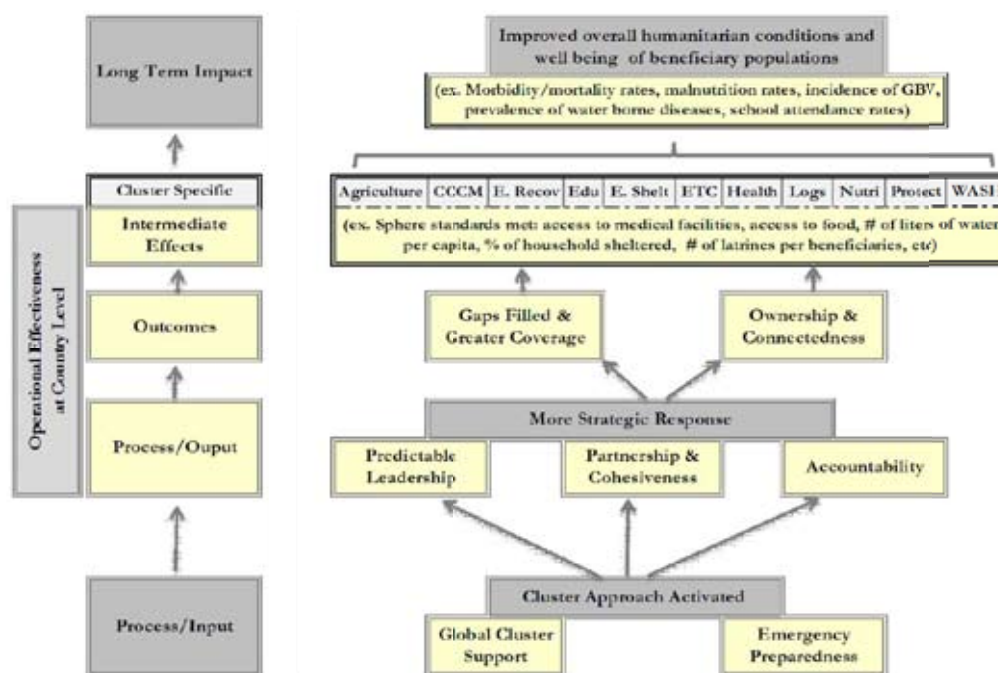
Tripartite Core Group. Post Nargis Periodic Review I, December 2008. p 2: “In order to effectively address the complexity in interdependence of issues identified in this report, greater coordination and horizontal integration of programming may be required”.

99 The discussion of the logic model is part of all country reports of the IASC Cluster Evaluation Phase II. The evaluation team by purpose took the same formulation in all country studies for those parts where the necessary adaptation of the model is the same. The aim is to facilitate comparison between the country studies.

- 122 The case of the Health cluster, which was cited by almost all stakeholders as “the best performing cluster,” confirmed that a strong global cluster support is a real asset and contributes significantly to the exertion of effective leadership in country.
- 123 “Accountability” has been framed as a process/output in the model, but the findings of this country study suggest differently: “Accountability” should be rather analyzed as an outcome by itself, since it is created through certain actions and not given into a process. The cluster coordination in Myanmar showed that despite limited accountability towards the HC and the cluster leads, it still managed to create ownership and connectedness.

### Illustration 5

#### The logic model of the cluster approach



Source: Alexander, 2009



## 6 Recommendations

### 6.1 Improve capacities, training and tools on the cluster approach

#### Global clusters

- 124 Develop regional capacities of Global clusters to establish closer relationships with crisis terrains and disseminate training materials adapted to regional contexts.  
» **Global Clusters**
- 125 Proactively seek input from the global towards the country level, maintain regular contact with the country clusters (e.g. phone regularly, regular field visits) and keep updated cluster coordinator lists for the respective cluster.  
» **Global clusters**
- 126 Promote online surveys in the respective clusters about the quality of given support and seek improvements.  
» **Global Clusters**

#### Cluster coordinators' skills

- 127 Improve surge capacity for cluster coordinators by increasing UN lead agencies internal capacities (e.g. organize regular training for UN staff on cluster coordinators duties) and require a minimum 3-month commitment for a cluster coordinator contract.  
» **UN cluster lead agencies**
- 128 Develop and disseminate a hands-on cluster management manual containing basic facilitation techniques, samples of agendas, minutes, work plans, information management tools etc. and building on handbooks developed by individual clusters (e.g. WASH Cluster Coordination Handbook, Toolkits for Shelter Cluster Coordinators and Information Managers developed by IFRC/UNHCR providing templates for deployment).  
» **IASC and UN OCHA**

#### Knowledge management within the cluster approach

- 129 Improve knowledge management within the Clusters and reduce loss of information due to turnover by promoting tools for storing all cluster information (e.g. website and in case of bad internet connection: Excel sheets that are required for hand-over from one cluster coordinator to the other).  
» **UN cluster lead agencies and UN OCHA**

130 Design upon roll-out of the cluster approach a training program for cluster members and cluster coordinators. Trainings should be carried out on a regular basis and until closure of the cluster approach.

» UN OCHA and UN cluster lead agencies

131 Ensure appropriate hand-over processes between different cluster coordinators by developing basic standards for cluster hand-over and regular lessons learnt (include this in TORs for both cluster coordinator as well as head of agency as to make the cluster coordinator accountable for good hand-over material towards his official employer).

» UN cluster lead agencies

## 6.2 Clarify roles and interaction mechanisms between national and local clusters

132 Assess the validity of having many sectoral clusters at the local level and consider opportunities to merge several sectoral clusters, especially when entering the recovery phase (e.g. to have a food security cluster, instead of a food cluster and an agriculture cluster).

» HC and clusters

133 Clarify and ensure communication mechanisms between national and local cluster coordinators by designing information flow charts and feedbacks mechanisms (e.g. reporting templates with comments and feedbacks).

» Clusters

134 Conduct regular visits of national and field cluster coordinators and add in the ToR of the national cluster coordinator regular on-site visits.

» Clusters

135 Formalize MoUs between national and local cluster lead organizations when they differ. The MoU should at least clarify roles and responsibilities of each organization, the way of interacting between national and local cluster coordinators and reporting processes.

» Clusters

136 Decentralize as many activities as possible to the field level (decision-making, prioritization, information management, etc.). This should also enable better inclusion of local actors as local cluster meetings are (or should be) held more often in local languages while capital-based meetings are invariably held in English.

» Clusters and UN OCHA

### 6.3 Strengthen the role of UN OCHA to support the functioning of the cluster approach at field level

- 137 Reinforce/focus the role of UN OCHA at field level by offering workshops and training units for cluster members on mandate and reach of individual clusters.  
» IASC and UN OCHA
- 138 Enhance facilitation skills of cluster coordinators by designing needs-based and concrete trainings and by running training on a regular basis (e.g. once a month) at UN OCHA's hubs.  
» IASC and UN OCHA
- 139 Implement hubs or field level presence as early as possible in the response by consolidating various UN agencies under OCHA facilitation, thereby reducing rental costs, improving internet access and obtaining more common strength.  
» lead agencies and UN OCHA

### 6.4 Strengthen inter-cluster coordination and attention to cross-cutting issues

- 140 Instead of activating national and local Early Recovery clusters, provide other clusters with early recovery advisory services.  
» Global Early Recovery cluster
- 141 Revise the list of cross-cutting issues with respect to the context (e.g. consider DRR in case of natural disaster) and designate cross-cutting focal points in each cluster and organize cross-cutting working groups with the focal points (e.g. DRR working groups, Environment working groups).  
» IASC and clusters
- 142 Strengthen and improve surge capacity for technical advisory on cross-cutting issues, such as those provided by the Gender Standby Capacity Project or the Protection Standby Capacity Project.  
» Global clusters

### 6.5 Strengthen partnership between cluster members and cluster lead agencies

- 143 Promote co-lead agreements between UN agencies and NGOs (national and international) to enhance leadership acceptance among cluster members and improve continuity of cluster activities.  
» Global clusters, UN cluster lead agencies and HC

- 144 Appoint dedicated cluster coordinators to limit potential conflicts of interest in representing both the interests of the UN agency and the common interest. Encourage non-UN profiles to apply for cluster coordinator positions by developing a communication strategy and ToR in this direction.  
» **Cluster lead agencies**
- 145 Promote joint, harmonized and shared needs assessments, within and among clusters, especially at field level, for example by providing needs assessments guidelines, already approved among Global Cluster members and between Global clusters.  
» **Global clusters and national clusters**
- 146 Improve the attendance of decision-maker to cluster meetings or develop decision-making processes enabling joint decisions during relevant meetings.  
» **Cluster members and lead agencies**
- 147 Promote information management up to village level and explore innovative information technology to provide detailed maps with geographic referencing and project status. (e.g. Google Earth and GPS are very easy to use technologies. They were locally used in Myanmar, without requiring “high-technology experts”).  
» **Clusters and UN OCHA**

## **6.6 Improve the involvement of national actors and accountability to the affected population**

- 148 Actively encourage and facilitate the participation of local and national actors (NGOs, private companies, etc.) early on in clusters by adapting the working language and providing translation services, adapting technologies used and appointing a national liaison officer. There is a need to include better outreach to and analysis of information provided by local NGOs and faith-based organizations.  
» **Clusters and UN OCHA**
- 149 As a contribution to creating more accountability to affected populations, promote participatory tools among cluster members, for example by conduction training, presenting tools (ex. Practitioners’ handbook for participation) and ensure clear inclusion of ‘downward’ or ‘accountability to affected communities’ in clusters by including it in ToR of cluster leads, providing training in basic components of accountability to affected communities to cluster lead agencies (including participation, information sharing with communities, feedback mechanisms, and practical tools for learning and evaluation).  
» **Clusters and UN OCHA**

## 6.7 Enhance accountability mechanisms within the cluster approach

- 150 Monitor cluster performance against 5-6 indicators agreed by cluster members and ensure that indicators are properly cross-checked by all cluster members (and not only those who are funded under the Flash Appeal).  
» Clusters
- 151 Improve accountability from cluster leads towards HC by linking the concept of provider of last resort to the HC system. This can be done by establishing an emergency fund to fill gaps administrated by the HC (see recommendation §151).  
» HC and UN cluster lead agencies
- 152 Increase the role of UN heads of agency in clusters and ensure reporting mechanisms between head of agency and cluster coordinator. Indeed, UN heads of agency (and not only cluster coordinators) must ensure that leadership responsibilities are properly implemented and must be accountable to the HC on cluster achievements and progress.  
» UN cluster lead agencies

## 6.8 Clarify relations between cluster approach and funding mechanisms

- 153 Re-think and reinforce the concept of provider of last resort by establishing related funding mechanisms. (e.g. HERF fund administered by UN OCHA).  
» UN OCHA and IASC
- 154 Clarify funding disbursement within clusters by issuing and widely disseminating (at global, national and field levels) a one-page document where CAP and CERF mechanisms, as well as interactions between those funding mechanisms and the clusters are explained.  
» UN OCHA
- 155 Disconnect cluster work plans and writing of the Flash Appeal. The activation of the cluster approach should support the writing of the Flash Appeal and not the opposite.  
» Clusters and HC
- 156 Invite donors early in the cluster approach to discuss potential common cluster projects and funding of common needs assessments.  
» Donors and Clusters

## 6.9 Other lessons learned on the cluster approach: exit strategy, flexibility and preparedness

157 To correspond to the findings of the Myanmar country report the activation of the cluster approach should be implemented as a generic tool that needs to be adapted to each specific context. Of course the approach should not be changed individually in country, but it needs better context-sensitive tools instead of a “roll out” decided solely at the global level. There is a need to build flexibility into the ‘rules’. For example, in order to better address transition from emergency to recovery needs, lessons from previous natural disasters show that the shift from emergency relief to (early) recovery needs has to be planned early on. In Myanmar, the cluster approach should have better accompanied this shift by reorganizing clusters much earlier (at least merging food, agriculture and non-livelihoods activities into one cluster).

» IASC

158 Many questions remain on when to close clusters. Indeed, there is a need to clarify the mandate and role of each cluster: is it only a coordination mechanism for an emergency situation or should clusters keep working on recovery needs? In Myanmar, the timeframe of the cluster approach was linked to that of the Revised Appeal, assuming that the cluster approach was only an emergency tool. In the situation of Myanmar this proved to be accurate and plausible; for other emergencies this may not be the case.

159 The case of Myanmar has shown that preparedness is a key element and other countries can definitely learn from the transition and exit strategy applied. To assist the implementation of such good practice simulation games should be set up as standards into preparedness plans of lead agencies and UN OCHA country offices.

» UN cluster lead agencies

## Annex 1

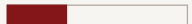





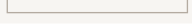

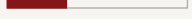





### Cluster performance

Since performance was found to differ significantly among clusters, this Annex provides a brief overview of the working modalities and activities of each cluster in Myanmar. Performance is measured against a set of indicators based on the logic model developed in the Phase Two Cluster Evaluation Framework and refined during the first step of the evaluation process. These indicators are qualitative and have numerical scales (0 to 3) (see Annex 2), leading to the portraits presented below.

The judgment for each indicator is based on review of documentation and interviews. On this data basis, each evaluator independently judged the respective clusters. However, the following cluster portraits are not equivalent to cluster-specific evaluations but reflect only trends. The purpose of the report was to assess the cluster approach as a whole, therefore the information collected for each individual cluster was necessarily limited. Rather, the scales are used to present complex and detailed information in a compact way through figures and illustrations.

## Agriculture cluster

### Indicator scales













Nº	Indicator	Scale
1	Extent of additional geographic coverage	N/A
2	Extent of additional thematic coverage	N/A
3	Attention to differentiated needs	
4	Involvement of appropriate national actors	
5	Hand over and exit strategies	
6	Interaction of cluster with HC system	
7	Interaction of cluster with financial pillar	
8	Implementation of leadership responsibilities	
9	Implementation of provider of last resort	
10	Relationships among cluster (non-)members	
11	Relationships between clusters	
12	Quality of information sharing	
13	Cohesiveness of policies and activities	
14	Compliance with relevant standards	NOT ENOUGH DATA
15	Participation of affected population	
16	Accountability to HC & among members	
17	Meeting needs of humanitarian actors	
18	Quality and level of global cluster support	NOT ENOUGH DATA

- The Agriculture Cluster was activated at the beginning of the response and led by the FAO Emergency & Rehabilitation Coordinator who assumed both the role of cluster coordinator and his regular functions. At township level, other organizations took the lead where FAO was not present (e.g. NGO German Agro Action was the cluster lead in Bogale).
- The cluster worked in collaboration with the Myanmar Agriculture System.
- The Agriculture Cluster was poorly funded with only 33% of requested funds raised through the Revised Appeal. Despite advocacy efforts of the cluster lead, it was not able to mobilize additional resources from donors. Moreover, about 80% of the funds were allocated to FAO, which left few resources for other cluster members.
- The lack of funds limited the ability of the cluster to cover the diversity of agricultural needs and to quickly rebuild communities' livelihoods.
- The cluster lead developed a detailed database to record the achievements of agriculture, fisheries and livestock programs on a monthly basis. Meetings were effectively used to share experiences and discuss technical issues.
- There were some inappropriate agricultural distributions as reported in the Social Impacts Monitoring carried out in November 2008.



## Food cluster

### Indicator scales




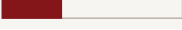

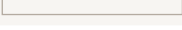

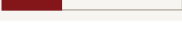


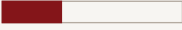



Nº	Indicator	Scale
1	Extent of additional geographic coverage	N/A
2	Extent of additional thematic coverage	N/A
3	Attention to differentiated needs	
4	Involvement of appropriate national actors	NOT ENOUGH DATA
5	Hand over and exit strategies	
6	Interaction of cluster with HC system	NOT ENOUGH DATA
7	Interaction of cluster with financial pillar	
8	Implementation of leadership responsibilities	
9	Implementation of provider of last resort	NOT ENOUGH DATA
10	Relationships among cluster (non-)members	
11	Relationships between clusters	
12	Quality of information sharing	
13	Cohesiveness of policies and activities	
14	Compliance with relevant standards	
15	Participation of affected population	
16	Accountability to HC & among members	
17	Meeting needs of humanitarian actors	
18	Quality and level of global cluster support	N/A

- Initially planned as a food and nutrition cluster, the decision to activate a specific cluster for food aid under the leadership of WFP was taken two weeks after the emergency, when it was clear that nutrition and food aid had different agendas.
- The cluster was functional until the end of June 2009 and ended by a participatory exercise between the members of the cluster to identify its strengths and weaknesses.
- Since there is not global Food Cluster, the Food Cluster in Myanmar received no global support.
- The Food cluster raised 81% of the funds requested through the Revised Appeal.
- Beyond food distribution, the Food Cluster has been proactive in developing cash-based approaches and necessary guidelines to insure the implementation of these approaches, which have turned out to be particularly relevant in the context of the Delta.
- The Food Cluster has sometimes been perceived as a cluster for WFP and its Cooperating Partners, which has discouraged a number of actors to participate in meetings.
- The Food Cluster has identified a number of challenges in its lessons learned workshop, e.g. including the exit strategy into the initial overall strategy,

conducting joint assessments, having a co-chair for the cluster, strengthening coordination with other clusters improving information sharing and dissemination, etc.

## Early Recovery cluster

### Indicator scales

Nº	Indicator	Scale
1	Extent of additional geographic coverage	N/A
2	Extent of additional thematic coverage	N/A
3	Attention to differentiated needs	
4	Involvement of appropriate national actors	
5	Hand over and exit strategies	NOT ENOUGH DATA
6	Interaction of cluster with HC system	
7	Interaction of cluster with financial pillar	
8	Implementation of leadership responsibilities	
9	Implementation of provider of last resort	
10	Relationships among cluster (non-)members	
11	Relationships between clusters	
12	Quality of information sharing	
13	Cohesiveness of policies and activities	
14	Compliance with relevant standards	NOT ENOUGH DATA
15	Participation of affected population	
16	Accountability to HC & among members	
17	Meeting needs of humanitarian actors	
18	Quality and level of global cluster support	

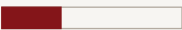





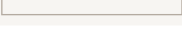






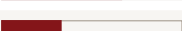


- Lack of clarity in leadership: The cluster was established after the cyclone under UNDP leadership, but the cluster was actually overseen by the Early Recovery Advisor at the Resident Coordinator's office.
- The cluster created five working groups: Non-Agricultural Livelihoods, Social Recovery and Community Capacity, Community Infrastructure, Environment and Disaster Risk Reduction.
- The cluster received 53% of its requested resources through the Revised Appeal.
- BCPR on behalf of the Cluster Working Group on Early Recovery (Global cluster) provided strong supported to the Early Recovery cluster/network by, for example, deploying an Early Recovery Advisor to the Resident Coordinator's office or appointing consultants to support the writing of the Early Recovery Strategic Framework.
- An Early Recovery Strategic Framework (ERSF) was developed, but this

document has actually never been used.

- Early Recovery was included in PONJA and Revised Appeal documents.

## Education cluster












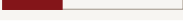
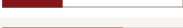

### Indicator scales

Nº	Indicator	Scale
1	Extent of additional geographic coverage	N/A
2	Extent of additional thematic coverage	N/A
3	Attention to differentiated needs	
4	Involvement of appropriate national actors	
5	Hand over and exit strategies	
6	Interaction of cluster with HC system	
7	Interaction of cluster with financial pillar	
8	Implementation of leadership responsibilities	
9	Implementation of provider of last resort	
10	Relationships among cluster (non-)members	
11	Relationships between clusters	
12	Quality of information sharing	
13	Cohesiveness of policies and activities	
14	Compliance with relevant standards	
15	Participation of affected population	
16	Accountability to HC & among members	
17	Meeting needs of humanitarian actors	
18	Quality and level of global cluster support	

- The Education Cluster was deactivated after 7 months of operations in December 2008. Informally, however, it was reactivated after May/June 2009 at the request of cluster members.
- While the cluster was dormant, some cluster responsibilities were assigned to UNICEF (Education Dialogue) and UNESCO (DPRE Working Group on DRR).
- UNICEF and Save the Children assigned two focal persons to the cluster.
- The cluster enhanced communication and relationships with the authorities.
- It was highlighted that the cluster had strong relationships to other agencies and clusters – working together rather than competing.
- The cluster had an INEE introductory workshop that was apparently very useful to participants.

## Emergency shelter cluster

### Indicator scales












Nº	Indicator	Scale
1	Extent of additional geographic coverage	N/A
2	Extent of additional thematic coverage	N/A
3	Attention to differentiated needs	
4	Involvement of appropriate national actors	
5	Hand over and exit strategies	
6	Interaction of cluster with HC system	
7	Interaction of cluster with financial pillar	
8	Implementation of leadership responsibilities	
9	Implementation of provider of last resort	N/A
10	Relationships among cluster (non-)members	
11	Relationships between clusters	
12	Quality of information sharing	
13	Cohesiveness of policies and activities	
14	Compliance with relevant standards	
15	Participation of affected population	
16	Accountability to HC & among members	
17	Meeting needs of humanitarian actors	
18	Quality and level of global cluster support	NOT ENOUGH DATA

- At the outset of the Nargis disaster, the in-country IFRC delegation in close cooperation with UNHCR took the initial decision not to take a convenor role for the Cluster because it determined that it did not have the capacity in country to assume cluster responsibilities and UNHCR assumed cluster leadership. IFRC headquarters reversed this decision after a few days. UNHCR and IFRC reportedly worked very well together after that (UNHCR was very cooperative and supported IFRC in assuming its cluster convenor responsibilities. It even provided office space).
- The cluster was noted for strong leadership and “genuine commitment” (external review April 2009) with a dedicated coordinator, information manager and technical advisor.
- Unlike other clusters, the shelter cluster was noted for its nonalignment with IFRC interests.
- Coverage was well achieved (according to MIMU data), but quality of distributed items was in some cases poor.
- A strategic framework was in place early (2008) and technical working groups were established. Beneficiary involvement was weak.

- In August 2008 UN-HABITAT took over the Shelter cluster until its formal closure in July 2009.
- UN-HABITAT performed a Lessons Learned exercise at the closure of the cluster, chaired by the Ministry of Social Welfare. Results were published.

## Emergency Telecommunications cluster

### Indicator scales

Nº	Indicator	Scale
1	Extent of additional geographic coverage	N/A
2	Extent of additional thematic coverage	N/A
3	Attention to differentiated needs	N/A
4	Involvement of appropriate national actors	
5	Hand over and exit strategies	
6	Interaction of cluster with HC system	
7	Interaction of cluster with financial pillar	
8	Implementation of leadership responsibilities	
9	Implementation of provider of last resort	N/A
10	Relationships among cluster (non-)members	
11	Relationships between clusters	NOT ENOUGH DATA
12	Quality of information sharing	
13	Cohesiveness of policies and activities	
14	Compliance with relevant standards	
15	Participation of affected population	N/A
16	Accountability to HC & among members	
17	Meeting needs of humanitarian actors	NOT ENOUGH DATA
18	Quality and level of global cluster support	NOT ENOUGH DATA
19	Coverage of ETC and logistics services	

- By September 2008 the cluster had achieved its goals to set up networks in each hub. Most agencies, however, did not have sufficient number of radios to fully utilize the networks due to political/administrative difficulties. Restrictions on the importation of telecommunications equipment, frequency licensing and use of equipment remained a significant challenge for the operation.
- A centralized database was established.
- A total of 610 humanitarian workers in Yangon and the Delta were trained in radio communications since the cluster opened.
- The cluster closed on May 11, 2009.

## Logistics cluster







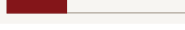






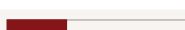
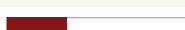

### Indicator scales

*The Logistic cluster has not been scored against indicators because the evaluators could not collect enough data to make a reliable assessment of its effectiveness. The cluster closed in August 2008 and there was no one in country who experienced the cluster at the time of this evaluation (more than one year after the cluster ended).*

- The Logistics Cluster, headed by WFP, was activated in May 10, 2008, and a Special Operation SO 170751.0 was created for a period of 3 months. The cluster ceased operations on August 10, 2008.
- By request from OCHA, WFP aviation continued helicopter operations after the closure of the cluster for two months.
- The cluster established air cargo facilitation and common transport network within Myanmar by hiring and running a fleet of trucks, boats and barges, establishing five logistics hubs in the affected regions, common warehouse facilities in Bangkok and Yangon, and logistics information management.
- 39 organizations used the common logistic services including the airlift and transport within Myanmar.
- The exit strategy was thought to ensure that all stakeholders were appropriately informed about cluster closure and that, when possible, installations and information were transferred to other actors.
- Coordination on logistics issues was low after the closure of the cluster. For example, a significant increase in prices of certain materials and rents in the Delta has been observed.

## Protection cluster

### Indicator scales

Nº	Indicator	Scale
1	Extent of additional geographic coverage	N/A
2	Extent of additional thematic coverage	N/A
3	Attention to differentiated needs	
4	Involvement of appropriate national actors	
5	Hand over and exit strategies	
6	Interaction of cluster with HC system	
7	Interaction of cluster with financial pillar	
8	Implementation of leadership responsibilities	
9	Implementation of provider of last resort	
10	Relationships among cluster (non-)members	
11	Relationships between clusters	
12	Quality of information sharing	
13	Cohesiveness of policies and activities	
14	Compliance with relevant standards	
15	Participation of affected population	
16	Accountability to HC & among members	
17	Meeting needs of humanitarian actors	
18	Quality and level of global cluster support	

- Due to political sensitivities, an agency decision was initially taken by UNHCR not to lead the cluster in Myanmar. Under these circumstances, UNICEF initiated a Protection of Children and Women Cluster (PCWC). Since UNICEF had limited capacity to deal with broader protection issues, it limited the scope of the cluster to deal with women and children. Save the Children was invited to co-chair the PCWC. UNICEF and Save the Children co-chaired the meetings beginning in May 2008.
- The cluster initiated two technical working groups at Yangon level, a Child Protection in Emergencies Technical Working Group chaired by UNICEF and a Women's Protection Working Group, chaired by UNFPA.
- In December 2008 UNHCR took over and included PCWC and the Vulnerability Network into a broader Protection Cluster with sub-clusters established in all townships and three technical working groups: Child Protection in Emergencies, Women's Protection and Mental Health and Psychosocial Support.
- At the end of September 2009, the Protection Cluster merged into the physical and social protection working group.
- The Ministry of Social Welfare was an active national counter part in the cluster.

- An Inter-Agency Review of the PCWC in October 2008 noted that the cluster had been one of the few that began translating meetings and documents into Burmese, creating a participatory environment and facilitating increased levels of ownership in the cluster.

## Health cluster

### Indicator scales

Nº	Indicator	Scale
1	Extent of additional geographic coverage	N/A
2	Extent of additional thematic coverage	N/A
3	Attention to differentiated needs	
4	Involvement of appropriate national actors	
5	Hand over and exit strategies	
6	Interaction of cluster with HC system	
7	Interaction of cluster with financial pillar	
8	Implementation of leadership responsibilities	
9	Implementation of provider of last resort	
10	Relationships among cluster (non-)members	
11	Relationships between clusters	
12	Quality of information sharing	
13	Cohesiveness of policies and activities	
14	Compliance with relevant standards	
15	Participation of affected population	
16	Accountability to HC & among members	
17	Meeting needs of humanitarian actors	
18	Quality and level of global cluster support	

- The Health Cluster formally closed in June 2009 with the departure of the Health Cluster Co-coordinator from WHO from Myanmar.
- The cluster spelled out a joint plan of action as early as June 2008.
- The Yangon Health Cluster met as a whole and within specialized working groups and was one of the best-attended clusters with up to 50 participants at each meeting.
- The cluster established three regional hubs in Labutta, Bogale and Pathein.
- The cluster developed a good indicator system and logframe.
- Strong involvement of the government, with joint development of HSS-GAVI assessment tool (MoH, WHO and UNICEF) to get baseline data for implementation of PoNREPP activities.
- Co-leadership by Merlin was very positive and allowed strong partnership to be

















established between the two partners.

- WHO had the trust of the Ministry of Health and Merlin had the respect of the NGO community, which has been noted as good practice (two independent evaluations and several lessons learned workshops).
- Relatively early, the cluster launched a framework for a psycho-social and mental health program, where lessons learned after the tsunami and Pakistan experiences were clearly taken on board.

## Nutrition cluster

### Indicator scales





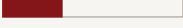

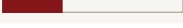

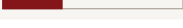







Nº	Indicator	Scale
1	Extent of additional geographic coverage	N/A
2	Extent of additional thematic coverage	N/A
3	Attention to differentiated needs	
4	Involvement of appropriate national actors	
5	Hand over and exit strategies	
6	Interaction of cluster with HC system	
7	Interaction of cluster with financial pillar	
8	Implementation of leadership responsibilities	
9	Implementation of provider of last resort	NOT ENOUGH DATA
10	Relationships among cluster (non-)members	
11	Relationships between clusters	
12	Quality of information sharing	
13	Cohesiveness of policies and activities	
14	Compliance with relevant standards	
15	Participation of affected population	NOT ENOUGH DATA
16	Accountability to HC & among members	
17	Meeting needs of humanitarian actors	
18	Quality and level of global cluster support	

- The Nutrition Cluster was formed even before Nargis, and the cluster contingency plan was drafted in April 2008. After Nargis, the cluster was fully operational up to mid-June 2009, with UNICEF acting as cluster lead. Within the cluster, three working groups were formed: Nutrition Surveillance, Infant Feeding in Emergency (IFE) and Community-based Management of Acute Malnutrition (CMAM) respectively chaired by UNICEF, Save the Children and ACF.
- Before closing in June 2009, the cluster produced a document to summarize the main achievements and challenges it faced, and developed recommendations for the transition to recovery groups.

- The cluster had worked in close collaboration with the government: the National Nutrition Centre of the Ministry of Health co-chaired the cluster and Technical Medical Officers (TMO) acted as field coordinators supported by UNICEF field nutrition staff.
- The cluster was very active in developing a common strategy, work plans, a contingency plan and standardized tools (21 tools, 5 databases) and contributed to the PONJA, Periodic Review and PonRepp. A CD-ROM was produced to disseminate cluster tools.
- The cluster had ToRs for cluster coordinators and for an information manager. There were three different cluster coordinators and five information managers from May 2008 to June 2009.
- The Nutrition Cluster identified several challenges including those in accountability towards the affected population, implementation of the concept of provider of last resort for inaccessible areas and implementation of the Principles of Partnership.

## WASH cluster

### Indicator scales

Nº	Indicator	Scale
1	Extent of additional geographic coverage	N/A
2	Extent of additional thematic coverage	N/A
3	Attention to differentiated needs	
4	Involvement of appropriate national actors	
5	Hand over and exit strategies	
6	Interaction of cluster with HC system	
7	Interaction of cluster with financial pillar	
8	Implementation of leadership responsibilities	
9	Implementation of provider of last resort	
10	Relationships among cluster (non-)members	
11	Relationships between clusters	
12	Quality of information sharing	
13	Cohesiveness of policies and activities	
14	Compliance with relevant standards	
15	Participation of affected population	
16	Accountability to HC & among members	
17	Meeting needs of humanitarian actors	
18	Quality and level of global cluster support	

- The WASH Cluster was activated just after Nargis and closed in June 2009. It was led by UNICEF at national and township levels. A review of the cluster was conducted in May 2009 for the Global Wash Learning Project (implemented by the global cluster). Although the cluster had no direct counterpart within the government, it managed to involve the local authorities in meetings via the TCC secretary.
- The cluster received important support from the global level, including expertise, an evaluation team and guidelines. However, this support was often perceived as insufficient or inadequate.
- The leadership of UNICEF faced several difficulties. First, there was a very high turnover of cluster coordinators. Second, cluster members have voiced concern about UNICEF's capacities to properly lead the cluster (e.g. late recognition of problems of water storage during dry season).
- Cluster members worked on work plans and standards, but with no systematic implementation. Information management improved over time.
- The cluster faced several funding issues, creating tensions between cluster members and lead agency.

## Annex 2

### Indicators

#### KEY QUESTION

To what degree has the cluster approach modified and strengthened the humanitarian response (in terms of gaps filled and greater geographic, thematic and quality of coverage, as well as ownership/connectedness)?

#### INDICATOR

##### 1. EXTENT OF ADDITIONAL GEOGRAPHIC COVERAGE

Extent of additional geographic coverage (gaps and duplications) since the introduction of the cluster approach in frequently reoccurring sudden onset or protracted crises.

NOTE: When assessing the additional geographic and thematic coverage achieved through the cluster approach, current response efforts need to be compared to previous response efforts. Such a comparison is only reasonably possible in cases of long-term, protracted crises or where similar sudden-onset disasters reoccur frequently

#### EVALUATION CRITERION

Effectiveness

#### LEVEL OF LOGIC MODEL

Outcome

#### SCALE

**0:** No additional geographic coverage despite agreed upon needs; duplication not identified

**1:** Measures for better geographic coverage developed, but not implemented; duplications identified, but not addressed

**2:** Measures partly implemented; geographic coverage increasing; duplications avoided

**3:** Evidence of significantly increased geographic coverage

#### INDICATOR

##### 2. EXTENT OF ADDITIONAL THEMATIC COVERAGE

Extent of additional thematic coverage (gaps and duplications) since the introduction of the cluster approach, including the coverage of cross-cutting issues (gender, environment, HIV), within and between clusters

#### EVALUATION CRITERION

Effectiveness

#### LEVEL OF LOGIC MODEL

Outcome

#### SCALE

**0:** No additional coverage of programming areas despite agreed upon needs; duplication within and between sectors not identified

**1:** Gaps and duplications within and between sectors identified, but not (yet) addressed

**2:** Expanded coverage and reduced duplications within clusters, but not between sectors

**3:** Evidence of significantly increased coverage and significantly reduced duplications within and between sectors

**INDICATOR****3. ATTENTION TO DIFFERENTIATED NEEDS**

Quality of geographic and thematic coverage (timeliness of activities and targeting based on differentiated needs/risks linked to age, gender, diversity)

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Outcome

**SCALE**

**0:** No differentiation and prioritization of needs, including according to age, sex, diversity

**1:** Prioritization of needs but no differentiation of needs by age, sex and other relevant categories (disabilities, ethnicity etc.); response not timely

**2:** Prioritization of needs and timely response but no differentiation of needs by age, sex, diversity and other relevant categories (disabilities, ethnicity etc.)

**3:** Tailor-made and timely geographic and thematic response according to priorities and specific needs of different groups of affected people / better targeted programming to appropriate affected populations previously underserved

**INDICATOR****4. INVOLVEMENT OF APPROPRIATE NATIONAL ACTORS**

Degree of involvement of appropriate national and local actors (state institutions, civil society)

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Outcome

**SCALE**

**0:** Appropriate national and local actors are not involved, receive no funding and the response is inconsistent with national and local strategies; inappropriate actors are involved

**1:** Cluster members are sharing information with appropriate local actors (the government, local authorities and / or civil society), but provide no funding to local civil society actors

**2:** Appropriate local actors are involved in needs assessment, planning and decision making, receive a share of funding and response is consistent with national and local strategies, including those for disaster risk reduction

**3:** Where appropriate, international actors are participating in nationally or locally-led response efforts, with local civil society actors receiving the bulk of international funding

**INDICATOR****5. HAND OVER AND EXIT STRATEGIES**

Extent to which hand over and exit strategies have been developed and implemented in order to ensure that local government and civil society actors build on and continue efforts, including cross-cutting efforts (gender, environment, HIV)

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Outcome

**SCALE**

**0:** Cluster lead agencies and members have no strategy for hand over and exit and do not integrate preparedness, contingency planning and early warning in their work plans; activities disengage the local authorities

**1:** Cluster lead agencies and members have developed an exit strategy and have identified capacity gaps, but have not implemented it; the strategy does not take into account existing national strategies and cross-cutting issues

Cluster lead agencies and members mainstream their strategies into existing national strategies and are beginning to implement hand-over strategies, are engaging the government and supporting the development of (national) frameworks for preparedness, disaster risk reduction, contingency planning and early warning; cross-cutting issues are partially addressed

**3:** Effective hand-over takes place, local frameworks are considered and strengthened, including in their cross-cutting dimensions, local authorities are engaged and technical knowledge has been transferred

**KEY QUESTION**

How is the cluster approach interacting with the other pillars of humanitarian reform, in particular the HC system and the reformed funding mechanisms and is it implemented in the spirit of the 'Principles for Partnership'?

**INDICATOR****6. INTERACTION OF THE CLUSTER WITH THE HC SYSTEM**

Extent to which the cluster approach and Humanitarian Coordinator system mutually support or undermine or each other

**EVALUATION CRITERION**

Coherence

**SCALE**

**0:** The HC does not fulfil its role to coordinate clusters / crucial decisions are made without the involvement of the HC; OCHA does not support the HC to fulfil its role; HC and clusters actively try to undermine each other's initiatives.

**1:** There is no significant interaction between the HC and the cluster approach.

**2:** Cluster coordinators and HCT members begin to see benefits of HC role in cluster coordination and grant the HC a certain degree of informal power; OCHA supports the HC in such a way that s/he can leverage this power; the HC considers cluster positions in his/her decisions and advocacy activities.

**3:** HC exercises clearly defined responsibilities for clusters and this role is accepted by the members of the different clusters. The HC systematically builds his/her strategies around cluster input. This role helps the clusters to better achieve their goals and strengthens the HC's formal and informal coordination role; HC and cluster system actively support each other

**INDICATOR****7. INTERACTION OF THE CLUSTER WITH THE FINANCIAL PILLAR**

Extent to which the cluster approach and the financing pillar of the humanitarian reform (CERF, Pooled Funding, ERF, and innovations in the CAP) mutually support or undermine each other

**EVALUATION CRITERION**

Coherence

**SCALE**

**0:** The cluster approach and the new financing / appeal mechanisms undermine each other's goals or further emphasize each other's weaknesses (e.g. exclusiveness, "silo building" between clusters, etc.)

**1:** The interaction between the cluster approach and the new financing / appeal mechanisms sporadically strengthen the participating actors' ability to get access to information and resources, help to develop coordinated appeals and proposal development according to needs and identified gaps, but are not always consistent with the 'Principles of Partnership'

**2:** The interaction between the cluster approach and the new financing / appeal mechanisms often strengthen the participating actors' ability to get access to information and resources, help to develop coordinated appeals and proposal development according to needs and identified gaps, and are in most cases in line with the 'Principles of Partnership'

**3:** The interaction between the cluster approach and the new financing / appeal mechanisms strengthen the participating actors' ability to get access to information and resources, help to develop coordinated appeals and proposal development according to needs and identified gaps, and are in line with the 'Principles of Partnership'

**KEY QUESTION**

To what degree has the cluster approach achieved the intended outputs (predictable leadership, partnership/cohesiveness, accountability)?

**INDICATOR****8. IMPLEMENTATION OF LEADERSHIP RESPONSIBILITIES**

Clarity of roles and level of assumption of responsibility of cluster lead agencies and OCHA, including for cross-cutting issues (gender, environment, HIV)

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Output

**SCALE**

**0:** Roles and responsibilities are unclear with overlapping responsibilities and conflicts or no / low level of acceptance of leadership; cluster leads represent their agencies' interest not the cluster's interest at HCT meetings

**1:** Clearly defined roles, including for cross-cutting issues and where clusters are co-led at the field level, but insufficient assumption of responsibility or limited acceptance of leadership; cluster members feel only partially represented at HCT meetings by the cluster lead

**2:** Cluster leads carry out their responsibilities as defined in TORs (including cross-cutting issues) and exhibit responsibility for the work within the cluster, not only for their own operational demands, and the cluster lead's leadership role is accepted by the majority of cluster members; they feel largely represented at HCT meetings by the cluster lead

**3:** Responsibilities within and between clusters are clear and cross-cutting issues are incorporated into cluster work plans and the leadership role is broadly accepted; cluster members feel well represented by the cluster lead at HCT meetings

**INDICATOR****9. IMPLEMENTATION OF PROVIDER OF LAST RESORT**

Clarity of the concept of "provider of last resort" and level of assumption of the related responsibilities by cluster leads (for those clusters where it applies)

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Outcome

**SCALE**

**0:** There is no common understanding of the concepts of first port of call and provider of last resort

**1:** Clear common understanding of the concepts exists (e.g. as defined in the 'IASC Operational Guidance on the concept of Provider of Last Resort'), but cluster leads have not assumed responsibility, despite the necessity

**2:** Where necessary, cluster leads have started to act as "advocators of last resort" but not as providers of last resort.

**3:** Cluster leads have acted effectively as providers of last resort, where necessary



**INDICATOR****10. RELATIONSHIPS AMONG CLUSTER (NON-)MEMBERS**

Quality of relationships within clusters and between cluster members and non-members with respect to the 'Principles of Partnership' (assessment missions, advocacy activities, strategy development, decision-making, access to common resources)

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Output

**SCALE**

**0:** Cluster members are not included in relevant cluster activities (assessment missions, advocacy activities and decision making), appeals and allocation of common funds reflect priorities of one agency only and / or there are open conflicts among cluster members

**1:** UN and non-UN cluster members are included in cluster activities (assessment missions, advocacy activities and decision making) and allocation of common funds in a consultative fashion but not on an equal basis; they do not take into account non-cluster members; priorities of one agency dominate in appeals

**2:** UN and non-UN cluster members do joint assessment missions, advocacy activities, cluster decisions and define cluster strategies (including resource allocation of common funds) in accordance with the 'Principles of Partnership'; but do not take into account concerns and positions of non-cluster members; appeals and allocation of common funds reflect cluster priorities

**3:** Cluster members work on the basis of the 'Principles of Partnerships'; take into account inter-cluster concerns and the positions of non-cluster humanitarian actors; appeals and allocation of common funds reflect collectively identified needs

**INDICATOR****11. RELATIONSHIPS BETWEEN CLUSTERS**

Quality of relationships between clusters

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Outcome

**SCALE**

**0:** Cluster approach undermines pre-existing inter-sectoral coordination; coordination mechanisms duplicate or undermine each other; OCHA has taken no steps to address this situation

**1:** Cluster approach builds on, but does not improve pre-existing coordination mechanisms; information on needs assessments, activities and service shared between clusters; OCHA attempts to strengthen cross-cluster linkages

**2:** Inter-sectoral / inter-cluster linkages strengthened through cluster approach and the active involvement of OCHA; strategy for avoiding inter-cluster duplication and enhancing inter-cluster complementarity exists

**3:** Facilitated by OCHA, clusters have effective linkages to all other relevant clusters/sectors, have clearly allocated responsibilities for inter-cluster and cross-cutting issues and coordinate activities adequately based on jointly identified needs

**INDICATOR****12. QUALITY OF INFORMATION SHARING**

Quality of and capacity for information sharing (including information about cross-cutting issues, e.g. gender, environment, HIV)

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Outcome

**SCALE**

**0:** Information is not shared

**1:** Some information is shared among cluster members, but not outside or among clusters

**2:** Information is shared effectively (regularly updated and easily accessible) within clusters; some information is shared with relevant non-cluster members and other clusters

**3:** Regularly updated information of high-quality and technical detail is shared effectively within clusters; cluster members conduct joint needs assessments; data collection and evaluations and information is shared effectively with relevant non-cluster members, other clusters and the HC/RC and HCT

**INDICATOR****13. COHESIVENESS OF POLICIES AND ACTIVITIES**

Degree of cohesiveness of policies and activities

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Outcome

**SCALE**

**0:** No shared objectives, contradictory strategies and activities of cluster members

**1:** Common objectives, but contradictory approaches, strategies and activities

**2:** Collectively shared objectives among cluster members; joint strategies and work plans and complementary activities; complementary strategies with other relevant clusters and non-cluster humanitarian actors, including donors

**3:** Joint policies and strategies are being implemented by a majority of humanitarian actors; division of labour with non-cluster humanitarian actors is clearly defined and implemented

**INDICATOR****14. COMPLIANCE WITH RELEVANT STANDARDS**

Extent of compliance with relevant standards, including standards that cover cross-cutting issues (gender, environment, HIV)

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Output / Outcome

**SCALE**

**0:** Relevant standards do not exist, have not been defined or are unknown to the cluster members

**1:** Relevant standards exist or have been defined, where relevant adapted to country-specific circumstances and are accepted by key stakeholders

**2:** Humanitarian agencies are complying to a large extent to those standards

**3:** Relevant standards are completely implemented

**INDICATOR****15. PARTICIPATION OF THE AFFECTED POPULATION**

Extent and quality of the participation of the affected population(s) (and where relevant, the host communities) and resulting degree of accountability to the affected population

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Output

**SCALE**

**0:** Affected populations are not informed and not involved in needs assessment, decision-making, implementation and monitoring

**1:** Adequate information about activities and consultation with affected populations

**2:** Participatory needs assessment and needs prioritization

**3:** Joint planning and decision making, implementation, monitoring and evaluation, leading to a consistent application of relevant standards / findings of participatory assessments guide the work of the cluster and are used in advocacy with authorities

**INDICATOR****16. ACCOUNTABILITY TO THE HC AND AMONG MEMBERS**

Degree of existence, effectiveness and implementation of accountability mechanisms (definition of roles, clear reporting lines, monitoring and evaluation, availability of information / transparency, enforcement mechanisms) between HC/RC and clusters and within clusters

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Output

**SCALE**

**0:** Expectations and roles unclear, insufficient transparency, incentives and enforcement mechanisms

**1:** Clear expectations and roles, adequate reporting (but not monitoring and evaluation and no enforcement mechanisms)

**2:** Appropriate information / transparency (adequate monitoring and evaluation), poor enforcement mechanisms

**3:** Effective incentives and enforcement mechanisms

**KEY QUESTION**

Does the cluster approach enable participating organizations to deliver better response through coordination and information sharing?

**INDICATOR****17. MEETING NEEDS OF HUMANITARIAN ACTORS**

Extent to which the cluster approach responds to the needs / expectations of humanitarian actors with respect to coordination (including inter-agency coordination) and information sharing in the specific country context

**EVALUATION CRITERION**

Relevance

**SCALE**

**0:** Humanitarian agencies question the raison d'être of the cluster approach; participation in cluster meetings is very low (in terms of number of people, rank of participants or attendance induced only by financial incentives); common services are not requested; cluster or HCT meetings and other coordination mechanisms are not used to share information and exchange ideas / approaches

**1:** Humanitarian agencies are sceptical, but show reasonable participation common services at times requested and used; cluster or HCT meetings and other coordination mechanisms are sporadically used to share information and exchange ideas / approaches

**2:** Humanitarian agencies recognize some added value, show committed participation in cluster meetings and use common services increasingly; meetings are used to share information and exchange ideas

**3:** Humanitarian agencies recognize cluster approach as highly relevant to their needs, participate strongly and effectively in cluster meetings and frequently use common services; meetings and other coordination mechanisms are used to share information and develop common approaches

**KEY QUESTION**

What kind of support have global clusters delivered and how effectively has it been used at the country and field levels? Which inputs included in the generic TORs have not been provided?

**INDICATOR****18. QUALITY AND LEVEL OF GLOBAL CLUSTER SUPPORT**

Quality (timeliness, relevant to local contexts, level of technical standard) and level of global cluster support: Standards & policy setting (guidance and tools); Response capacity (surge capacity, training, system development, stockpiles); Operational support (capacity needs assessment, emergency preparedness, long-term planning, access to expertise, advocacy, resource mobilization, pooling resources)

**EVALUATION CRITERION**

Efficiency

**LEVEL OF LOGIC MODEL**

Input

**SCALE**

**0:** No support

**1:** Support not relevant to field and/or not timely

**2:** Relevant support at high technical standards provided, but not timely

**3:** Support provided, with impact on practice, including on cross-cutting issues

**KEY QUESTION**

To what degree has the cluster approach modified and strengthened the humanitarian response (in terms of gaps filled and greater geographic, thematic and quality of coverage, as well as ownership/connectedness)?

**INDICATOR****19. COVERAGE OF ETC AND LOGISTICS SERVICES**

Coverage of ETC and logistics services

**EVALUATION CRITERION**

Effectiveness

**LEVEL OF LOGIC MODEL**

Outcome

**SCALE**

**0:** ETC and logistics services are neither sufficient, nor relevant to the needs of their users

**1:** ETC and logistics services are sufficient in quantity, but not targeted to the needs of their users

**2:** ETC and logistics services are targeted to the needs of their users, but do not cover all needs

**3:** The needs of ETC and logistics users are completely covered

**KEY QUESTION**

What intentional or unintentional positive or negative effects of the cluster approach concerning affected populations, the coordination and interactions among participating organizations and the humanitarian system as a whole can be demonstrated?

**INDICATOR****20. EVIDENCE FOR EFFECTS**

Evidence for effects (intentional or unintentional, positive or negative) of the cluster approach on the affected populations, the coordination and interactions among participating organizations and the humanitarian system as a whole can be demonstrated

**EVALUATION CRITERION**

Effects

**KEY QUESTION**

Is there evidence that the results of the cluster approach justify the inputs of major stakeholders such as the IASC, NGOs, host communities and donors at the country level?

**INDICATOR****21. EVIDENCE THAT RESULTS JUSTIFY INVESTMENTS**

Evidence that the results of the cluster approach justify the investment made by major stakeholders at the country level

**EVALUATION CRITERION**

Efficiency

**LEVEL OF LOGIC MODEL**

Input

## Annex 3

### List of persons interviewed and sites visited

#### Sites visited

##### Yangon

Bogale Township (villages visited: Kant Balar Chaung, Set San, Kyein Chaung Gyi, Kha Yu Chaung, Sein Tone Hle, Aye Yar, Ka Don Ka nNi)

Labutta Township (villages visited: Mi Chaung Aing, Boe Mi Yae Kyam)

In each township (Bogale and Labutta), separate meetings were organized with local authorities, the humanitarian community and cluster leads. Actors were also interviewed individually and met in the villages where they were running projects.

In each village, discussions with affected populations were held. The evaluators conducted group discussions with village leaders, groups of women and groups of men (randomly selected). Often NGO field staff who worked in the villages were also present and interviewed. The discussion was articulated around three pillars:

Understanding how the humanitarian aid was delivered to villagers (when, who, what and how) and what is their actual level of recovery. On this matter, the evaluators conducted historical mapping of the aid using participatory methods.

Assessing the level of coordination between aid actors in the village (e.g. how many assessments were carried out by different actors?)

Assessing the level of attention given to participatory / community-based approaches in the village in needs assessment, project design and implementation

#### Persons interviewed or consulted at Yangon level

##### MIMU and UN agencies

Joe Crowley, MIMU, Manager

Eva Vognild, MIMU, Information Management manager

Edmore Tondhlana, UN OCHA, Field coordinator

Thierry Delbreuve, UN OCHA, Head of office

Antonio Massella, UN OCHA, Deputy of head of office

Norwin Schafferer, UN OCHA, Humanitarian affairs officer

Bishow Parajuli, HC/RC, UNDP Resident representative

Teis Piel Christensen, IOM

Toshihiro Tanaka, UNDP, Country director

Mohamed Abdel-Ahad, UNFPA, Country representative  
 Stanley Sajow, UNFPA  
 Thwe Thwe Thein, UNFPA  
 Pency Tun Thein, UNFPA  
 Ne Win, UNFPA  
 Shin Imai, FAO, Country representative  
 Tesfai Ghermazien, FAO, Senior emergency and rehabilitation Coordinator /  
 Agriculture cluster coordinator  
 Sarah Gordon-Gibson, WFP, Deputy Country Director  
 Chris Kaye, WFP, Country Director and Representative  
 Marc Rapoport, UNHCR, Deputy representative  
 Aye Twin, UNICEF, Nutrition cluster coordinator  
 Kyaw Win Sein, UNICEF, Nutrition specialist  
 Remesh M. Shrestha, UNICEF, Country representative  
 Tadayo Joseph, UNICEF, WASH Emergency specialist  
 Waldemar Pickardt, UNICEF, WASH section- Chief  
 Tai Ring The, UNICEF, WASH Emergency specialist  
 Margareta P. Skold, WHO, Public Health Administrator  
 Lianne Kuppens, former Inter Cluster Coordinator  
 Nadine Waheed, UN-HABITAT, Program Officer (Comments on Draft Zero of  
 this country report)  
 Srinivasa B. Popuri, UN-HABITAT, Country Program Manager (Comments on  
 Draft Zero of this country report)

#### ASEAN

Niken Gandini, ASEAN, Senior Coordination officer / Recovery hub

#### International NGOs

Andrew Kirkwood, Save the Children, Country Director  
 Guy Cave, Save the Children, Program Director  
 Paul Sender, MERLIN, Country director / Health cluster co-lead  
 Philippe Hamel, AMI, Country director  
 Roisin Devale, ACTED, Country director  
 Christopher Bleers, Norwegian Refugee Council, Shelter & school reconstruction  
 program manager  
 Regina Feindt, Welthungerhilfe (German Agro Action), Country director  
 Bryan Berenguer, Welthungerhilfe (German Agro Action), Head of project –  
 Agriculture & Livelihoods  
 Luis Uribe, Amurt

### National NGOs

Salai Isaac Khen, Thingaha Gender Working Group  
Maung Sein, Noble Compassionate Volunteer Group, Director

### Red Cross and Red Crescent Movement

Tha Hla Shwe, MRCS, President  
Hla Pe, MRCS, Honorary secretary  
Paw Mynt, MRCS  
U Kyi, MRCS  
Alisdair Gordon-Gibson, IFRC, Head of operations  
Chang Hun Choe, IFRC, Recovery coordinator  
Felix de Vries, IFRC , Asia Pacific Shelter Delegate (Comments on Draft Zero of the Country Report)  
Florence Le Paulmier, French Red Cross, DRR Program coordinator

### Government of Myanmar

U Aung Tun Khaing, Ministry of Social Welfare, Relief and Resettlement,  
Government of Myanmar, Deputy Director General

### Donors

Joelle Goire, ECHO, Technical expert  
Silvia Facchinello, EC, Program officer for Myanmar

### Others

Jerry Engman, Recovery Coordination Center

In addition, several humanitarian actors attended the introductory meeting and the Debriefing session organized by the evaluation team.

### **Persons interviewed in Labutta (through workshops, focus group discussions and individual interviews)**

#### Recovery Hub Office

Sok Phoeuk, ASEAN  
Zin Min Than, ASEAN  
Ye Min Htwe, ASEAN  
Phyu Sin Wai, ASEAN



Hnin Wut Yee Soe, ASEAN

#### UN agencies

Htein Soe, UNDP  
 Benjamin Luz, UNDP, Early Recovery Project  
 Thein Htun Hla, UNDP, Township Program Manager  
 Rafael Abis, UNHCR, Field officer  
 Myat Thar, UNICEF  
 Aung Soe, UNICEF  
 Nay Aung, UNICEF  
 Thida Seine, UNICEF  
 Zaw Htoo, UNICEF  
 Hongyi Xie, WFP  
 Tun Aung, WFP  
 Ga Lam, WFP

#### International NGOs

Frederico Motka, ACTED, Area coordinator  
 Aurelie Ferry, ACTED  
 Bijay Shresta, Malteser International  
 Ngwe Daung Hlaing, Malteser International  
 Khine Soe Linn, Malteser International  
 Sebastien Naissant, Triangle Generation Humanitaire (TGH), Project Manager  
 National NGOs:  
 David Deedi, SWE THA HAR

#### Local authorities

Myint Oo, Chairman of Township (TPDC/TCC)  
 Maung Maung Yin, Secretary of the Township (TPDC/TCC)  
 In addition, focus group discussions were conducted with villagers.  
 Persons interviewed in Bogale (through workshops, focus group discussions and individual interviews):  
 Recovery Hub office:  
 Jarle Tverli, UN OCHA, RHO hub coordinator  
 Maung Maung Hla, RHO staff  
 Myat Thu Rein, RHO staff  
 Ni Ni Than, RHO staff  
 UN agencies:  
 Aye Nang, UNHCR, Field assistant  
 Min Tun Tee, UNICEF, Water engineer

Myo Min Win, UNICEF, Health officer  
 Jitendra Jaiswal, UNDP, Early recovery manager  
 Khaing Kyan Hoo, UNDP  
 Niemkhan Nor, IOM  
 Nwe Nwe Htay, WFP  
 Chit MgMag, UN-HABITAT, Senior project coordinator  
 Naw Say Wah, FAO

#### International NGOs

Aung Hain, Welthungerhilfe (German Agro Action), Sc. Civil Engineer  
 Zaw Naing Oo, Welthungerhilfe (German Agro Action), Program coordinator  
 Ko Moe Thu, World Vision, Field manager  
 Nay Tha Gay, World Vision, Accountability coordinator  
 Sacha Petryszyn, ACF, Head of base  
 Hla Shein, CARE  
 Hla Mizu, GRET, Technical coordinator  
 Dr Thin Thanda Win, Samaritans' Purse, Hygiene promotion team leader  
 Kyaw Myat Htul, Solidarités, Field coordinator assistant  
 Nanda Shwe, Japan Emergency NGOs (JEN)  
 Yan Yin Aye, JEN, Field officer

#### Red Cross and Red Crescent Movement

Myat Thu Rein, MRCS, Reporting officer  
 Dr. Mg Mg Hla, MRCS, Hub manager  
 National NGOs:  
 Thein Myint, Loka Ahlinn, Project coordinator  
 Mg Aje Khing, SVS, Assistant supervisor  
 Myo Thant Zaw, SVS, Assistant supervisor  
 Win Qhwe Mamg, Ar Yone Oo  
 U Khin Maung Oo, Renewable energy association Myanmar, Project manager  
 Naw Heh Thay, Meha development foundation, Accountant

#### Local authorities

The evaluators met the Chairman of Township (TPDC), the TMO and TEO.  
 In addition, focus group discussions were conducted with villagers. MRCS, CARE and CDA projects were also visited.

**Persons interviewed through phone call or email exchanges:**

Anne-Sophie Porsche, former Nutrition cluster coordinator

Jock Baker, Member of the IA RTE Evaluation team

Birke Herzbruch, NGO Liaison Officer -Local Resource Center

Kerren Helmund, former NGO Liaison Officer

## Annex 4

### Documents and literature consulted for the country report (selection)

#### Global documents

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- Stoddard, Harmer et al. (2007), *Cluster Approach Evaluation Final report*, London: ODI, available at: <http://www.odi.org.uk/resources/download/3820.pdf>
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- Turner, Baker et al. (2008), *Inter-Agency Real Time Evaluation of the Response to Cyclone Nargis*
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- United Nations (2008), *Myanmar Flash Appeal*, May 2008
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## Cluster-specific documents

### Health Cluster

- Mission Report (Draft 271108), Joint Field Mission to study WHO Disaster Preparedness and response in the context of the Health Cluster Response to Cyclone Nargis in Myanmar, Review by Joint Team DG ECHO, DFID, MERLIN, WHO, 2-7 November 2008
- Minutes at national and township level (Pathein and Labutta), HC meeting minutes, Presentations by government, Cluster Joint Plan of Action

### Food Cluster

- Minutes
- Food Cluster Lessons Learned Workshop, chaired by WFP, Yangon 28 July 2009
- Guidelines to receive Food for distribution – WFP Myanmar Cyclone Nargis, 16 May 2008

### ETC Cluster

- Myanmar ETC Project Extension Closure Report, written for WFP by Azdzan Hadziemin, FITTEST, Dubai Education

### Education Cluster

- Cluster Plans, Minutes, Lessons Learnt Workshop Notes, Strategy Paper,

Handover Notes, Situation Reports

- SitReps, Technical guidance Notes, Meeting Minutes, internal documents

#### Logistics Cluster

- Logistic cluster Myanmar, cyclone Nargis Emergency Response, End of Mission Report, 10 May – 10th August 2008
- SitReps, Technical guidance Notes, Meeting Minutes, internal documents

#### Protection Cluster

- Minutes
- GenCap Advisor Final Report by Elizabeth Penter, 2009.
- ProCap Advisor End of Mission Report
- Inter-Agency Review of the Myanmar Protection of Children and Women Cluster response to cyclone Nargis. External review, October 2008

#### Shelter Cluster

- Meeting Minutes and Strategic Framework
- Emergency Shelter Cluster Review, written by Jessica Alexander, April 2009
- Google Groups “Shelter” containing booklets and guidelines, convened by UN-HABITAT [http://groups.google.com/group/unhmm?pli=1\\_\(last accessed February 25, 2010\)](http://groups.google.com/group/unhmm?pli=1_(last%20accessed%20February%2025,%202010))
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#### Early Recovery Cluster

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- Cluster working Group on Early Recovery, Early Recovery Strategic Framework (ERSF), Union of Myanmar, October 2008
- Early Recovery in post Cyclone Nargis in Myanmar: An emerging trend requiring further support, presented by Tun Myat, Copenhagen, 1-2 October 2008
- Early Recovery Monitoring and Evaluation in Myanmar - Recommendations for the M&E system for Early Recovery in Myanmar written by D. Kauffmann, J. Pasquet and K. Levy, mission commissioned by the CWGER hosted by BCPR/UNDP

#### Nutrition Cluster

- Nutrition cluster - Overview and proposed transition strategy, 7 April 2009
- Historical benchmarks - Myanmar Nutrition cluster in cyclone Nargis Response

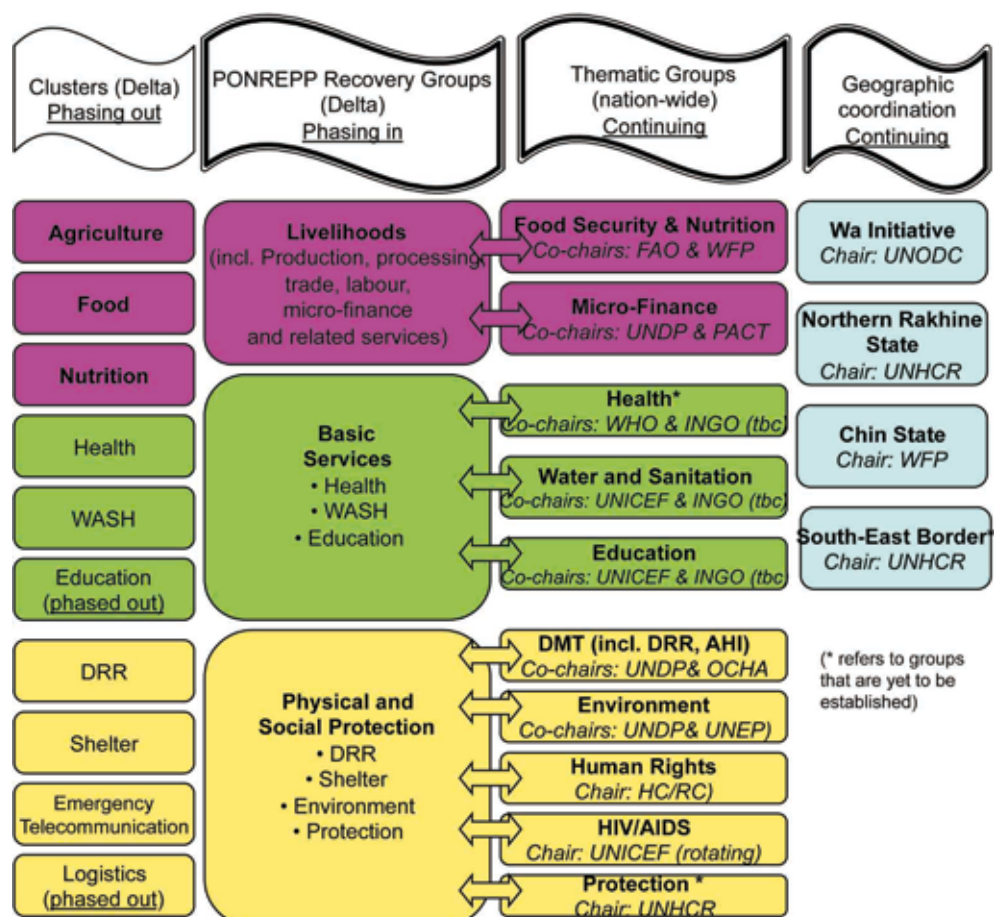
- Nutrition cluster Sitrep

#### WASH Cluster

- Review of the WASH cluster in Myanmar, following the Cyclone Nargis response, May 2008 written by Joseph Kuitens for the Global WASH Cluster Learning Project on behalf of Action Against Hunger

## Annex 5

### Myanmar Planned Coordination set up as of June 2009 (transition from Clusters to Recovery Groups)



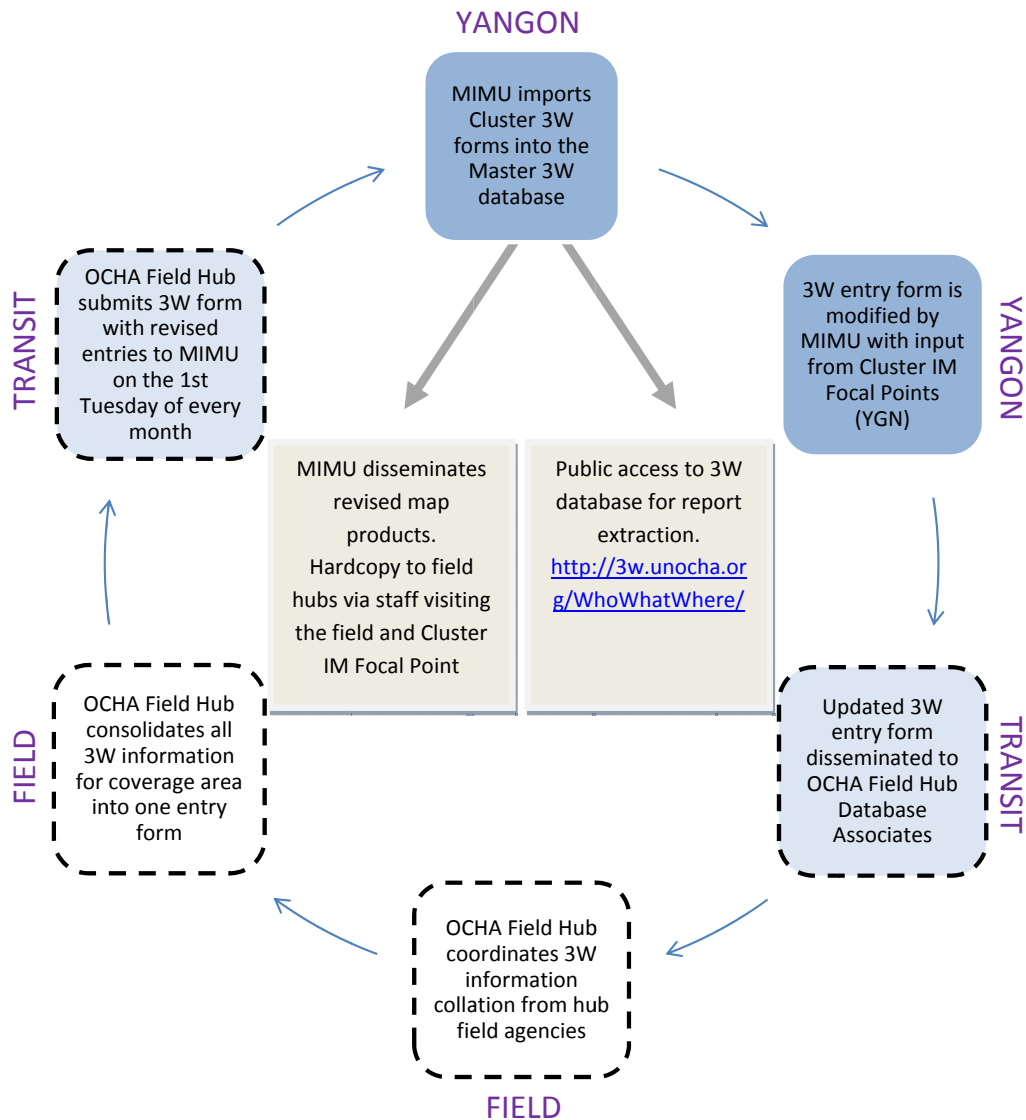
Source: OCHA Myanmar

As the Clusters in the Delta phase out with the transition from emergency relief to early recovery and recovery, in the Delta the three Recovery Groups will phase in with PONREPP implementation. The Thematic group will continue to cover the whole country, under the ISAC umbrella, as they have been doing up to now. The representative from each of the Recovery Groups will participate in the relevant Theme Group to ensure smooth information sharing and other coordination.



## Annex 6

### Nargis 3W information flow, the cluster approach, November 2008



Source: MIMU, November 2008

This synthesis report is part of the Cluster Approach Evaluation Phase 2 commissioned by the Inter-Agency Standing Committee (IASC).

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