

ETHIOPIA SHELTER EVALUATION



**NORWEGIAN REFUGEE
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Executive Summary

NRC has been in Ethiopia since 2011, providing Shelter, Education, WASH and Food Security assistance to refugees in 14 camps located in 4 areas of the country. Shelter comprises the biggest component of the all assistance provided. The evaluation sought to examine all shelter projects implemented by NRC between 2011 and 2014. However, emerging quality issues had the team consider feedback emanating from ongoing programmes in 2015.

The initial purpose of the evaluation was to identify important areas of learning and document successes that can be replicated, as well as to highlight shortcomings to avoid in the shelter programme. However, findings throughout data collection shifted focus of the outcome towards key areas in need of improvement, quality improvements and assurance.

Following ALNAP's adapted OECD/DAC evaluation criteria, the exercise sought to examine the different shelter solutions implemented in the different locations over the four years. This also included community infrastructure, such as transit and reception hangars that are used as communal shelters, and other technical infrastructure and services (mainly sanitation) provided by NRC for refugees (and host communities) in the four regions where NRC has been in operation. Evaluation data was gathered using a combination of household surveys (784 respondents), focus group discussions (19 no), key informant interviews (28 no.) and observations. The sampling of informants took into account variations in the different groups assisted (refugees and host community women, girls, boys and men), the different camps / locations and the varied types of shelter support provided.

The findings of the evaluation provide guidance for future program direction by drawing recommendations that will be used to improve overall programme quality and management.

FINDINGS

Impact: The shelter programme has positively influenced the lives of beneficiaries in ways that stretch beyond the initial expected outcomes of the different individual projects. These range from the more basic and immediate physical protection against the elements and privacy, to improved access to food security and livelihoods, and savings in rent. Some beneficiaries identify with a reduction in vulnerabilities, affirming an improved sense of wellbeing and find themselves in a better position to cope with challenges of a refugee situation.

Relevance: NRC has been operational in the 4 areas during critical influxes of refugees and helped address basic local needs that matched beneficiaries' priorities. Most beneficiaries stated shelter to be a basic need that took precedence in their lives especially when they first arrived in the camps, confirming the self-evident need for shelters for newly arrived refugees. Only few (6%) could think of alternative assistance to shelter at the time delivered. With minor exceptions to Dolo Ado, target populations have largely received, and used shelters constructed by NRC as intended.

Effectiveness: NRC is seen as a very responsive and effective organization that over the 4 years demonstrated capacity to deliver on its promises. It is also seen as proactive, and a leading provider of shelter solutions in part due to its being present in nearly all the camps while providing complementary assistance in a range of sectors. The organization has been praised for its 'adaptability', or more specifically, flexibility, in Gambella during the south Sudanese refugee influx of 2014.

Huge shelter gaps remain, at over 60% in Gambella. Current shelters are reported and observed to lack adequate space and privacy, and have a lifespan shorter than initially thought, while there is lack of maintenance support and follow up. Lately, NRC has come to be viewed as widely but thinly spread on ground to be effective, and now (2015) faces concerns of shelter quality.

Efficiency: NRC is seen as a very efficient and responsive organization over the 4 years, outperforming most other agencies assisting refugees but needs to address the concerns of shelter quality by addressing 1) delays in materials procurement and challenges in handling, 2) shortcomings in shelter design and costing, 3) limited supervision and quality control, and 4) management of fleet for transportation of staff and materials.

Coordination: Coordination with UNHCR, ARRA and other humanitarian agencies as well as within NRC is reported and observed to work well, to the extent that there is no reported duplication of assistance. In most places, NRC has often been the sole shelter partner of ARRA & UNHCR, limiting coordination challenges. It is however affected by the limited presence of supervisory technical and middle management staff in the camps / sites.

Cross cutting issues: the organization is evidently aware of the associated environmental, and protection (age, gender and disability) concerns and has clearly mainstreamed them into the shelter programme. However, a few shelter related protection concerns facing unaccompanied minors (UAMs) in Shire are highlighted for further action.

CONCLUSIONS

The evaluation finds the shelter programme to be relevant, effective, efficient, well-coordinated and having made a big difference to the lives of beneficiaries. For the last 4 years NRC has been the main shelter provider in 14 refugee camps covered. NRC has previously delivered quality emergency, transitional and permanent shelters, as well as physical infrastructure, alongside other assistance. However, there are emerging concerns relating to the quality of shelters constructed by NRC, a challenge that the programme needs to address.

A related range of factors is behind the concerns on quality; limited supervision of contracted workers on site due to the absence, or limited technical supervisory and managerial staff presence on camp sites, challenges in materials procurement and budget management which combine to push a lot of activities towards the last phases of project

implementation, and shortcomings in the shelter design. In addition, the M&E system seems insufficient for a program of this scale and complexity.

RECOMMENDATIONS

To increase NRC's technical and managerial presence on ground, needed to address the reported and observed shelter quality concerns, the following actions are recommended;

1. Seek ways of working with more refugee incentive workers. Consideration and ways of increasing community participation beyond the current form and levels is also urgently needed. Towards this end, NRC needs to see how to address with ARRA and UNHCR the concern of having shelter beneficiaries selected and allocated shelters /plots before start of construction. This may require negotiating with UNHCR and ARRA to be tasked with beneficiary shelter allocations. Equally important, NRC needs to advance and sell better the idea of owner driven shelter construction to the refugees, ARRA and UNHCR.
2. Undertake a review of the designs and costing of all the shelters constructed for refugees in all the four areas. The shelter designs are to be reviewed, to allow for expansions and use of alternative materials that can better withstand termite attacks for a more elongated lifespan. Further, a joint review of the shelter design, by child protection and shelter experts which should benefit from the input of the minors is urged, to address the protection concerns raised by the minors.
3. Develop a closer and more practical way of having the shelter programme staff work with the support functions, especially on effective material procurement and handling, and fleet management. This includes consideration for long term agreements for materials supply, and appropriate warehouses for early procurement and stocking of commonly used shelter materials. A more targeted training on budget monitoring and management should be developed and held for key programme staff tasked with implementation and monitoring of budgets.
4. Strengthen the current M&E system and practice with a particular focus on quality management.
5. NRC needs to review its wide but thin presence in the various camps it's currently operational, especially Gambella, as well as the portfolio of activities, to be in line with the available funding, or resources, and the capacity to deliver quality programmes.

LESSONS LEARNT / CASE STUDIES

The evaluation identified two case studies with implications beyond the country programme. These include 1) Use of YEP to address shelter skill gaps in Shire, 2013 and 2) NRC's adaptability in Gambella, during the South Sudanese refugee influx of early 2014.

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Evaluation Team Members

- *Timothy M Mutunga* – Regional Shelter Programme Manager. Team Leader, responsible for overall planning, coordination and final reporting.
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- *Andrew Nzimbi* – Regional M&E Coordinator, who left the organization midway through the field work but who continued to support the exercise. Andrew was subsequently replaced in the team by *Thomas Kilunda* – Regional M&E Officer who joined the team for the Fieldwork. Both contributed in qualitative data analysis and drafting the final report.

The Evaluation was made successful by the guidance provided by the Steering committee comprising of Asbjørn Lode (Program Director Ethiopia), Lian Bradley (Evaluation Advisor, HQ), Charlotte Torp (Regional Programme Advisor) and Jeroen Quanjer / Martin Suvatne (Shelter Advisors, HQ).

Acknowledgements

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Special thanks are extended to the following staff members of NRC Ethiopia; David Dominic (Country Shelter Project Manager), Abebe Gebrehaweria (Shelter Project Coordinator, Shire) Tesfay Tsehaye (M&E Officer, Shire), Micheal Berhane (M&E Officer, Gambella), Mohamed Digale (M&E Officer, Dolo Ado), Area Managers for Shire, Dolo Ado and Gambella and the Officer in Charge, Assosa. The team benefited immensely from the NRC admin and logistics team. The evaluation implied at times significant, additional workload for selected NRC staff. The assistance given to us was efficient, friendly, and respectful of our role allowing us to focus on our work.

Many of the recommendations draw on suggestions by beneficiaries and other informants but all errors and omissions are by the Evaluation team.

List of Acronyms and Abbreviations

ABE	Alternative Basic Education
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Actions
ARRA	Administration for Refugee and Returnee Affairs
DAC	Development Assistance Committee
DRC	Danish Refugee Council
ECHO	European Community Humanitarian Office
FGD	Focus Group Discussions
IDP	Internally displaced Person
KII	Key Informant Interviews
M&E	Monitoring and Evaluation
NRC	Norwegian Refugee Council
OECD	Organization for Economic Co-operation and Development
PPA	Project Partnership Agreement
RCC	Refugee Central Committee
UAMs	Unaccompanied Minors
UNHCR	United Nations High Commissioner for Refugees
WASH	Water, Sanitation and Hygiene
YEP	Youth Education Pack

1.0 Introduction

NRC's presence in Ethiopia started in early 2011, with an assessment to establish the protection needs of the Somali refugee population fleeing the conflict and famine in South Central Somalia. In mid 2011 NRC followed the assessment by quickly setting up its structures to respond to the massive displacement from the famine and the over 20 year old Somalia conflict. Based on requests from ARRA & UNHCR the operation spread to three more areas in Ethiopia in the succeeding years. Following first after the initial set-up in Dollo Ado was to the Eritrean refugee camps around Shire in the north west of the country in January 2012. Later that year to the Sudanese refugee camps in the area of Assosa. Then in late 2013 NRC started a programme in the South Sudanese refugee camps around Gambella. In each of these areas NRC's starting programme comprised of shelter assistance. Over the years, the competency portfolio has grown to include Education (ABE and YEP), WASH, Food Security and Child protection¹.

With shelter forming a core part of the overall assistance provided by NRC throughout the 4 years of presence in Ethiopia, a countrywide review of the shelter programme was initially decided in late 2013, to be undertaken in 2014. However, for lack of resource and time allocations, the evaluation activity was subsequently postponed to the second quarter of 2015, when all the chosen team members would be available. In essence, the evaluation meant to bear an overall programme outlook, as shelter still forms the core (more than 60%) of NRC's programming activities in the country

More specifically the evaluation proposed to look at the overall performance of the shelter program, by reviewing all shelter projects undertaken by NRC in the different camps in Ethiopia since inception in 2011 to end of 2014. Considering that over 70% of all shelters provided by NRC targeted refugees and host communities in Dollo Ado and Gambella, the two regions received substantially more focus and attention during the review. Notable also, the two camps host more than half of all refugees in Ethiopia. Assosa and Shire were included in the evaluation on the merit of their unique contexts and population demographics.

Following ALNAPs adapted OECD/DAC criteria, the exercise sought to examine the different shelter solutions implemented in the four locations over the four years. The examination also included community infrastructures, such as transit and reception hangars that are used as communal shelters, and other technical infrastructure and services (mainly sanitation) provided by NRC for refugees (and host communities) in the four regions where NRC has programmes. The sampling of informants took into account variations in the different groups assisted (refugees and host community women, girls, boys and men), the different camps and the varied types of shelter support provided.

¹ Child Protection is not a core competency of NRC. In Shire, NRC undertakes child protection in a single, one off understanding with UNHCR.

Purpose of the Evaluation

NRC's organizational and program policies continuously strive for relevance, quality action and accountability in the delivery of humanitarian assistance. After four years of active presence and engagement in the country, a substantially expanded operation and coverage, it was time to take stock of the programme and see how well the initial (and amended) objectives have been met, for accountability (one of NRC's organizational values). The examination also aimed at identifying important areas of learning, and document successes that can be replicated, as well as failures to avoid. However, the reality of concerns facing the programme during data gathering led to substantially more focus on areas in need of improvement, with recommendations drawn there to.

The findings of the evaluation provide guidance for future program direction by drawing recommendations that will be used to improve overall programme management - planning, design, implementation and monitoring (utilisation focused). Moreover, the findings will also contribute to informed decision-making, foster an environment of learning, promote greater understanding of principled humanitarian approaches in the project areas while contributing to the development of more efficient and effective programme development in the country mission, region and globally. It is thus in line with NRC's evaluation and organizational policies on accountability and learning.

Evaluation Constraints

Being an internal process, by staff involved in the program – regional shelter manager who has largely supported the programme, the regional M&E Coordinator & Officer, and the Country M&E Coordinator – the possibility of bias, along with views that may not be obvious to an internal team, are to be expected. In order to partly compensate for this, the team remained conscious of the risk of bias throughout the process, and constantly endeavoured to minimise this by relying more on the feedback from beneficiaries and other external stakeholders. To this extend, the role of Ethiopia shelter programme staff in the evaluation have largely been logistical, arranging for contacts with respondents and facilitating movements. Enumerators and translators were either sourced from non-shelter staff, where available, or externally hired persons for the exercise. The choice of the camps to be examined and key informants was made by the evaluation team members.

It should be borne in mind that this is the first time for any of the Evaluation team members to carry out a formal programme evaluation of this nature and scope. Throughout the process, the team members also continued to discharge routine roles. Thus, the shape and content of the final output has to be understood within this context, and should not be held against the expectations that would be accorded seasoned evaluation experts.

The process could have benefitted from more timely feedback from all the Steering Committee members. There were also inordinate delays of feedback and comment from the country team of the report's draft. It remains the feeling of the Evaluation team that support

and feedback would have been more forthcoming had its composition been made of external personnel.

The examination deliberately avoided looking at the staffing structures and the capacities of staff as it was not in the terms of reference, but also because it was felt that this would be better undertaken in a separate human resource review, with more time and different expertise. Thus, it is not very clear how this affected the findings on the different criteria consideration, especially effectiveness and efficiency.

2.0 Evaluation Design and Approach - Methodology

Evaluation area and period: Assessments were conducted from May 7 to June 5, 2015 at the four locations where NRC has implemented shelter projects in the country. These included Gambella, Shire, Dollo Ado and Assosa. Selected camps in these locations were then examined.

Evaluation method: The examination followed a mixed methods approach, combining both quantitative and qualitative techniques. Household surveys were conducted for a wider beneficiary feedback, and to pinpoint areas for further exploration during focus group discussions and key informant interviews. Document reviews and observations further added to the qualitative information.

Sampling approach and size: The assessment looked at a total of seven camps selected from the four areas / locations.

Key informants and focus group discussants were purposively selected. This included a cast of different stakeholders – refugee and host community leaders who are knowledgeable of NRC’s shelter programmes, partner organizations involved in similar and complementary programmes, UNHCR and the Authorities responsible for overseeing the overall refugee assistance. NRC program and support staffs involved in shelter programming were also targeted as key informants. A total of 19 focus group discussions were held, and 28 key informants interviewed.

For the Household survey, selection of respondents employed multistage cluster sampling. The existing settlement structures in the camps (zones and blocks) formed the basis of defining the clusters from which the samples were drawn. In each camp, a simple random sampling technique was used to select three zones followed by two blocks from each selected zone. Thus, a total of six blocks were considered for selection of households. A systematic random sampling was then applied to select households from each of the six blocks.

Determination of sample size for the household survey was made using the following formula and assumptions.

$$n = \left[\frac{Z_{1-\alpha/2}^2 * p (1-P)}{d^2} \right] * Deff = 768$$

Z = confidence level at 95%

d = 0.05 margin of error

p = proportion of 50%

Deff = a design effect of 2

Probability to population size sampling was used to determine the number of households included under each area. The number of transitional shelters constructed and handed over

to beneficiaries since 2011 served as the basis for determining the population size². It is the assumption and understanding of the assessment team that beneficiaries of transitional shelters had previously also benefitted from emergency (shelter kits & 'A' frame shelters) or temporary shelters (tents) and the communal receptions centres / hangars, most of which were also built / provided by NRC. Thus, examining the transitional shelter beneficiaries meant that attention was also paid to the emergency, temporary and communal shelter beneficiaries. In all, 784 beneficiaries responded to the survey.

Data collection: a structured questionnaire uploaded on the mobile application - Mobenzi researcher®- was used to collect the quantitative data. Depending on the availability of individuals who can speak the languages within the camps, NRC staff (other than shelter), refugee or externally contracted individuals were engaged as enumerators. In a day long practical training session, the enumerators then received orientation on the survey tool. Supervision of the field work was carried out by the evaluation team members, with the assistance of field office M&E and program staff. At the end of each data collection day, data were uploaded to the database and inspected for consistency and completeness. The data was then scanned for issues to be explored in the focus group discussions and key informant interviews, undertaken in the days immediately following the survey.

All the key informant interviews and focus group discussions were conducted by the evaluation team members. In all discussion and interview sessions held with the refugee community the team were supported by interpreters. As found convenient and allowed by the respondents, voice recording was undertaken alongside note taking to record the information.

Data analysis: Analysis of the quantitative data was done using SPSS® version 20 statistical package. Frequencies, averages and variance are used to summarize the findings. Results are presented using tables and graphs, all annexed to the main report under heading 8.5: Analysis of Household Survey data below.

Analysis of the qualitative data involved coding, re-coding of the FGD and KII transcripts, identification of categories and re-examination of identified categories to locate recurrence and interpretation of the key categories.

² According to data gathered from NRC's bi-weekly and annual reports, the total number of shelters constructed by NRC in the four areas between 2011 and 2014 stands at 33,668. Of these, approximately 23,000 are estimated to have been transitional, the typology considered for sampling

3.0 Context

3.1 General displacement overview

Ethiopia has a long tradition of providing refuge to people fleeing from neighbouring countries for several decades. NRC has been present in Ethiopia since 2011, initially to provide assistance to Somali refugees in Dollo Ado to the country's South East, and expanded later to include Shire, Assosa and Gambella Refugee camps. The Country program is managed by a Country Office in Addis Ababa, through field/Area offices in Dollo Ado (for Somali refugees), Shire (for Eritrean refugees), Assosa and Gambella (for Sudanese and South Sudanese refugees). In the latest phase of the program, NRC has expanded capacity to respond to IDPs in the Somali region. A new office opened in Jijiga in late 2014, to serve a previously unacknowledged IDP population in the Somali region, following extended negotiations and engagement with federal and regional authorities.

NRC's main beneficiaries in Ethiopia over the four (4) years of presence are: South Sudanese refugees in camps in the Gambella region who either fled violence that erupted in December 2013, or arrived since 1991 seeking refuge from previous inter-ethnic conflicts; Somali refugees living in Dollo Ado who sought protection in Ethiopia due to insecurity and/or famine in 2011/2; Eritrean refugees, including many unaccompanied and separated children, who have sought asylum in Ethiopia since 2000 and are mainly housed in camps in Shire, Tigray region; and Sudanese refugees fleeing fighting in Sudan's Blue Nile State or Darfur, who live in three camps in the Assosa area of Benishangul-Gumuz region. In 2014, Ethiopia became the largest refugee-hosting country in Africa. By January 2015, the country hosted 676,064 refugees and asylum seekers³; this included 260,465 from South Sudan, 244,422 Somalis, 129,816 Eritreans, 36,102 Sudanese and 5,259 from other nationalities.

The main factor behind the increased numbers is the conflict in South Sudan, which erupted in mid-December 2013 and which sent over 188,000 refugees into Ethiopia in 2014. There are at present 247,000 South Sudanese refugees in Ethiopia and the number is increasing each day, making them the largest refugee population, followed by Somalis (245,000) and Eritreans (99,000). There are also refugees from several other countries, including Kenya, but in very small numbers. Majority of the refugees are hosted in planned and managed camps. There also exists a limited, and largely undocumented out of camp refugees, who live among urban populations. The number of refugees is likely to increase over time as the Government maintains an open-door-policy and continues to allow humanitarian access and protection to those seeking refuge on its territory.

A large portion of the host populations are poor, and are sometimes in need of the same assistance targeted at refugees. In some cases, the competition for resources and the environmental degradation in the vicinity of refugee and IDP settlements is further complicating the situation for the host communities.

³ www.unhcr.org/ethiopia

Refugee operations are managed by the Administration for Refugee and Returnee Affairs (ARRA), a government body that is mandated to oversee policy, coordination and management of refugee assistance on behalf of the government. ARRA works closely with UNHCR.

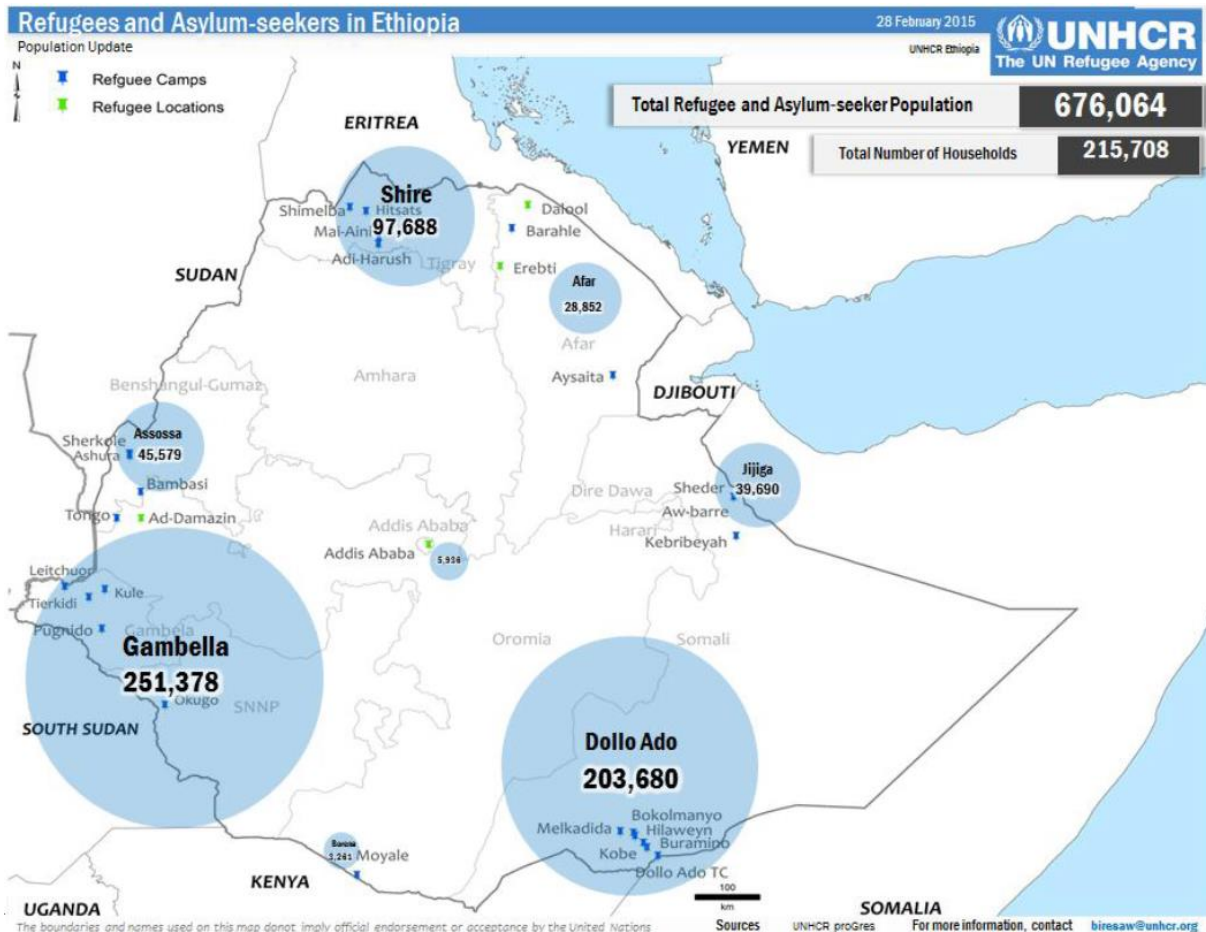


Figure 1- Map and Population of Ethiopia Refugee Camps; Source - UNHCR 28 Feb 2015

3.2 The refugee camps

3.2.1 Dolo Ado

Hosting mainly Somali refugees, Dolo Ado comprises of 5 camps – Bokolomanyo, Buramino, Hiloweyn, Kobe and Melkedida. NRC’s shelter and infrastructure activities have concentrated in Hiloweyn (43,531 refugees) and Kobe (40,348 refugees)⁴. NRC’s initial entry in Dolo Ado in 2011 started with provision of temporary shelter assistance, in form of household tents that were gradually replaced with more durable transitional shelters – made of eucalyptus posts clad with bamboo walling and corrugated iron sheet roofing. Initially, it was the objective of assisting the Somali refugees that drew NRC into Ethiopia, as part of the organizations wider

⁴ <http://data.unhcr.org/horn-of-africa/region.php?id=7&country=65>

(regional) attention to the displacement caused by the protracted Somali conflict. The Dolo Ado programme has grown further to include a Youth Education Pack (YEP), Food security and Water, Sanitation and Hygiene promotion (WASH) in the four camps.

3.2.1 Shire

To the north, in Shire area of the Tigray region, NRC established presence in 2012 following a request by the Ethiopian Authorities to assist Eritrean Refugees. Majority of the camps population are between the ages of 18 and 24, said to be running away from forced conscription into the military. In addition is a large group of unaccompanied minors, and a few families. In Shire, NRC is present in 3 camps – Mai Ayini, Adi Haroushi and Hitsats. Shelter assistance has only been provided in Adi Haroushi, beginning 2012 and in Hitsats from 2013. Mai Ayini camp benefitted from the construction of a YEP facility in 2012. Those who arrived since 2013 are settled in Hitsats camp. Adi haroushi largely hosts pre-2013 arrivals. However, both camps are characterized by undocumented secondary movements, of migrants headed to third countries. This has meant that the official registered population is seemingly higher than the actual number of people living in the camps. NRC shelter programmes attempt to address the large number of unaccompanied minors, and youths continuously arriving from Eritrea. The high risk of trafficking and smuggling that Eritrean refugees are exposed to remains a concern.

3.2.3 Assosa

Assosa area, which lies in Benishangul-Gumuz region to the west of the country, and north of Gambella, has some of the oldest refugee camps in the county *Sherkole*, *Ashura*, *Bambasi* and *Tongo*, and hosts mainly Sudanese refugees from Sudan's Blue Nile State or Darfur across the border. NRC entry to refugee assistance followed a request by ARRA in early 2012. Despite the more recent crisis in South Sudan, the Assosa camps have not witnessed anything comparable to the influx that is Gambella. Thus, most refugees found in Assosa are people from inter-ethnic conflict in Sudan, and are not related to the December 2013 crisis. NRC implemented a range of transitional shelter assistance activities in 2012, 2013 and 2014. In Assosa, the implementation setup has entailed heavy (more than in most other camps) beneficiary participation, with beneficiaries sourcing for roofing grass, and installing it with minimal support.

3.2.4 Gambella

Of the 5 camps in which NRC is operational, the three that are around Gambella are most recent, and have taken the bulk of the post December 2013 refugees fleeing the conflict in South Sudan. Prior to Dec 2013 political crisis of South Sudan, Gambella hosted Pugnido and Okugo camps, respectively housing 44,596 and 5,821 refugees. Initially, NRC set up presence

in both camps in late 2013, starting with transitional shelter assistance. Following the onset of violence across the border in South Sudan on 15 December 2013, 3 new camps were set up in the areas around Gambella – Tierkidi, Kule and Leit-chuor. Leit-chuor was closed after heavy flooding which destroyed close to 3,000 transitional shelters in mid-2014, all constructed by NRC. While the risk of flooding and possible destruction had been evident in Leit-chuor, plans to erect drainage canals and dykes around the settlement had not been implemented by the time of the flooding, resulting in the loss of the whole settlement. All the refugees previously residing in Leit-chuor were being relocated to a new camp – Jewi – at the time of collecting data for this evaluation in May 2015. A number of the new, post-Dec 2103 arrivals have also been hosted in newly opened sections of Pugnido camp. Part of NRC’s shelter activities have focused on the provision of transit infrastructure (at the border crossing points), communal reception hangars (in the camps) and temporary shelter, in form of shelter kits comprising of 3 poles and plastic sheeting. This is then followed by the construction of the more durable, transitional shelters, commonly known as Tukuls. Ideally, benefitting families are required to take part in the construction, which is often challenged because the allocations are made by ARRA after the shelters’ superstructures are constructed, delaying any participation to final finishing works.

In late 2014, NRC’ areas of responsibility in the Gambella camps were further expanded, to include site development activities, such as the demarcation and laying of Settlement blocks/plots, development of roads (for access and circulation), storm water drainages and other physical infrastructure in all Gambella camps. Despite massive efforts, resources and pressure to respond, in Gambella alone, over 100,000 vulnerable refugees who arrived in 2014 alone remained in need of adequate shelter and infrastructure assistance at the end of the year, followed by a slow start in 2015.

3.3 Internally Displaced Persons

In addition, Ethiopia has a large population of internally displaced persons, forced to move by inter-clan conflicts and climate induced displacement. Nogob, Fafan, Afar and Moyale zones in the Somali regional state are the most affected and there has been limited to no humanitarian assistance given to these caseloads in part due to conflict induced insecurity. The same causes have in the same regions brought a number of vulnerable communities teetering on the brink of displacement. During the second half of 2014, NRC set up offices in Jijiga, the regional capital of the Somali region, to address issues of internal displacement in the region, by working closely with the host communities and the local Authorities.

4.0 Main Findings

NRC Ethiopia's shelter strategy (2015) goal aims at *improved physical protection(s) of displaced populace through shelter and infrastructure interventions that restore the dignity and create livelihoods opportunities for people affected by displacement.*

The achievement of this goal, and the previous ones before, is examined under the criteria of impact, relevance, effectiveness, efficiency, coordination and cross cutting issues below.

4.1 Impact

Beneficiaries and other informants report of the NRC shelter programme having positively influenced their lives (and those of their hosts) in ways that stretch beyond the expected immediate outcomes. Consequently, there are indications of contribution made towards the programme's overall objective. These range from the more immediate physical protection from the elements to improved access to food security and livelihoods. While it is not easy to quantify the level and extent of the contributions, reference is made of the shelter intervention serving as a stimulus to livelihoods generation, especially during periods of heightened shelter construction activities.

46.2% of interviewed beneficiaries affirmed positive changes in incomes and or access to food, in part enabled, or encouraged by the receipt of the shelters – see Figure 2 - Reported changes on livelihood after receipt of shelter at area level (left) and aggregated (right). More incomes (40%), saving in rent (12%) and family members able to get work/access livelihoods (40%) were some of the factors reported as having contributed to improved living standards of beneficiaries – see Figure 3 - Type of reported livelihood change at area level. The shelters accorded beneficiaries protection from vagaries of weather which constitute threats to health, promoting a sense of well-being and encouraging participation in other economic and social activities, all contributing to improved living conditions. These perceptions are corroborated by information received from the household survey, key informant interviews and FGDs conducted in all the field areas visited, and an earlier outcome monitoring conducted in the two Gambella camps of Tierkidi and Kule in December 2014, in which 8% of the respondents confirmed running some form of household based businesses.

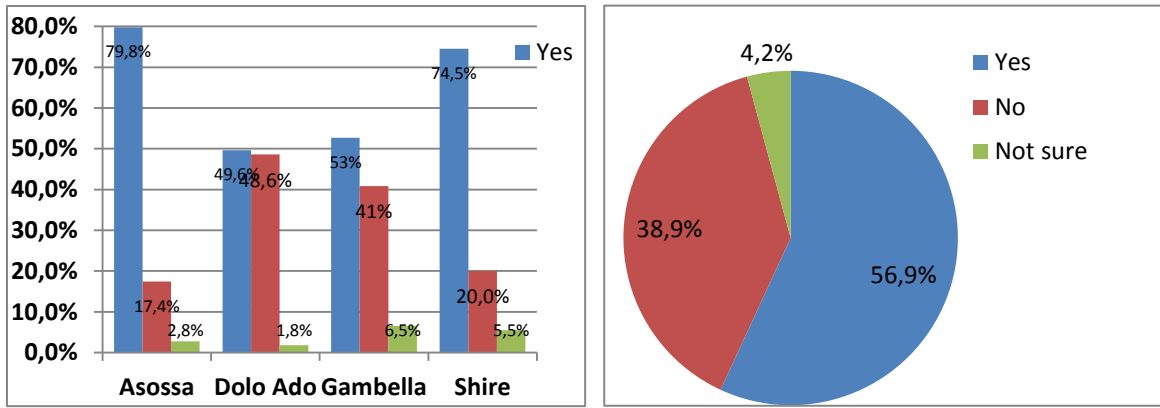


Figure 2 - Reported changes on livelihood after receipt of shelter at area level (left) and aggregated (right)

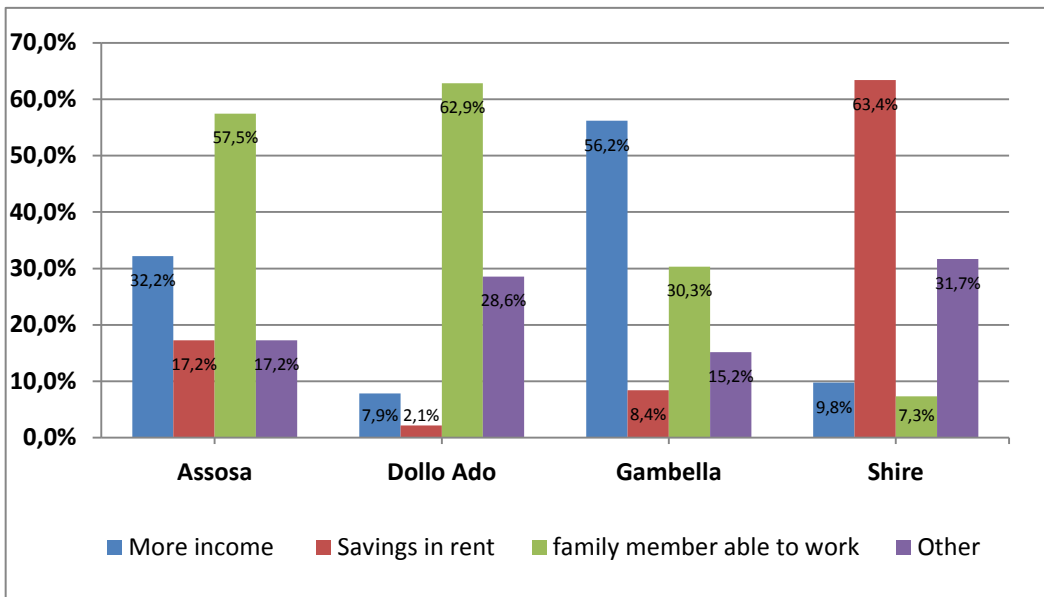


Figure 3 - Type of reported livelihood change at area level

“The use of YEP graduates from Adi Haroushi and Mai Ayini to construct shelters in Hitsats camp of Shire in 2013 is reported to have had a particularly positive effect, providing the graduates opportunities for further practical training as well as an income” notes key informants from Shire. Additionally, available local skills were tapped from both refugee and host communities, further enabling the capacities of the two societies to recover and prosper.

According to a female FGD participant in Sherkole, Assosa camp, “after receiving the shelters they started to grow vegetables and corn in their backyards, which they used for own consumption and rarely for sale. Moreover, it has become easy for us to engage in out-door activities that have helped us earn some money”.

According to the ARRA representative in Sherkole Camp, “NRC constructed shelters have provided physical and economic protection to the beneficiaries to whom they are allocated. The more vulnerable groups of the community are the ones who have mainly benefited from the support NRC has provided. Selected refugees with skills participated in paid manual labour, such as erecting shelter frames and grass thatching”.

Some beneficiaries report decreases in vulnerabilities; “I feel safer and secure”, said a male Focus group discussion member in Hitsats camp, Shire. In all the camps visited, it was reported and observed that the shelter programme had provided additional business opportunities and livelihood options for the host community.

75.2% of the household survey respondents reported not being aware of any harm suffered by beneficiaries as a result of the intervention - see Table 1 - Perceptions of harm caused by the shelter programme below. The refugees and host communities are reported and observed to coexist peacefully, and in a rather balanced cohabitation. “We have good relationships with the hosts, we feel at home”, reported a male FGD participant in Adi Haroushi. The Use of Materials, labour and transport from the host community has, according to ARRA, contributed positively to the economies of host communities, resulting in a harmonious relationship between the two communities; "previously there was no market and many buildings in the camps as there are now. The growth of the markets is partly a result of the interventions by UN and the NGOs here”.

Variables	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire			
	Count	%	Count	%	Count	%	Count	%	Count	%
NRC's shelter activities cause harm to the community										
Yes	24	22.0%	78	27.7%	66	19.5%	10	18.2%	178	22.7%
No	85	78.0%	187	66.3%	272	80.5%	45	81.8%	589	75.1%
Don't know	0	0.0%	17	6.0%	0	0.0%	0	0.0%	17	2.2%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

Table 1 - Perceptions of harm caused by the shelter programme

Communities benefitted from employment created during the shelter construction processes, targeting both refugees and host communities. Incomes received are used to meet household and nutritional needs, setting up small businesses and in some cases, limited remittances to relatives back home. “The general economic activities have since slowed, since the construction ended”, noted FGD Participants in Gambella and Shire. In Shire, secondary movements were reported to slow down during periods of heightened shelter construction activities, confirming the economic nature of the migration.

Regarding adequacy, the shelters are said to be fewer than the required quantity in the four areas, with an exception to Dolo Ado, in which there exist a few unoccupied shelters. In Gambella, where the problem is most acute, the gap currently stands at over 60% for the 2014 arrivals. In Shire, the undocumented movements paint an incorrect picture of the outstanding shelter needs. Interviewed beneficiaries reported the shelters to be small for the targeted number of users (designed for a maximum of 5 people against an average family size of 7⁵). Beneficiaries and observations also point to the shortcomings in privacy,

⁵ The figure of 7 family members is derived from the demographics data collected during the Household interviews. See table 8 on demographics. 5 is the figure used for planning.

propagated by shared shelters in Shire (by unrelated single persons) and Gambella (families). In some cases, families are made to share one shelter, which leads to more than 10 persons sharing a single room shelter “, remarked an FGD participant in Gambella. With no separation for the different ages and gender, privacy among users has received low attention.

4.2 Relevance / appropriateness

The overall findings point to a very relevant shelter programme that has clearly addressed basic local needs and priorities of beneficiaries in the four areas examined. A good number of the beneficiaries surveyed (45.7%) arrived in the camps in 2014 while 6.4% in 2015. When questioned, beneficiaries stated shelter to be a basic need that took precedence in their lives when they first came to the camps. “As you all know, shelter is basic need and it responded to our needs”, male FGD participant in Hitsats. Asked if they would have preferred some other assistance in place of shelter, only 6.2% responded in the affirmative, citing cash (40%), food (10%), and cows (10%) in that order – see Table 2 - Preference for other assistance to shelter and Table 3 - Items preferred to shelter for more details.

Other assistance in place of shelter	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire		Count	%
	Co	%	Count	%	Count	%	Count	%		
Yes	11	10.1%	12	4.3%	26	7.7%	0	0.0%	49	6.2%
No	90	82.6%	267	94.7%	255	75.4%	55	100%	667	85.1%
Not sure	8	7.3%	3	1.1%	57	16.9%	0	0.0%	68	8.7%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

Table 2 - Preference for other assistance to shelter

Assistance needed in place of shelter = categorized	Area						Total	
	Asossa		Dolo Ado		Gambella		Count	%
	Count	%	Count	%	Count	%		
cash	8	72.7%	7	58.3%	5	20.0%	20	40.8%
shop	2	18.2%	0		4	12.0%	6	12.2%
cows	0		0		5	20.0%	5	10.2%
food	0		0		5	20.0%	5	10.2%
bicycle	0		0		2	8.0%	2	4.1%
food security	0		2	16.7%	0		2	4.1%
livelihood	0		2	16.7%	0		2	4.1%
bajaj	0		0		1	4.0%	1	2.0%
by Irene	0		0		1		1	2.0%
Farming material	0		0		1	4.0%	1	2.0%

life skill	0		1	8.3%	0		1	2.0%
machine for work	0		0		1	4.0%	1	2.0%
make some source of income material	1	9.1%	0		0		1	2.0%
	0		0		1	4.0%	1	2.0%

Table 3 - Items preferred to shelter⁶

For most beneficiaries, the shelters are reported to address the basic physical protection priorities. Most agree that shelter is indeed a basic need, and a priority, the lack of which makes it difficult to think of other needs, or address in its absence. Hence, its provision frees beneficiaries to address other needs, and to work on accessing livelihoods and improving their wellbeing. Getting Shelter is thus seen among the first steps in getting assistance, from which the rest follow. Though beneficiaries could somehow have found a way to survive without the shelter assistance, albeit with lots of difficulty, “the protective environment could have suffered negatively if NRC had not provided the shelters”, reported a Female group discussant in Gambella, an understanding shared by other beneficiaries in other camps / locations. There are fears that protection abuses would have taken place / increased had the shelters not been provided. In Shire, for example, the lack of shelters is reported to put newly arrived single females at risk of sexual exploitation. According to the Refugee women association leader, “there are instances where new female arrivals are sexually exploited by the single men and end up getting unwanted pregnancies. The single men then dump them and this further worsens their situation”. Key informants further reported that ‘the lack of shelters, or delays in the provisions, added to the pull for secondary movements’.

As much as shelter is considered a basic need, the shelter design, size and expected lifespans ought to take into consideration the differentiated needs of the various family sizes, gender and age. In nearly all locations, beneficiaries report that the shelter design and size have not sufficiently addressed the differentiated needs of the affected population (women, men, girls and boys), different social groups and household sizes. According to a key informant in Hitsats, Shire, “the shelters would have been more appropriate if boundaries are erected around 4 units and design changed to suit the different family needs and privacy concerns of users”.

Beneficiaries perceive the shelter programme to have addressed their most felt needs. While records of consultations with beneficiaries are scanty, a clear vulnerability criterion appears to be in place in all camps. According to beneficiaries and key informants, the criteria largely ensured that the most vulnerable (families with disabled, elderly, single women with children, unaccompanied minors, etc.) are prioritized for allocations, an activity undertaken by ARRA and UNHCR, following construction and handover of the structures by NRC. In Shire, there is a perception of a fair initial distribution that does not seem to continue after the initial allocation into subsequent occupation of the shelter, due to a lack of tracking and

⁶ Data for Shire not included due to inaccuracies. It was then deemed that the respondents did not understand the question, leading to a change in the way it was framed in subsequent interviews / locations.

documentation of secondary migrations. This happens when beneficiaries leave for other countries, a common aim among Eritrean refugees, without informing camp management authorities. Initial shelter beneficiaries are then able to move out of the camps without the opportunity of a procedural re-possession and re-allocation of the shelters left behind to the most vulnerable in the waiting list. Instead, the shelters end up in the possession of close relatives or people who are acquainted with the departing users. The overall feedback from FGDs, key informants and the household survey is one of a shelter programme that has largely been able to access the most vulnerable populations though – see Table 4- Beneficiaries perceptions of NRC shelter programming.

Targeted populations have largely received and used shelters constructed by NRC as intended. An outcome monitoring conducted in Gambella camps of Kule and Tierkidi in December 2014 established shelter occupancy rates at 100%, with 97% being fully occupied and 3% partially occupied. It was however noted that there were unoccupied and at times vandalized infrastructure facilities constructed by NRC in Dolo Ado, such as markets and slaughter houses, observed to be used as resting and grazing points for animals at the time of the examination. While NRC staff interviewed report being aware of consultations being undertaken with the communities during the siting of the infrastructures, this may point to the consultations being inconclusive, or the need for the structures insufficiently identified?

4.3 Effectiveness

Overall, NRC is viewed by beneficiaries, partners and other stakeholders as a very responsive and effective shelter organization. The shelter programme has over the 4 years of existence demonstrated capacity to deliver on promises. According to one of UNHCR’s programme officers interviewed, “NRC has been immensely impressive, in its response to the South Sudanese emergency in Gambella in 2014 – being present in nearly all the camps and providing complementary assistance in a range of sectors. No other implementing partner of UNHCR has been able to do this”. As an organization, NRC is respected and appreciated by the communities it works with in Ethiopia. 94% of those surveyed view NRC staff as respectful to the community, and treat them with dignity, which makes access and acceptance easier. Most beneficiaries interviewed (87%) felt that the organization was inclusive and fair, in its treatment of beneficiaries, and truly managed to prioritize the neediest during allocation of assistance; see Table 4- Beneficiaries perceptions of NRC shelter programming for a summary of beneficiary perceptions of the programme’s effectiveness.

Variables	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire		Count	%
	Count	%	Count	%	Count	%	Count	%		
Shelter assistance fairly targets all who are in need										

	Yes	67	78.8%	198	82.5%	180	80.7%	50	96.2%	495	82.5%
	No	17	20.0%	33	13.8%	42	18.8%	1	1.9%	93	15.5%
	Don't know	1	1.2%	9	3.8%	1	0.4%	1	1.9%	12	2.0%
	Total	85	100%	240	100%	223	100%	52	100%	600	100%
NRC's shelter assistance prioritizes the Vulnerable											
	Yes	91	83.5%	253	89.7%	284	84.0%	51	92.7%	679	86.6%
	No	17	15.6%	18	6.4%	35	10.4%	1	1.8%	71	9.1%
	Don't know	1	0.9%	11	3.9%	19	5.6%	3	5.5%	34	4.3%
	Total	109	100%	282	100%	338	100%	55	100%	784	100%
NRC listens to the ideas of the community											
	Yes	79	72.5%	239	84.8%	292	86.4%	41	74.5%	651	83.0%
	No	27	24.8%	28	9.9%	38	11.2%	5	9.1%	98	12.5%
	Don't know	3	2.8%	15	5.3%	8	2.4%	9	16.4%	35	4.5%
	Total	109	100%	282	100%	338	100%	55	100%	784	100%
NRC plans shelter activities with the community											
	Yes	92	84.4%	239	84.8%	159	47.0%	21	38.2%	511	65.2%
	No	15	13.8%	22	7.8%	144	42.6%	23	41.8%	204	26.0%
	Don't know	2	1.8%	21	7.4%	35	10.4%	11	20.0%	69	8.8%
	Total	109	100%	282	100%	338	100%	55	100%	784	100%
NRC makes use of local skills											
	Yes	98	89.9%	257	91.1%	287	84.9%	41	74.5%	683	87.1%
	No	8	7.3%	9	3.2%	22	6.5%	0	0.0%	39	5.0%
	Don't know	3	2.8%	16	5.7%	29	8.6%	14	25.5%	62	7.9%
	Total	109	100%	282	100%	338	100%	55	100%	784	100%
NRC's shelter assistance meets beneficiary expectation of quality											
	Yes	79	72.5%	255	90.4%	307	90.8%	49	89.1%	690	88.0%
	No	28	25.7%	16	5.7%	31	9.2%	5	9.1%	80	10.2%
	Don't know	2	1.8%	11	3.9%	0	0.0%	1	1.8%	14	1.8%
	Total	109	100%	282	100%	338	100%	55	100%	784	100%
NRC Staff treat community with respect											
	Yes	106	97.2%	261	92.6%	318	94.1%	49	89.1%	734	93.6%
	No	3	2.8%	8	2.8%	20	5.9%	0	0.0%	31	4.0%
	Don't know	0	0.0%	13	4.6%	0	0.0%	6	10.9%	19	2.4%
	Total	109	100%	282	100%	338	100%	55	100%	784	100%

Table 4- Beneficiaries perceptions of NRC shelter programming

NRC has also been praised for its 'adaptability', or more specifically, its flexibility, in Gambella during the response to the South Sudanese crisis of early 2014. This perception is in large part influenced by NRC having been in a position to pre-finance activities following numerous changing requests for certain actions from UNHCR while awaiting formal

agreement and funds transfer arrangements to be effected. Indeed, there is a request to continue and extend this level of flexibility to other areas, beyond Gambella⁷.

Also noted, and commended, is NRC's pro-activeness and leadership in providing shelter solutions. Again, Gambella comes up for mention, where NRC introduced the use of 'A' framed plastic sheet emergency shelters during the influx from South Sudan in early 2014. While it may not have been adequate, space size and privacy considered, the shelter proved appropriate in reaching out to the large numbers quickly, thereby affording the time required to construct more durable transitional shelters. Were it not for this solution, many refugees would have remained without even the most basic cover for months, as UNHCR and ARRA would not have coped with the provision of tents, which are imported and take time to arrive. Besides, the tents are also expensive and would have swallowed a huge chunk of the available budget, contributing to an even larger gap in the longer term.

Starting late 2014, there are concerns from beneficiaries, UNHCR, ARRA, NRC staff and other humanitarian actors regarding the quality of shelters provided by NRC in nearly all the camps. Surprisingly, this concern includes Gambella where NRC's response in early 2014 has been highly praised. The concerns are borne of limited technical, supervisory and managerial presence on ground, leading to a drop on shelter quality. According to a key informant from a partner organization that is also providing shelter, "NRC seems to suffer from limited management, and presence on ground. Technical teams on ground seem to lack the capacity, or authority, and tools to effectively deliver. Besides, NRC is also widely and thinly spread in all the camps to be effective – there is need to focus!"

Huge gaps in shelter provision remain, even at the time of the evaluation assessments. In Gambella, the gap is estimated at over 60% of the registered refugees. Though this is largely a result of the funding situation, better planning, or efficient use of resources could have led to more/better shelters, a 'situation that is solely not of NRC's making but rather the trio of parties involved', notes one of the key informants. Another informant suggested amendments to the current provisioning of latrines, also undertaken by NRC, in which he notes that "it would have been more appropriate to provide shared family latrines, and use the funds spared to provide more shelters". Beneficiaries' covered space needs, and privacy, are only partly met with shelters designed for a family of 5 members reported (by beneficiaries and key informants) and observed to be in use by more than 5 persons, and at times shared by more than 1 family. However, most agree, and point to the need for more shelters, to address the gaps of those without shelters, with not so much emphasis at increasing the shelter size, which remains a big concern. There is a thinking, or perception, that

⁷ While positive, the drawback to this perception is that it goes against the two organizations' rules, especially the recently rolled out UNHCR PPA. It also leads to a perception of NRC as a rich organization, which may work against the continued need for sufficient operating budget provisions.

requests for more spacious (bigger) shelters are unlikely to be prioritised in the face of huge gaps, shared by refugee leaders in Shire and Gambella during FGDs and interviews.

Missing also, and for which many beneficiaries and key informants pointed, has been the planning and support for maintenance and other follow up once the shelters are handed over and put in use. This particular concern received more emphasis during FGDs on Shire, regarding the repair and maintenance for shelters used by unaccompanied minors (UAMs), as most of them are not in a position to undertake repairs and maintenance on their own, without additional material and technical support.

In Gambella, NRC was at the time of this examination viewed and reported as widely but thinly spread on ground to maintain the levels of effectiveness needed, or seen before. Limited presence or the increasing absence of technical staff on site during shelter construction activities is a recurring concern shared by beneficiaries, UNHCR and ARRA. This concern is further confirmed by NRC programme staff interviewed. According to key informants from UNHCR, ARRA and other operating partners, and staff, this is beginning to unfavourably affect NRC's reputation of an effective organization that has previously been known to provide quality shelter over the years.

Though limited in Gambella and Shire (see table 4 above), NRC's engagement of beneficiaries in its shelter programmes is acknowledged and encouraged. Beneficiary community members report taking part in actual shelter construction, especially mud plastering for wall finishing (Gambella) and production of concrete blocks (shire) and other building components. RCC members are involved in the selection of beneficiaries. Skilled and non-skilled workers from the refugee community and graduates of NRC's YEP program have been involved in construction activities, earning incomes to meet immediate consumption needs and to improve their well-being. Equally appreciated is NRC's complaints and feedback mechanism.

Overall, there is a widespread belief and understanding that NRC has done well in understanding the needs and capacities of the refugees and their hosts, and has harnessed existing capacities to support the two communities.

4.4 Efficiency

NRC is viewed by beneficiaries and actors to be an efficient organization, and perceived to perform better than other humanitarian organizations in this regard. 81% of those interviewed perceive NRC to be very responsive⁸ while 12% find the organization as somewhat responsive; only 6.5% find the organization as not very responsive – see Table 6 - Perceptions of NRC responsiveness below. Further, 83% of the shelter beneficiaries report having received transitional shelters within the first year, of which 62% had received within 6

⁸ According to the evaluating team, responsive refers to the speed and the sensitiveness in which NRC addresses shelter needs of refugees after arrival and the subsequent requests.

months of arrival – see Table 5 - Shelter waiting times and Table 6 - Perceptions of NRC responsiveness below.

Length of time waited to receive transitional shelter	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire			
	Count	%	Count	%	Count	%	Count	%	Count	%
Less than 1 month	3	2.8%	54	19.1%	78	23.1%	33	60.0%	168	21.4%
1 to 3 months	45	41.3%	39	13.8%	94	27.8%	9	16.4%	187	23.9%
3 to 6 months	10	9.2%	26	9.2%	91	26.9%	5	9.1%	132	16.8%
6 months to 1 year	12	11.0%	98	34.8%	47	13.9%	5	9.1%	162	20.7%
Over 1 year	39	35.8%	65	23.0%	28	8.3%	3	5.5%	135	17.2%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

Table 5 - Shelter waiting times

Responsiveness of NRC as compared to others	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire			
	Count	%	Count	%	Count	%	Count	%	Count	%
Not very responsive	0	0.0%	38	13.5%	13	3.8%	0	0.0%	51	6.5%
Somewhat responsive	27	24.8%	6	2.1%	46	13.6%	18	32.7%	97	12.4%
Very responsive	82	75.2%	238	84.4%	279	82.5%	37	67.3%	636	81.1%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

Table 6 - Perceptions of NRC responsiveness

Between 2011 and 2014 NRC provided 33,668 shelter solutions to 245,220 individuals in the four areas; details under Table 7 - Tabulation of shelters constructed by NRC per camp between 2011 and 2014. Of these, close to 23,000 are transitional shelters, occupied by beneficiaries who had previously occupied / passed through communal reception / transit shelters. On arrival in the camps, beneficiaries also benefited from temporary (tents) or emergency shelters (kits – many in forms of the 'A' frame shelters) which allowed time for development of the more durable household transitional shelters.

Area	Total no of shelters	Total no People reached
Assosa	1,950	20,490
Dolo Ado	19,782	105,659
Shire	1,570	11,967
Gambella	10,366	107,104
Total for Ethiopia	33,668	245,220

Table 7 - Tabulation of shelters constructed by NRC per camp between 2011 and 2014

NRC's efficient shelter implementation is particularly noted in the Gambella emergency response for South Sudanese refugees in early 2014. Especially, NRC's ability to pre-finance

activities allowed for timely responses. However, this has limits and may not be possible in other locations / situations as it goes against the organization's (and UNHCR) regulations.

Even with such positive perceptions and ratings, there are, according to key informants, a few efficiency related concerns and areas that are in need of improvement in the Ethiopia shelter programme.

Procurement: Delays, especially in shelter materials procurements have meant that implementation is commonly pushed towards the end of project period, and often rushed to meet deadlines, resulting in unintended quality gaps while also encouraging waste during handling. This is not helped by the pressure to get things done, under limited supervision and oversight. There are reports of recently collapsed shelters in Gambella⁹, not long after construction, most of which were constructed in a hurry towards the closure of the project implementation period.

Materials estimates: Key informants interviewed reported excess procurement of shelter construction materials than necessary. This results from over provisions in material estimates, at the Bills of Quantity level. The shelter team does not appear to know the correct amount of materials used, with the same estimates used for months and years without review and adjustment, despite evidence of residual materials. This encourages waste, while giving a false impression of efficient materials utilization and incorrect 'savings'. Indeed, this appears to be a widespread issue /area of concern replicated in the different areas. Inadvertently, this makes the shelters (and NRC for that matter) look expensive. At the time of the interviews, there was an ongoing process of reviewing the materials estimates used for shelter construction in Shire.

Shelter Design and lifespan: Complaints of leaking roofs in Gambella and Assosa were reported during interviews and FGDs, in part attributable to the square (as opposed to a round type used by the hosts) layout design, and use of grass, which requires continuous monitoring, maintenance and replacement. Though initially expected to last between 3 and 5 years, the shelters constructed in Dolo Ado, Gambella and Assosa are, from observations and reports, beginning to show signs of decay much earlier. The main issue relates to the inability of the vertical wooden poles and roofing structure to resist, or withstand termite attacks for the duration of the expected lifespan. Given that most refugees are expected to stay in the current status for much longer, since the conditions that forced them to flee are far from resolved, there is, according to most refugees and key informants interviewed, need to rethink the shelter durability, and cost over the now realistic longer durations of stay.

Further, according to 2 key informants, and observations, the square design layout used in Gambella appears inefficient, and limits the possibility to undertake extensions / expansions

⁹ The number of collapsed shelters is reportedly differently between NRC and UNHCR. The figure is said to be between 30 and 50, in Zone D of Tierkidi camp. Across them stand good quality shelters constructed by DRC at the same time in the same camp.

in line with household growth – see Picture 1 - Sample shelter constructed in Kule camp, Gambella. See added 'extension'.



Picture 1 - Sample shelter constructed in Kule camp, Gambella. See added 'extension'

Quality control: Some of the Tukuls (transitional shelters) constructed by NRC in Gambella were reported and observed to face the risks of failing, or collapse against winds and rains, due to weak constructions, undertaken by carpenters who, according to key informants, worked with limited technical supervision. The subsequent reworks and repairs ultimately make them expensive.

Interestingly, a number of beneficiaries interviewed in Gambella and Asossa expressed confidence that they could have worked a more appropriate design and more durable shelters with the materials used for their current shelters, having used similar materials in their home origins. Further, some discussants said that if the materials are supplied by NRC and labour money given to beneficiaries, they would be able to construct shelter which is of their desired design and quality.



Picture 2 - A tilting Tukul Shelter in Zone D, Tierkidi Camp, Gambella.

Transportation: Vehicles, and other equipment / tools required by shelter programme staff to work are reported by staff to be inadequate. The Evaluation team also observed and experienced gaps in fleet management, ranging from not having transport for shelter staff and materials when needed, to, when available, having them delivered late. In Gambella, shelter staff were observed to depart from the offices as late as 9.00 am, spending little time in the camps (due to breaks) and leaving the camps early, to be back in Gambella in time for the official closing hours. This observation corroborates the concerns of limited presence on site, shared by beneficiaries and key informants. Overall though, interviewed staffs confirm that that the workload is manageable, given the right transportation support and working tools and equipment.

4.5 Coordination

With UNHCR and ARRA jointly overseeing the management of refugee assistance in all the camps, and a lot of resources dedicated to coordination, coordination is largely in place and running well to the extent that there is almost no observed or reported duplication of assistance. Being the sole shelter agency in most of the camps where NRC has an active presence, there is always a compelling need to have NRC coordinate with other agencies that provide complementary assistance, and within itself, between its different core competencies for more integrated assistance and protection.

Most coordination with other humanitarian agencies is reported and observed to have worked well over the four years, with the exception of a few operational challenges that

appear to have been addressed as they emerged. Within the organization, the core competencies report of good coordination, but note of a few instances in need of improvement. Minor gaps exist in either situation that could make a difference, if addressed.

The limited presence of managerial and senior supervisory staff in most camp sites is reported and observed to have led to a reduction in the interaction between NRC and UNHCR and ARRA Camp coordinators, the other key actors. Specifically, this is reported to have contributed to delays in information sharing, said to come late, and at times inaccurate. It has, according to key informants from UNHCR and ARRA, also meant that problems or issues that are raised at the camp level take long to be addressed since they have to be channelled through the area, and not field offices that are located in the camps.

While not mentioned strongly, the sights of unoccupied and vandalised shelters in Dolo Ado point to a gap in coordination, of beneficiary allocations and follow up. This could indicate misallocations, or targeting of beneficiaries not in need. It could also point to an oversupply, at a time when the need in other areas remains unmet. That there should be unoccupied shelters while there are still people in need of the same in other areas may point to gaps in information sharing and follow up action. Having a documentation, or mapping of these shelters, and the whereabouts of the beneficiaries allocated is something NRC could help ARRA and UNHCR with, the agencies responsible for allocations, and overall coordination.

In Tierkidi, Gambella, some beneficiaries are reported to have occupied shelters before their constructions were completed, with formal allocations subsequently made to formalise the unauthorised occupations. According to a key informant, “in part, this meant that only the stronger, and probably able bodied beneficiaries benefitted, leaving out the weak and vulnerable who may not be quick enough to take advantage of the situation”. While this could have been solved by having allocations done prior to construction (which also encourages beneficiaries participation and ownership, an issue that NRC has repeatedly raised and requested), NRC could, according to a key informant, “help in sharing timely indicators of nearing completion, to enable ARRA and UNHCR field coordination move into action” and have the allocations undertaken in a more coordinated manner.

Within NRC, in Shire, there is a feeling that shelter teams seem not to give the same priority, or attention, to infrastructure support requests from other core competencies, especially Education and Child protection. On further inquiry, it is found to be a case of joint planning and follow up not working as it ought to, an area that could be administratively managed. Overall, planning coordination within the organization, especially procurement, is something NRC Ethiopia will need to address, a task that the Support management seems aware of.

4.5 Cross cutting issues

Environment

In Shire and Dolo Ado camps, access and use of locally harvested resources for shelter construction is largely controlled by the authorities and local community, thus little impact to the local environment. It is held and feared that an uncontrolled harvesting of earth and local vegetation, at various points considered raw materials for shelter construction, could easily lead to conflicts with the host community over environmental degradation concerns. Thus, a good part of the materials used for shelter construction are sourced from locations away from the refugee hosting areas, in effect transferring any environmental degradation problems elsewhere.

While NRC is not directly involved in environmental interventions, its shelter programmes are observed and reported to be aware of, and influenced by the environmental implications. In some areas, the very consideration of those implications has turned out to be the biggest determinant of the shelter solutions provided. In Shire camps, where NRC is barred from harvesting earth for sheltering, this has resulted in the use of sand cement blocks for walling, which, due to their prohibitive costs, has meant that the shelter gaps remained high despite substantial investments over the years. The understanding has however ensured peaceful coexistence between refugees and the host communities in Shire.

In Gambella and Assosa, the harvesting of natural grass for roofing of refugee shelters is deemed not to have a negative impact on the environment as the grass is often burned, to clear fields before the onset of rains. Its access and harvesting, even by refugees, is allowed without restrictions. Conflict, however, is reported to arise when refugees harvest trees from the surrounding areas for shelter construction.

In Dolo Ado camps, NRC is reported to have identified and responded to environmental concerns by training and encouraging Households to plant trees. “When we arrived, we were hunting in the forests, and harvested firewood from the Forests. We have been trained and every household is planting trees to avoid further environmental destruction”. There are environmental issues as trees and vegetation cover is cut to allow for construction of houses. Some people are planting trees in their compounds.” However, it’s not clear what role the shelter programme has played in the tree planting initiative.

Indirect, negative environmental effects caused by the settlement of the refugees in the present camps have been observed. The widespread use of wood fuel for cooking and household lighting has a negative impact on the environment around refugee hosting areas. This concern is felt more in Shire, which is fairly dry, and where the available firewood is also expensive. “Purchase of firewood energy for cooking, especially in Shire, adds to the economic burden of most refugees”, reported focus group discussants. Some refugees pointed to the need to identify alternative, friendly sources of energy, including electricity. They also suggested solar lighting at night. In Dolo Ado, there was a suggestion to replace

some of the current building materials (especially wood) with other more environmentally friendly materials. In Adi Haroushi, refugees requested to be connected to electricity, whose supply infrastructure was observed to be already in place. With firewood hard to come by and expensive, electrical energy provides the best means of powering the stoves used to bake injera¹⁰, the common staple food. Electrical connections would lower their household energy expenditure, while helping preserve the environment.

Overall, NRC attitude to the environment is noted and appreciated by the communities, and is evidenced by the absence of environmental related conflicts in most areas with shelter interventions.

Age, Gender and disability

Though shelter allocations are undertaken by ARRA and UNHCR, following construction by NRC, most respondents (85%) contacted in the household survey point to being aware of vulnerability as a basis of prioritizing allocations of shelters constructed by NRC. Where vulnerability is considered, those prioritized for allocations include unaccompanied minors, single women with children and families with disabled and elderly members.

Variables	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire		Count	%
	Count	%	Count	%	Count	%	Count	%		
Shelter assistance fairly targets all who are in need										
Yes	67	78.8%	198	82.5%	180	80.7%	50	96.2%	495	82.5%
No	17	20.0%	33	13.8%	42	18.8%	1	1.9%	93	15.5%
Don't know	1	1.2%	9	3.8%	1	0.4%	1	1.9%	12	2.0%
Total	85	100%	240	100%	223	100%	52	100%	600	100%
NRC's shelter assistance prioritizes the Vulnerable										
Yes	91	83.5%	253	89.7%	284	84.0%	51	92.7%	679	86.6%
No	17	15.6%	18	6.4%	35	10.4%	1	1.8%	71	9.1%
Don't know	1	0.9%	11	3.9%	19	5.6%	3	5.5%	34	4.3%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

Table 8 - Beneficiary perceptions of shelter allocations and vulnerability

In Adi Haroushi, Shire, there are protection concerns, of abuses among the Unaccompanied Minors (UAMs), attributed to grouping of minors of different ages into shared shelters. The elder members are reported to take advantage of the young ones, in executing house chores mainly. In one Focus Group discussion, a suggestion was made to have similar age groups housed together, to avoid the older ones abusing the young ones. Weak doors and window fixings were reported to encourage thefts and attacks on UAMs', especially girls' shelters. Also in Shire, women and minors also complained of having to spend nights outside the

¹⁰ Name of common, staple food among Ethiopians and Eritreans which is made from fermented flour and served with different accompaniments

shelters, because of bedbugs that shelter in the roughly finished plaster, increasing the risk of unwelcome intrusions and attacks.

A recurring complaint in Gambella, where shelter gaps stand at over 60%, concerns the single room shelters designed for a family of 5 being shared by over 7 members (the average family size), and in some cases, by two or more families. The single room houses both parents and children, and often lacks privacy. Related privacy concerns are also reported in most camps visited, though at lower intensity than Gambella. In shire, Focus Groups reported the lack of privacy between singles’ rooms with shared walls, where the upper parts of the partitioning walls are made of corrugated iron sheets, which allow for rather high levels of acoustic transmission. For lack of adequate number of showers, a number of people in Gambella, which is hot and humid for most of the year, especially women, complained of only being able to bath in the dark, at night.

Variables	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire			
	Count	%	Count	%	Count	%	Count	%	Count	%
Household size										
<= 3	34	31.2%	25	8.9%	12	3.6%	7	12.7%	78	9.9%
4 to 6	36	33.0%	113	40.1%	146	43.2%	24	43.6%	319	40.7%
7 to 9	26	23.9%	125	44.3%	126	37.3%	18	32.7%	295	37.6%
>= 10	13	11.9%	19	6.7%	54	16.0%	6	10.9%	92	11.7%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
Averages	5		7		7		6		7	

Table 9 - Demographics of sampled population

4.6 Other issues and concerns

Ranked in order of priority, the areas suggested for improvement in the Household survey ranked sanitation and hygiene highest (28%), followed by roofing (14%), shelter design (10%), coverage (9.6%) and NFIs (5.2%). The suggestions on sanitation and hygiene are particularly important to NRC since the organisation is also responsible for the sector in many of the camps it provides shelter.

Though not provided by NRC in Ethiopia, the concerns of Food and non-food items (NFIs) remained a recurring theme in many focus group discussions and interviews (at 6.7% in Gambella against a 5.2% average for all camps – see Table 10 - Areas suggested for improvement by beneficiaries, and the food rations said not to be enough and delivered late. According to an RCC key informant, ‘There is shortage of sleeping material – mattress, especially for large size families. We are lacking sleeping mats and sheets. The community would appreciate if NRC helps them in this regard.’

Areas for improvement	Assosa		Dollo		Gambella		Shire		Total	
	Count	%	Count	%	Count	%	Count	%	Count	%
Sanitation and/or hygiene	0	0.0%	15	25.4%	86	44.1%	1	3.8%	102	28.0%
Roofing	19	22.6%	2	3.4%	30	15.4%	0	0.0%	51	14.0%
Shelter design	17	20.2%	15	25.4%	1	0.5%	4	15.4%	37	10.2%
Coverage	25	29.8%	4	6.8%	3	1.5%	3	11.5%	35	9.6%
Tent	0	0.0%	0	0.0%	20	10.3%	0	0.0%	20	5.5%
NFIs	3	3.6%	3	5.1%	13	6.7%	0	0.0%	19	5.2%
grass for thatching	17	20.2%	0	0.0%	0	0.0%	0	0.0%	17	4.7%
Maintenance	3	3.6%	5	8.5%	3	1.5%	6	23.1%	17	4.7%
Door (strength and safety)	1	1.2%	0	0.0%	6	3.1%	4	15.4%	11	3.0%
Shower	0	0.0%	0	0.0%	11	5.6%	0	0.0%	11	3.0%
Monitoring visits by the project staff	0	0.0%	1	1.7%	4	2.1%	5	19.2%	10	2.7%
Window	3	3.6%	0	0.0%	7	3.6%	0	0.0%	10	2.7%
Quality and timing of shelter construction	0	0.0%	6	10.2%	1	0.5%	2	7.7%	9	2.5%
Community participation	0	0.0%	0	0.0%	8	4.1%	0	0.0%	8	2.2%
Use of construction materials with longer lifespan	0	0.0%	7	11.9%	0	0.0%	1	3.8%	8	2.2%

Table 10 - Areas suggested for improvement by beneficiaries

“Pest and mosquitoes make living in the shelters uncomfortable”, reports a focus group discussion. The communities requested for support to control / eliminate them, through regular spraying. “Mosquitoes are troubling us. We need mosquito nets to protect our little ones from malaria”. Though an area of WASH, or NFI concern, it very much relates to the shelter and settlements as it affects how beneficiaries enjoy the benefits expected from the shelter.

5.0 Conclusions

Overall, the examination concludes that the NRC shelter programme in Ethiopia has made a big and positive difference to beneficiaries' lives. Thus far, the programme has been relevant, effective and efficient while the impact stretches beyond the initial immediate outcomes anticipated in the different projects implemented. The shelter programme has been there to address beneficiaries' physical protection needs when needed, and has largely been of good quality. Beneficiaries report improved access to livelihoods and wellbeing, and reductions in vulnerabilities. However, huge gaps still remain, though not the making or failure of NRC, but rather the general humanitarian funding situation in the country.

From the surveys, interviews and observations, it has been hinted that more of the focus in the shelter programme centred in addressing the shelter numbers, or meeting the huge gaps in supply. Indeed, this focus has been good for NRC, and has worked in favour of NRC's image and profile in the county. NRC has thus been seen as an efficient and effective organization, and is perceived to perform better than peers in shelter provision. It is looked upon for leadership, and adaptability in providing shelter solutions for refugees in Ethiopia, a perception jointly shared by Refugees, UNHCR, ARRA and other humanitarian organizations. Other agencies look up to NRC for leadership on shelter programming.

Beginning late 2014, NRC has faced challenges of shelter quality. Though an equally important factor, quality does not appear to have received the same level of attention as that expended in addressing the shelter gap. While the quality of the earlier years has won acceptance and praise from refugees, ARRA and UNHCR, worrying cracks that appeared towards the end of 2014 seem to have deteriorated further in 2015. This is backed by concerns and complaints received from those examined in Gambella, Shire, Dolo Ado, and surprisingly, Assosa¹¹.

While the continued focus on quantity is clearly understandable, the observed and reported gaps in quality are going to complicate further the progress of addressing the outstanding gaps as evidenced by the loss of recently constructed shelters in Tierkidi, where resources that could have been used to provide more shelter are used to make repairs, corrections and reconstructions.

A combination of several related factors has contributed to the drop in quality. NRC's presence in all the Gambella camps, in the face of dwindling funding, and reduced staff, has left it widely but thinly spread on ground. This has affected the much needed technical supervision of the contracted workers, who are left to work on their own, with little technical support, supervision and monitoring. The absence of supervisory staff to coordinate at the camp level has meant that refugees, ARRA, UNHCR and other agencies do

¹¹ Surprising because Assosa has been held as the show piece for the wider country programme in the years leading to Gambella

not get sufficient attention paid to emerging issues, which they note and report, without having to come to the Area Offices, often far away from the problem area. Having temporary contracted workers to work without sufficient supervision also encourages waste.

Procurement delays and challenges with budget management are the other factors contributing to delayed and rushed implementation, undertaken towards the end of the project implementation period, under pressure. With so much happening at the end of the project period, the few supervisory technical staff is further stretched, with pressure to deliver the numbers. As a result, quality gets little attention. Due to budgets being suddenly available, because of not being able to monitor adequately at camp level, more materials are procured in a hurry, with some of them ending up in waste. This is not helped by continuing to rely on inaccurate materials estimates, despite continued evidence of materials left overs at the end of implementation.

Throughout the evaluation process, it has been observed and implied that the monitoring and evaluation systems are not sufficient for the scale and complexity of the programme. This is evidenced by unavailable programme documents, and limited faith and reliance on programme data. Besides, the current system and processes have not been able to sufficiently capture and communicate the quality concerns highlighted in the findings.

The broader thinking, and assumption that refugees won't be around for long led to the current shelter solutions that are estimated to last for between 3 and 5 years. However, two of the commonly used materials – eucalyptus and bamboo – are having an even shorter lifespan than earlier thought, due to their inability to withstand termite attack, common in Dolo Ado, Gambella and Assosa. As is already the case in some camps, beneficiaries will be asking for new shelters before the end of the promised lifespans. Consequently, a much longer shelter lifespan is necessary.

The inadequacies in shelter design relating to space size, privacy and ability to keep pests and rodents away, appear to be well known, going by earlier feedback recorded from refugees. While attempts to address some of them have been made, progress is constrained by cost considerations, and a bigger focus on addressing outstanding shelter gaps. In the longer run, this diminished attention could turn counter-productive, when more resources will be needed to correct a situation that could have been avoided, or addressed in the first place. The evaluation is however aware that NRC's contribution on this issue is limited, as it has to comply with the standards set by ARRA and UNHCR. Consequently, continued engagement and advocacy on the same may be necessary.



Picture 3 - A grass thatch roof under attack by termites in Kule camp, Gambella, barely a year after construction. Picture by Timothy Mutunga, May 2015

With more than half of the surveyed beneficiaries (58%) saying they could consider constructing the shelter themselves if provided materials and cash support for labour, and 40% saying they could undertake the construction if provided cash support only, NRC needs to consider, and champion the idea of owner driven shelter construction¹². Not only would this help in improving efficiency and quality but also ownership of the process and final product. More engagement and consultations of this with beneficiaries, ARRA and UNHCR is therefore necessary.

Options for self-construction of shelters	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire			
	Count	%	Count	%	Count	%	Count	%	Count	%
With materials and cash support										
yes	65	59.6%	120	42.6%	239	70.7%	28	50.9%	452	57.7%
no	39	35.8%	148	52.5%	54	16.0%	24	43.6%	265	33.8%
not sure	5	4.6%	14	5.0%	45	13.3%	3	5.5%	67	8.5%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
With cash support only										
yes	48	44.0%	59	20.9%	183	54.1%	19	34.5%	309	39.4%
no	45	41.3%	210	74.5%	103	30.5%	31	56.4%	389	49.6%
not sure	16	14.7%	13	4.6%	52	15.4%	5	9.1%	86	11.0%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

Table 11 - Beneficiaries' response to self-construction options questions

If the shelter cum protection related issues raised by the AUMs in Shire are not addressed sufficiently, there is a risk that the two programmes – shelter and child protection – could

¹² Owner driven means refers to the provision of material, financial and technical support to beneficiaries to undertake construction of their shelters. May also be called self-build

suffer and damage the organization's effectiveness and reputation. With the expertise and leadership that NRC possesses on shelter, a more focused attention on the same could lead to a better working formula. The evaluation finds this a most complicated issue, and is possible that the solutions to the protection concerns raised by the UAMs are not shelter related as such. If, however, there is a contribution that can be made by the shelter expertise, NRC stands the best opportunity to do something about the issues raised.

In view of the outstanding shelter gaps, NRC's continued engagement in providing shelter solutions in Ethiopia's refugee camps remains very much in need, and relevant. Going forward though, NRC will do a lot better to regain the quality reputation in order to continue attracting funding, and to reduce all avoidable waste in order to free more resources for meeting the outstanding shelter gaps.

6.0 Recommendations

1. To address the reported and observed quality concerns, NRC needs to enhance managerial and supervisory presence on ground by working with more refugee incentive workers. Indeed, one of the key informants observes that there may not be a need for more shelter staff, and instead suggests that NRC employ/use more refugee incentive staff who are more present in the camp and who do not need to be provided with transport and spend time moving to and from Gambella. With committed and dedicated refugee incentive staff, the levels of presence and supervision should increase. Thus, it should be in NRC's interest to enhance the contribution of refugee incentive staff, just like any other staff. Though Ethiopia law bars refugee employment, a way round this requirement is needed. To help in the argument with the Authorities, the cap on budgets (at 30% for support costs) should suffice as good reason to engage qualified refugee incentive staff. Besides, both ARRA and UNHCR have lately been pushing for increased beneficiary participation and contribution.
2. For enhanced productivity and quality, it is necessary to increase community participation beyond the current form and levels. Even for the beneficiaries, as one key informant notes 'there will come times when no partner will be around to support beneficiaries'. On matters specific to shelter, this has remained low due to shelter allocations being carried out by ARRA, after the shelters are constructed by NRC. The evaluation is aware of NRC's previous attempts to address this, and have beneficiaries identified and allocated shelters before commence of the construction. Beneficiaries would not only provide labour (skilled and unskilled) but would also offer security for materials (reducing misappropriations and waste) as well as supervision of the construction process itself, in the absence of NRC staff. This would also improve ownership and maintenance. Towards this end, NRC needs to see how to address this issue with ARRA and UNHCR so as to have beneficiaries selected and allocated shelters (or plots) before start of construction. This may imply negotiating to be tasked with beneficiary shelter allocations. More importantly, NRC needs to advance the idea of owner driven shelter interventions to the refugees, ARRA and UNHCR, and scale up the already tried initiatives such as the grass thatching by beneficiaries in Gambella.
3. An up to date review of the designs and costing of all the shelters constructed for refugees is recommended for Gambella and Assosa. The shelters should be redesigned to allow for expansions. Consideration should also be made, for the use of mud bricks and corrugated galvanised iron (cgi) roofs to extend the shelter lifespan, by reducing the incident and impact of termite attack, a suggestion made by refugees' focus group discussants in Assosa and supported by key informants in Assosa and Gambella. The redesign should also incorporate additional features for

improved physical protection and reduced risk of fire hazards. The privacy requirement is crucial to the realisation of the shelter objective and should not continue to be overlooked on cost considerations alone.

4. NRC needs to exploit more the use of YEP graduates in Shelter construction, as demonstrated in Shire. This could help address shelter and infrastructure construction gaps and needs, while also giving the youths an opportunity to further utilize and develop the range of skills acquired.
5. A closer and more practical way of having the shelter staff work with the support function, especially on how to speed up procurement is needed. Despite efforts, new tools, staffing and other improvements, the support function in Ethiopia seems to continue having challenges in sufficiently meeting the requirements of timely procurement, and transportation for both materials and staff to where and when needed. Part of this stems from not having adequate coordination between procurement planning and action, which seem not to link as they ought to. At the time of this review (3rd week, May), only one Area office out of 4, is reported to have filed its procurement plans with the support manager for the year. While it is possible that a number of budgets are pending approval at any given time, there is a clearly justifiable reason to put in place long term Framework agreements, even at the area level, for the supply of commonly used shelter materials. It should be in order also, to develop appropriate storage / warehouses to facilitate advance procurement and stocking of commonly used shelter materials which can be undertaken during the first quarter following a project's approval. Targeted training of programme staff should be considered, and as well have the Core Competency specialist review and adjust all the Bills of Quantity to reflect actual material quantities used.
6. The program needs to see how the current child protection environment in Shire could be enhanced by the shelter design, or vice versa. This calls for a joint review of the shelter design, by the child protection and shelter experts which could also benefit from the input of the minors.
7. A strengthened monitoring and evaluation (M&E) system will go a long way in detecting and correcting quality issues that arise. There is need to review the current M&E processes and practice in the country programme to make them more quality focussed.
8. Finally, NRC needs to review its wide but thin presence in the various camps its currently operational, especially Gambella, as well as the portfolio of activities, to be in line with the available funding, and the capacity to undertake quality shelter programming. Though necessary, the evaluation notes that this recommendation may run contrary to the overall country strategy.

7.0 Lessons learnt – Case studies

7.1 YEP graduates address shelter skill gaps

NRC YEP graduates helped address shelter and infrastructure gaps in Shire through provision of skilled labour. This also formed part of their post-graduation training and employment. NRC needed to erect over 300 permanent shelters in Hitsats camp of Shire in late 2013. Hitsats town, which surrounds the camp, was then a growing, makeshift rural town that housed mainly informal gold miners. Most residents preferred to continue their mining activities instead of providing labour for the shelter project. It then became a challenge for NRC to get skilled builders who could erect the permanent shelters using the concrete hollow blocks recommended by the Authorities. Realising that the project implementation period was coming to close, and that a rather slow progress would delay completion, the NRC office in Shire made a suggestion to the Authorities, through ARRA, and requested to be allowed to engage refugee YEP graduates from Mai Ayini and Hitsats camps for work in the new camp. The approval by the authorities was necessary since refugees are not allowed to work in Ethiopia, and their unrestricted movement outside of the camps is more or less restricted. With approval granted, NRC managed to mobilise 60 graduates, who were then able to work in the shelter project, and gain some income and post training experience. This initiative has been applauded by beneficiaries and Key informants in Shire, with requests to engage more YEP graduates, and refugees in shelter construction, as well as other construction projects undertaken by NRC and other organizations in Shire. Especially impressed has been the NRC Education team, which manages the YEP programme, and which hopes to see more of such opportunities explored.

7.2 Gambella emergency response

NRC's response and adaptability during the influx of South Sudanese refugees in Gambella in the first half 2014 has won recognition and mentions from different stakeholders involved closely in the project. The introduction of the simple, 'A' frame shelter kit made of 1 plastic sheet and 3 Eucalyptus poles which, though not very popular among refugees today, helped address the shelter gaps of the big numbers of newly arriving south Sudanese refugees. The most successful aspect of the typology was the quick speed of erection, given the ease and cost with which plastic sheets can be moved from stockpiled locations in big numbers, further favoured by availability of wooden poles in Gambella. Compared to the stockpiling and transportation of shelter tents, which is more time consuming and expensive, thus draining budgets that are better used to provide more durable shelter, this proved a major success. The particular solution, and its effective deployment in Gambella, projected the organization to a level since held as innovative, solution focussed and effective. This responsiveness subsequently led to similar expectations of NRC in other locations, against which the organization is now judged.

The response to the emergency was further strengthened by the country management’s ability to quickly mobilise human resources from other parts of the country, or area programmes to take part in the unforeseen and unexpected response while giving time for the recruitment and induction of new staff. Additional also was the possibility to call on further staffing support provided by the regional office, which ensured that the response to the emergency scaled up a lot more quickly and smoothly, letting the headquarter based rapid response team focus attention elsewhere, including inside South Sudan, the epicentre of the problem.

To understand the lesson further, a more detailed examination of the overall response is recommended.



Picture 4: A simple, ‘A’ frame emergency shelter in Leit-chuor & Tierkidi camps, Gambella

8.0 Annexes

8.1 Terms of Reference

NRC presence in Ethiopia:

The Norwegian Refugee Council (NRC) has been present in Ethiopia since 2011, primarily providing assistance to refugees in Dollo Ado, Assosa, Shire and Gambella Refugee camps. The Country Office is based in Addis Ababa, with field / Area offices in Dolo Ado (for Somali refugees), Shire (for Eritrean refugees), Assosa and Gambella (for Sudanese and South Sudanese refugees). In the next phase of the program, NRC is expanding its capacity to respond to IDPs especially in the Somali region. A new office opened in Jigjiga in late 2014, to serve a previously unacknowledged IDP population in the Somali region, following negotiations with the Federal and regional government. Starting with shelter assistance for refugees in Dolo Ado in 2011, the program has grown to include a Youth Education Pack (YEP), Food security and Water, Sanitation and Hygiene promotion (WASH) in the four camps. In 2014, NRC took over the running of WASH programme in the Heloweyn camp of Dolo Ado from OXFAM. Over the years of its existence in Ethiopia, NRC has received funding support from the Government of Norway, UNHCR, ECHO, SIDA, and BPRM.

Project context and rationale:

Ethiopia has had a tradition of providing refuge to people fleeing from neighbouring countries over several decades. The capital, Addis Ababa, is Africa's premier diplomatic capital and hosts the African Union headquarters, whose refugee and IDPs conventions define the framework of NRC's interventions. To the east, the country shares a border with volatile and conflict prone Somalia, and unstable South Sudan and Sudan to its west. To the north lies Eritrea, against whom it has fought several border wars, while in the South, a porous border with Kenya encourages cattle rustling and inter-communal conflict over grazing pasture. Over the years, the country has hosted one of the largest refugee populations: (currently at 629,718¹³ refugees) majority of who are hosted in refugee camps, alongside a limited out of camp refugees. Refugee operations are administered by the Administration for Refugee and Returnee Affairs (ARRA), a government body that is mandated to oversee policy, coordination and management of refugee assistance on behalf of the government, which works closely with UNHCR.

In 2014, the country witnessed one of the biggest refugee inflows, with over 257, 000¹⁴ people fleeing from the conflict triggered by the political and ethnic fallout in South Sudan of December 2013. Nearly all these refugees have been received in the Gambella camps, to the South west of the country. This added to the influxes of drought and conflict fleeing Somali refugees who arrived in 2011, hosted in the Dollo Ado camps to the South East of the country. Initially, it was the

¹³ UNHCR, 19 August 2014

¹⁴ UNHCR, South Sudan Situation available at <http://data.unhcr.org/SouthSudan/country.php?id=65>

objective of assisting the Somali refugee that drew NRC into Ethiopia. For the two groups, NRC has been a lead actor in the provision of shelter assistance and support in the camps they are hosted. Despite massive efforts, and pressure to respond in Gambella alone, over 100,000 vulnerable refugees who arrived in 2014 alone remain in need of shelter and infrastructure assistance.

Project objectives:

NRC programs in Ethiopia currently aim at the protection of the displaced, to improve their living conditions, as well as the promotion of durable solutions. More recent activities aim at assisting IDPs in the Somali region, with an aim at durable solutions, and improved relations with the authorities and host communities. In this capacity, the major concentration of program activities are found in the refugee camps of Gambella, Assosa and Dollo Ado. The Shire operation supports a different kind, and set of refugees, comprising a large proportion of youth and unaccompanied minors, who are keen to transit to third countries. The activities implemented under the shelter core competency have largely focussed on the provision of refugee household shelters and camp infrastructure. The shelters provided range from communal holding halls, such as transit and reception hangars, temporary shelter (issued on arrival), more durable transitional (Dollo Ado, Assosa and Gambella) and permanent shelters in Shire. The infrastructure component has included the development of reception and transit centres for new arrivals, and refugees undergoing relocation, school classrooms, markets and common communal infrastructure. In Gambella, NRC has been tasked with the development and opening up of basic camp infrastructure such as circulation (roads / paths) and surface / storm water drainage.

Purpose of the evaluation and intended use

NRC strives for relevance, quality and accountability in its delivery of humanitarian assistance. After four years of presence in the country, an expanded operation and coverage, it is time to undertake an objective review of the Shelter programme, to see how well the initial (and amended) objectives have been met, as well as their effectiveness and relevance,(accountability) with the aim of identifying important learning and to provide guidance for future program direction through developing recommendations that will enable improved programme planning, design and implementation (utilisation focused).

The evaluation is first and foremost an internal review that will be used by NRC Ethiopia and NRC Horn of Africa, South Sudan and Yemen region to improve ongoing and future shelter and infrastructure programs. However, the findings of the review should also be applicable for general program planning, design and implementation in Ethiopia, the region and beyond of NRC programs. Moreover, the findings will also contribute to informed decision-making, foster an environment of learning, promote greater understanding of principled humanitarian approaches in the project areas while contributing towards the development of more efficient and effective program development in the mission.

Scope of work and methods

The evaluation team will;

- Focus on the following implementation period: 2011 -2014.
- Cover the following geographic areas: Dollo Ado, Assosa, Shire and Gambella. Since over 70% of project activities have taken place in Dollo Ado and Gambella, the two areas will receive more attention.

The methodology will be mixed, and include:

- Desk study/ literature review: As a general background, the evaluation team should review relevant material in NRC, such as but not limited to shelter project reports implemented in the different camps in Ethiopia. In addition the evaluation team need to look at proposal, intermediate and final reports, Country Strategy and other related documents. A complete list will be provided.
- Assess availability of quantitative data and its use in evaluating program effect and efficiency. This includes, but is not limited to; needs assessment reports, NRC monitoring data, UNHCR and ARRA reports, beneficiary data etc.
- Field visits: The evaluation will include field visits to all the different camps. Sampling of sites will aim to reach different groups, to be agreed with the country team.
- Interviews with stakeholders/ focus groups: Interviews with staff, ARRA, UNHCR and other stakeholders will be undertaken in accordance with the sampling methodology, after approval by the country management.
- Interviews and focus group discussions with beneficiaries to establish their experience and views on the programme,

Evaluation principles:

The evaluation will be guided by the following ethical rules/considerations:

- Openness – of information given, to the highest possible degree to all involved parties
- Publicity/public access – to the results when there are no special consideration against this
- Broad participation – the interest parties should be involved when relevant/ /possible
- Reliability and independence – the evaluation should be conducted so that findings and conclusions are correct and trustworthy.

Issues to be covered

The evaluation team will apply the following criteria, based on the OECD/DAC evaluation criteria and defined in the NRC Evaluation Policy. The questions under each criterion are meant to guide the evaluation team in focusing on key issues for NRC.

- **Impact:** To what extent did the project impact the lives of beneficiaries?
 - Did the project decrease the vulnerabilities of the target population?
 - To what extent has the project supported self-sufficiency?
 - Are there any links to durable solutions, especially that of return to country of origin and resettlement to a third country?
 - Any other positive or negative impacts on beneficiary lives.

Also, to what extent did the project impact the lives of the host populations?

- Did the project increase the business possibilities and livelihood options for the host community?
- Did the project apply do no harm principles also for the host community and respected / promoted resources owned by the host community?
- Did the project support a positive and balanced co-habitation between refugees and host community?
- Did the materials and construction principles (including use of labour, transport and storage) for the shelter contribute to the economy of the host community?
- **Relevance:** To what extent has the interventions undertaken been relevant to the local needs and priorities of the beneficiaries?
 - Has NRC conducted a timely needs assessments,
 - How has NRC consulted with communities at different stages?
 - How has NRC adapted to the changing needs of target communities?
 - To what extent was NRC able to access the most vulnerable population?
 - Were there any gaps in the selection criteria used?
 - Did the target population use the services and materials offered as intended?
 - Did the approach taken by NRC correspond to the needs of the target population?
- **Effectiveness:** Were the targeted outputs (and outcomes) attained as planned?
 - Were there any gaps related to planning, management, monitoring and implementation that influenced the results?
 - Was the assistance provided able to meet the needs of people in a timely manner?
 - To what extent did NRC's acceptance strategies and approaches facilitate better access in reaching beneficiaries?
- **Efficiency:** Could NRC have used a different approach and achieved the same results (qualitative and quantitative)?
 - To what extent could program cost have been reduced / made more efficient without sacrificing the quality of the results?
 - Looking back in time and acknowledging that political context and funding requirements change over time; was the shelter designed right in terms of the life span? Should the shelter have been built more or less permanent?
- **Coordination:**
 - To what extent was the assistance provided undertaken in coordination with other stakeholders to avoid duplication of activities?
- **Cross cutting issues:**
 - **Environment** – how has the program identified and responded to environmental concerns
 - **Age / Gender** – how has the program adapted an age / gender sensitive approach?

- How was the allocation of shelters done, who to, and how did that impact the different family members?
- How did the allocation impact the right to use/ownership in the longer term (for example in the case of death of the head of household, divorce, second marriage etc.)?
- **Livelihoods** – how has the program addressed and affected livelihoods concerns of beneficiaries and their hosts
- **Protection** - how has the program ensured that protection concerns have been incorporated and rights based approach promoted?

Evaluation team

An evaluation team will be formed, comprising of members from the Regional and country Offices. The team will be led by the Regional Shelter Program Manager, who will be responsible for completing the inception, interim and final reports. The other team members will be the Regional M&E Coordinator, Country Shelter Manager, the M&E Coordinator and Program Officer for Ethiopia.

There would be a requirement for the NRC Program and support team (Finance, Logs, and Security) to be engaged in the process and provide support to the evaluation team. It is assumed that the evaluation team will have access to all relevant documentation and can take part in relevant meetings and field trips since this would be viewed as an opportunity for learning and performance improvement.

The evaluation will require interaction between NRC staff, beneficiaries, and partners (UNHCR, ARRA, other shelter actors and suppliers). Comprehensive meetings, briefing and debriefing sessions with the evaluation team would be an essential part of the process.

A Steering Committee is suggested, with the following members:

- Asbjørn Lode, Program Director, Ethiopia
- Lian Bradley, Evaluation Adviser, Oslo
- Carina Hansen, Program Advisor, Ethiopia,
- Martin Suvatne, Shelter Adviser, Oslo

The main function of the Steering Committee will be to review preliminary findings and recommendations and establishing a dissemination and utilization strategy. The Ethiopia Program Director will oversee the terms of reference, administration and overall co-ordination, including monitoring progress.

Timeframe

The whole process of the evaluation will have a time frame of approximately 40 working days taking place during the months of December to February 2015. This should then follow the process of review of the first and second drafts, presentation of findings and management response, seen stretching into April

The evaluation team is scheduled to start its work at the beginning of December 2014. The team leader should alert the CO Program Director immediately serious problems or delays are encountered.

Reporting

An inception report will be presented by the team leader for approval by the Steering Committee before the activities are initiated. The inception report will contain a conceptual framework the evaluator will use in undertaking the evaluation and would outline the evaluation methodology and work-plan. Methodology should include a brief literature review describing the type of data (e.g. project reports, focus group interviews, household survey of beneficiaries) and documentation (e.g. country strategy report, security reports) available for the evaluation, the analytical approach and how the data and documentation will be used, the sampling strategy and size for surveys and focus groups, and draft versions of the data collection tools (e.g. questionnaires).

At the end of the field research, the evaluation team will hold a workshop with the NRC team, main stakeholders and other relevant staff off the NRC office identified by the Steering Committee to discuss the preliminary findings of the evaluation exercise.

The draft and final reports should be submitted by the end of March 2015, with final submissions discussed and adopted by the Country team.

Difference of opinion between team members regarding conclusions/recommendations will be reflected in the report.

The size of the report should not exceed 40 pages, clearly written in English, using Arial 11 point.

The evaluation report should consist of:

- Executive summary and recommendations not more than 3 pages.
- Main text, to include index, humanitarian context, evaluation methodology, brief programme description commentary and analysis addressing evaluation purpose and outputs, evaluation findings, key lessons learnt, CC & programming recommendations (in Ethiopia and beyond), conclusions (not more than 20 pages)
- Appendices, to include evaluation terms of reference, maps, sample framework, and bibliography)

All material collected in the undertaking of the evaluation process should be lodged with the Program Director prior to the termination of the evaluation.

Funding of the Evaluation

The full costs of the evaluation will be met by the Ethiopia country program. With the evaluation being conducted by staff of NRC, the total costs are not expected to be substantial, beyond that of travel and transportation, accommodation and incentives for enumerators.

Follow up

The final report will make the basis for a management response and an action plan to follow up recommendations provided by the evaluation team.

For the follow up of the evaluation the Program Director is the main responsible, involving the Steering Committee members where relevant. The management response, responding to the recommendations, including an action should be prepared by the Ethiopia Program no later than two months after receiving the final report. It is the responsibility of the Country Management Team to ensure that the realizations of these plans are monitored and documented.

The final evaluation report will be shared with all relevant staff in NRC.

8.2 Evaluation Work plan

Milestone	Tasks	Deadline	Person responsible	Guidance and templates
Evaluation start up	Decide on the steering committee structure	10/12/2014	All SC and ET	Steering committee planning document
	Hold an evaluation start up meeting (include timeframe and roles and responsibilities). Meeting may be done on Skype	16/02/2015	PD/PA to set up All SC and ET to attend	Checklist of points to discuss
Support planning				
Support planning	Draw up budget and have it approved by the Finance manager.	28/02/2015	County Shelter PM	ET Shelter PM and M&E coordinator to draw up budget together
	Secure travel and logistics costs	28/02/2015	Country M&E Coordinator	
Inception Report				
Inception Report	Briefing – Team leader	31/01/2015	Team Leader	Inception Guidance and checklist
	Briefing - technical	31/01/2015	PM Shelter (ET)	
	Document preparation	10/02/2015	ET PM Shelter & ET M&E Coordinator	
	1 st Draft	10/02/2015	Team Leader	
	Review and feedback	20/02/2015	Steering committee	
	Second draft	28/02/2015	Team Leader	
	Approval	10/03/2015	PD	
Field Visit				
Field Visit	Preparations (flights, accommodation etc.)	31/03/2015	ET M+E coordinator with support from Logistics	
	In-country coordination and field visits	03/05/2015 –	ET	

		23/05/2015		
	Briefings		SC & ET	
	Validation and Learning Workshops	June 2015	ET	Plan to coincide with MYR
First Draft Report				
	First draft	20/06/2015	ET	Final Report Guidance and Template
	SC review and feedback	30/06/2015	SC	
Final Report				
	Second draft	10/07/2015	ET	
	ET finalizes report	15/07/2015	ET	
	Finalization and approval	31/07/2015	SC	
CO de-brief				
			PD to organize. All SC attend	Attendance can be through Skype
Management Response				
	Management response planning meeting		SC	NRC Evaluation Management response guidelines and template
	Management response writing			
	Managerial review and finalization			
Publication and Dissemination				
	Print/publish – including on-line		EA	NRC Evaluation Dissemination guidelines
	Dissemination meeting		SC	
	Dissemination implemented		SC	
Implement Learning!!!!				

8.3 List of People consulted

Shire, Adi Haroushi

FGD – 8 men

FGD – 8 women

FGD – 6 minors

KII – RCC Chairman and his Secretary

KII – ARRA Camp Coordinator, Adi Haroushi

KII – Female representative, Host community

Shire, Hitsats

FGD - 9 men

FGD – 9 Female

FGD- Youth

FGD – unaccompanied minors

KII- ARRA Camp Coordinator

KII- RCC

KII – Women Association Chair Lady

Shire town

KII – Head of Sub office, UNHCR

KII – Programme Officer, UNHCR

KII – ARRA Zonal Coordinator

KII – Area Manager, NRC Shire

KII – Education Coordinator, NRC Shire

KII – Child Protection Coordinator, NRC Shire

KII – NRC supplier, Host Community

Gambella, Kule camp

FGD – 7 men, including the RCC chair

FGD – 8 women

KII – ARRA Camp Coordinator

Gambella, Tierkidi camp

KII – UNHCR Field Officer for Tierkidi

Gambella, Pugnido camp

FGD – Over 10 men; Held in open air

FGD – over 20 women; Held in open air

KII – KII – RCC Deputy chair lady

Gambella town

KII – Programme Officer, UNHCR Gambella

KII – ARRA M&E officer

KII – Shelter Project Coordinator, NRC Gambella

Dolo Ado, Kobe camp

FGD - 12 men

FGD – 9 women

FGD – 8 Youth

KII – RCC chair

KII – Women leader

KII - Kabele (local Host community leader. The lowest in the Ethiopia Governance hierarchy)

KII - ARRA Camp Coordinator- Kobe

Dolo Ado, Heloweyn camp

FGD - 7 men

FGD – 6 women

FGD - 6 Youth

KII - Chair, Women association

Dolo Ado, Melkedida camp

KII – Head of Sub Office & Programme Officer, UNHCR

Assosa, Sherkole camp

FGD – 9 men

FGD – 9 women

KII – ARRA camp Coordinator

KII – ARRA Field office M&E Officer

KII – RCC Deputy Chairman

8.4 Team Itinerary

Field office	Period	Camps visited	Visiting team
Shire	May 7 to 13	Adiharush and Hitsats	Timothy, Dominic, Andrew and Mekdes*
Gambella	May 14 to 21	Kule, Terkidi, Pugnido.	Timothy and Mekdes
Dollo Ado	May 14 to 19	Hilewoyen and Kobe	Dominic and Andrew
Assosa	June 1 to 5 Initially planned for May 19 to 21	Sherkole	Mekdes & Micheal

8.5: Analysis of Household Survey data

8.5.1 Demographics

Variables	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire			
	Count	%	Count	%	Count	%	Count	%	Count	%
Ages of household heads										
Less than 18	5	4.6%	11	3.9%	7	2.1%	9	16.4%	32	4.1%
19 - 24	9	8.3%	26	9.2%	49	14.5%	17	30.9%	101	12.9%
25 to 35	57	52.3%	127	45.0%	184	54.4%	20	36.4%	388	49.5%
36 to 49	21	19.3%	71	25.2%	56	16.6%	8	14.5%	156	19.9%
50 and above	17	15.6%	47	16.7%	42	12.4%	1	1.8%	107	13.6%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
Sex of household heads										
Female	51	46.8%	186	66.0%	293	86.7%	22	40.0%	552	70.4%
Male	58	53.2%	96	34.0%	45	13.3%	33	60.0%	232	29.6%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
Household size										
<= 3	34	31.2%	25	8.9%	12	3.6%	7	12.7%	78	9.9%
4 to 6	36	33.0%	113	40.1%	146	43.2%	24	43.6%	319	40.7%
7 to 9	26	23.9%	125	44.3%	126	37.3%	18	32.7%	295	37.6%
>= 10	13	11.9%	19	6.7%	54	16.0%	6	10.9%	92	11.7%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
Averages	5		7		7		6		7	

8.5.2 Length of Stay in the camp and Vulnerability Conditions

Variables	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire			
	Count	%	Count	%	Count	%	Count	%	Count	%
Length of Stay within the camp										
Less than 6 months	1	0.9%	5	1.8%	5	1.5%	18	32.7%	29	3.7%
6 months to 1 year	5	4.6%	11	3.9%	121	35.8%	18	32.7%	155	19.8%
1 year to 2 years	14	12.8%	23	8.2%	210	62.1%	6	10.9%	253	32.3%
2 years to 4 years	49	45.0%	152	53.9%	2	0.6%	11	20.0%	214	27.3%
Over 4 years	40	36.7%	91	32.3%	0		2	3.6%	133	17.0%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
Presence of vulnerable individuals in the household										
Disabled person	19	17.4%	35	12.4%	108	32.0%	8	14.5%	170	21.7%
Elderly	23	21.1%	59	20.9%	156	46.2%	1	1.8%	239	30.5%
Persons with chronic illness	31	28.4%	35	12.4%	73	21.6%	12	21.8%	151	19.3%
Pregnant /r lactating women	12	11.0%	135	47.9%	113	33.4%	8	14.5%	268	34.2%
Children below five years	53	48.6%	196	69.5%	258	76.3%	12	21.8%	519	66.2%
Count of vulnerability Conditions present in the household										
One	62	56.9%	141	50.0%	102	30.2%	41	74.5%	346	44.1%
Two	36	33.0%	94	33.3%	118	34.9%	14	25.5%	262	33.4%
Three and more	11	10.1%	47	16.7%	118	34.9%	0		176	22.4%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

8.5.3 Receipt of Shelter Assistance from NRC

Variables	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire			
	Count	%	Count	%	Count	%	Count	%	Count	%
Shelter received directly from NRC										
No	24	22.0%	8	2.8%	19	5.6%	17	30.9%	68	8.7%
Yes	85	78.0%	274	97.2%	319	94.4%	38	69.1%	716	91.3%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
Length of time waited to receive transitional shelter										
Less than 1 month	3	2.8%	54	19.1%	78	23.1%	33	60.0%	168	21.4%
1 to 3 months	45	41.3%	39	13.8%	94	27.8%	9	16.4%	187	23.9%
3 to 6 months	10	9.2%	26	9.2%	91	26.9%	5	9.1%	132	16.8%
6 months to 1 year	12	11.0%	98	34.8%	47	13.9%	5	9.1%	162	20.7%
Over 1 year	39	35.8%	65	23.0%	28	8.3%	3	5.5%	135	17.2%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

8.5.4 Refugee Community's Perception of NRC's Shelter Assistance

Variables	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire			
	Count	%	Count	%	Count	%	Count	%	Count	%
Shelter assistance fairly targets all who are in need										
Yes	67	78.8%	198	82.5%	180	80.7%	50	96.2%	495	82.5%
No	17	20.0%	33	13.8%	42	18.8%	1	1.9%	93	15.5%
Don't know	1	1.2%	9	3.8%	1	0.4%	1	1.9%	12	2.0%
Total	85	100%	240	100%	223	100%	52	100%	600	100%
NRC's shelter assistance prioritizes the Vulnerable										
Yes	91	83.5%	253	89.7%	284	84.0%	51	92.7%	679	86.6%
No	17	15.6%	18	6.4%	35	10.4%	1	1.8%	71	9.1%
Don't know	1	0.9%	11	3.9%	19	5.6%	3	5.5%	34	4.3%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
NRC listens to the ideas of the community										
Yes	79	72.5%	239	84.8%	292	86.4%	41	74.5%	651	83.0%
No	27	24.8%	28	9.9%	38	11.2%	5	9.1%	98	12.5%
Don't know	3	2.8%	15	5.3%	8	2.4%	9	16.4%	35	4.5%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
NRC plans shelter activities with the community										
Yes	92	84.4%	239	84.8%	159	47.0%	21	38.2%	511	65.2%
No	15	13.8%	22	7.8%	144	42.6%	23	41.8%	204	26.0%
Don't know	2	1.8%	21	7.4%	35	10.4%	11	20.0%	69	8.8%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
NRC makes use of local skills										
Yes	98	89.9%	257	91.1%	287	84.9%	41	74.5%	683	87.1%
No	8	7.3%	9	3.2%	22	6.5%	0	0.0%	39	5.0%
Don't know	3	2.8%	16	5.7%	29	8.6%	14	25.5%	62	7.9%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
NRC's shelter assistance meets beneficiary expectation of quality										
Yes	79	72.5%	255	90.4%	307	90.8%	49	89.1%	690	88.0%
No	28	25.7%	16	5.7%	31	9.2%	5	9.1%	80	10.2%
Don't know	2	1.8%	11	3.9%	0	0.0%	1	1.8%	14	1.8%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
NRC Staff treat community with respect										
Yes	106	97.2%	261	92.6%	318	94.1%	49	89.1%	734	93.6%
No	3	2.8%	8	2.8%	20	5.9%	0	0.0%	31	4.0%
Don't know	0	0.0%	13	4.6%	0	0.0%	6	10.9%	19	2.4%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
NRC's shelter activities cause harm to the community										
Yes	24	22.0%	78	27.7%	66	19.5%	10	18.2%	178	22.7%
No	85	78.0%	187	66.3%	272	80.5%	45	81.8%	589	75.1%

Variables	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire		Count	%
	Count	%	Count	%	Count	%	Count	%		
Don't know	0	0.0%	17	6.0%	0	0.0%	0	0.0%	17	2.2%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

8.5.5 Responsiveness of NRC and Shelter Aspects Liked and Disliked by Beneficiaries

Responsiveness of NRC as compared to others	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire		Count	%
	Count	%	Count	%	Count	%	Count	%		
Not very responsive	0	0.0%	38	13.5%	13	3.8%	0	0.0%	51	6.5%
Somewhat responsive	27	24.8%	6	2.1%	46	13.6%	18	32.7%	97	12.4%
Very responsive	82	75.2%	238	84.4%	279	82.5%	37	67.3%	636	81.1%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

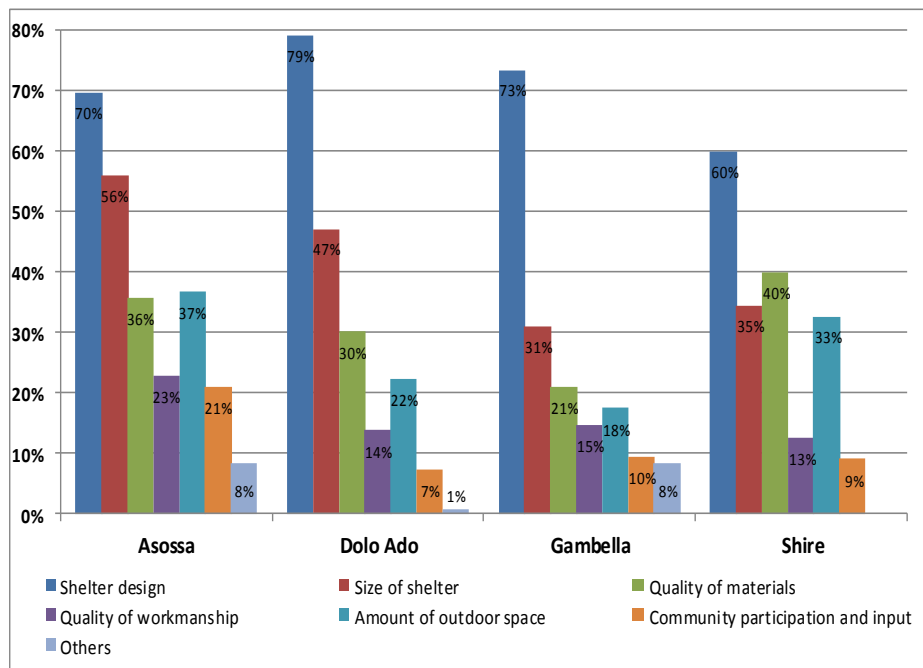


Figure 4: Aspects of shelters perceived as best

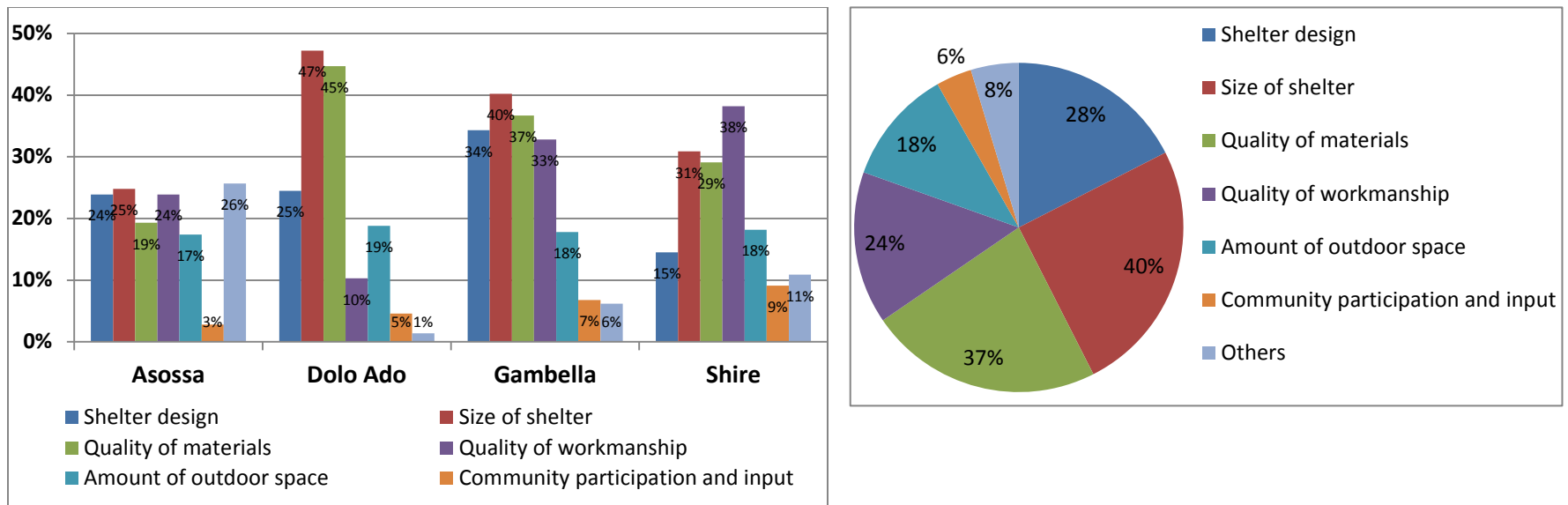


Figure 5 Aspects of shelters perceived to be worst at area level (left) aggregated (right)

8.5.6 Responses of Beneficiaries to Self- construction Options.

Options for self-construction of shelters	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire			
	Count	%	Count	%	Count	%	Count	%	Count	%
With materials and cash support										
yes	65	59.6%	120	42.6%	239	70.7%	28	50.9%	452	57.7%
no	39	35.8%	148	52.5%	54	16.0%	24	43.6%	265	33.8%
not sure	5	4.6%	14	5.0%	45	13.3%	3	5.5%	67	8.5%
Total	109	100%	282	100%	338	100%	55	100%	784	100%
With cash support only										
yes	48	44.0%	59	20.9%	183	54.1%	19	34.5%	309	39.4%
no	45	41.3%	210	74.5%	103	30.5%	31	56.4%	389	49.6%
not sure	16	14.7%	13	4.6%	52	15.4%	5	9.1%	86	11.0%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

8.5.7 Changes in Livelihood After receipt of Shelter

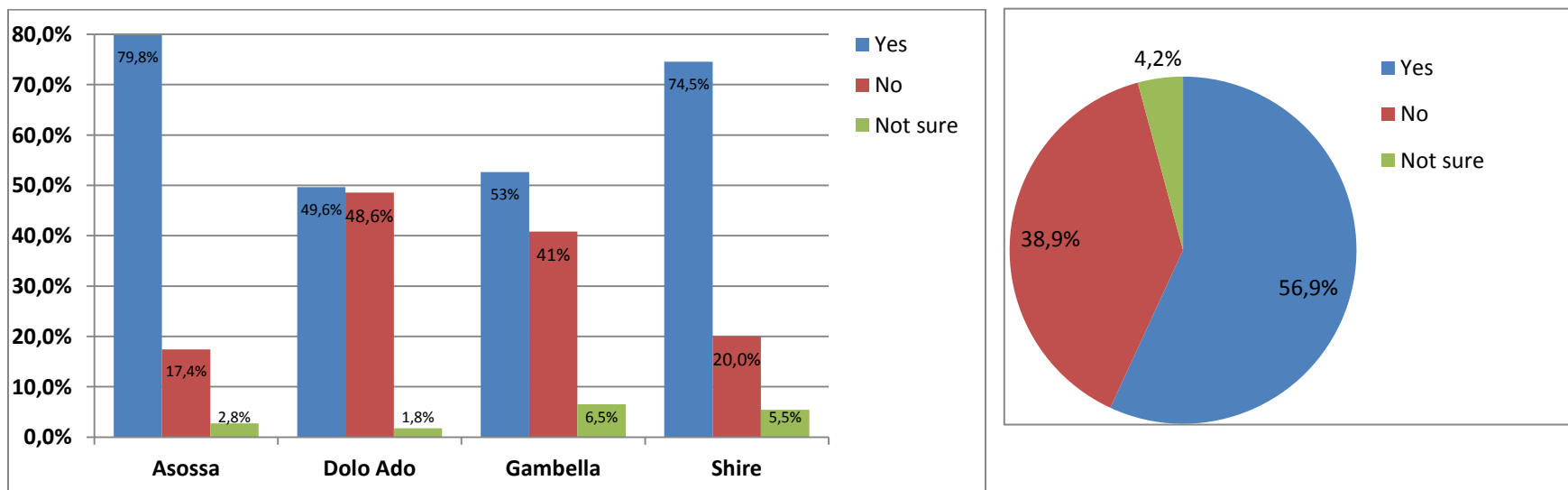


Figure 6 Reported changes on livelihood after receipt of shelter at area level (left) and aggregated (right)

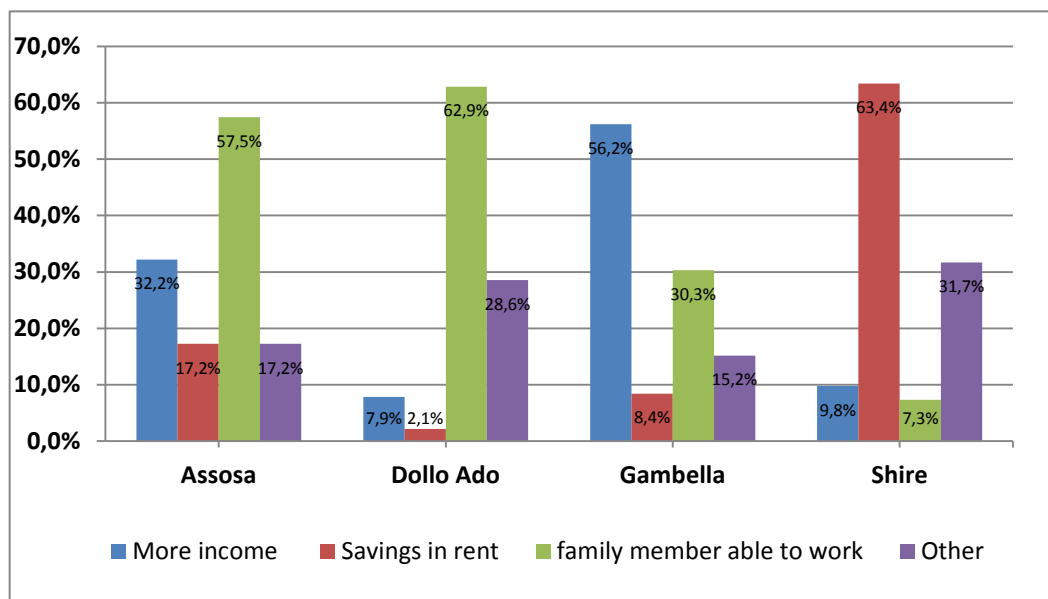


Figure 7 Type of reported livelihood change at area level (left) and aggregated (right)

8.5.8 Respondents Need for Other Assistance In Place of Shelter

Other assistance in place of shelter	Area								Total	
	Asossa		Dolo Ado		Gambella		Shire		Count	%
	Count	%	Count	%	Count	%	Count	%		
Yes	11	10.1%	12	4.3%	26	7.7%	0	0.0%	49	6.2%
No	90	82.6%	267	94.7%	255	75.4%	55	100%	667	85.1%
Not sure	8	7.3%	3	1.1%	57	16.9%	0	0.0%	68	8.7%
Total	109	100%	282	100%	338	100%	55	100%	784	100%

Assistance needed in place of shelter = categorized	Name_Area						Total	
	Asossa		Dolo Ado		Gambella		Count	%
	Count	%	Count	%	Count	%		
bajaj	0		0		1	4.0%	1	2.0%
bicycle	0		0		2	8.0%	2	4.1%
by Irene	0		0		1		1	2.0%
cash	8	72.7%	7	58.3%	5	20.0%	20	40.8%
cows	0		0		5	20.0%	5	10.2%
Farming material	0		0		1	4.0%	1	2.0%
food	0		0		5	20.0%	5	10.2%
food security	0		2	16.7%	0		2	4.1%
life skill	0		1	8.3%	0		1	2.0%
livelihood	0		2	16.7%	0		2	4.1%
machine for work	0		0		1	4.0%	1	2.0%
make some source of income	1	9.1%	0		0		1	2.0%
material	0		0		1	4.0%	1	2.0%
shop	2	18.2%	0		4	12.0%	6	12.2%
Total	11	100%	12	100%	26	96%	49	100%

8.5.9 Area Identified by respondents for Future Improvement

Areas for improvement	Assosa		Dollo		Gambella		Shire		Total	
	Count	%	Count	%	Count	%	Count	%	Count	%
Availability of grass for thatching	17	20.2%	0	0.0%	0	0.0%	0	0.0%	17	4.7%
Community participation	0	0.0%	0	0.0%	8	4.1%	0	0.0%	8	2.2%
Coverage	25	29.8%	4	6.8%	3	1.5%	3	11.5%	35	9.6%
Door (strength and safety)	1	1.2%	0	0.0%	6	3.1%	4	15.4%	11	3.0%
Fencing	0	0.0%	1	1.7%	0	0.0%	0	0.0%	1	0.3%
Flooring	0	0.0%	0	0.0%	6	3.1%	0	0.0%	6	1.6%
Kitchen	0	0.0%	1	1.7%	0	0.0%	0	0.0%	1	0.3%
Latrine	0	0.0%	0	0.0%	5	2.6%	1	3.8%	6	1.6%
Maintenance	3	3.6%	5	8.5%	3	1.5%	6	23.1%	17	4.7%
Monitoring visits by the project staff	0	0.0%	1	1.7%	4	2.1%	5	19.2%	10	2.7%
NFI - (Sleeping material, blanket, mosquito net, soap, cooking utensils, Jerry cans)	3	3.6%	3	5.1%	13	6.7%	0	0.0%	19	5.2%
Plastering of walls	1	1.2%	0	0.0%	0	0.0%	0	0.0%	1	0.3%
Prioritization of the vulnerable in the support	1	1.2%	1	1.7%	0	0.0%	1	3.8%	3	0.8%
Quality and timing of shelter construction	0	0.0%	6	10.2%	1	0.5%	2	7.7%	9	2.5%
quality of material used for construction	3	3.6%	0	0.0%	1	0.5%	0	0.0%	4	1.1%
Roofing	19	22.6%	2	3.4%	30	15.4%	0	0.0%	51	14.0%
Sanitation and/or hygiene	0	0.0%	15	25.4%	86	44.1%	1	3.8%	102	28.0%
Shelter design	17	20.2%	15	25.4%	1	0.5%	4	15.4%	37	10.2%
Shelter size	1	1.2%	3	5.1%	1	0.5%	0	0.0%	5	1.4%
Shower	0	0.0%	0	0.0%	11	5.6%	0	0.0%	11	3.0%
Soil provision for mud plastering	0	0.0%	0	0.0%	3	1.5%	0	0.0%	3	0.8%
Staff to serve the community in better way	0	0.0%	0	0.0%	1	0.5%	0	0.0%	1	0.3%
Supervision of the construction work	0	0.0%	1	1.7%	1	0.5%	0	0.0%	2	0.5%
Television	0	0.0%	0	0.0%	0	0.0%	1	3.8%	1	0.3%
Tent	0	0.0%	0	0.0%	20	10.3%	0	0.0%	20	5.5%
Use of construction materials with longer lifespan	0	0.0%	7	11.9%	0	0.0%	1	3.8%	8	2.2%
Window	3	3.6%	0	0.0%	7	3.6%	0	0.0%	10	2.7%
Total	84	100.0%	59	100.0%	195	100.0%	26	100.0%	364	100.0%