

Cluster
Generic Terms of Reference (ToR)
Kingdom of Tonga

The Cluster Approach was adopted in 2005 by the Inter-Agency Standing Committee (IASC) as a strategy to address gaps in humanitarian response. It is a key component of the 2005 Humanitarian Response review and ongoing reform initiative for improved effectiveness, increased predictability and accountability in international responses to humanitarian crises. Clusters are groups of humanitarian organizations both Government, UN and non-UN, public enterprises, Non-Governmental Organisation, CSO's, Faith Based Organisation, DPOs in each of the main sectors of humanitarian action, e.g. water, health and logistics. At global level, they are designated by the Inter-Agency Standing Committee (IASC) and have clear responsibilities for coordination¹.

As agreed by the IASC Principals, Cluster leads are responsible for acting as the provider of last resort (subject to access, security and availability of funding) to meet agreed priority needs and will be supported by the HC and the ERC in their resource mobilization efforts in this regard.

The purpose of Clusters is to provide a coordination platform and mechanism to key stakeholders involved in disaster-related situations in Tonga. A secondary role is to provide humanitarian procedures and standards for the preparedness and facilitate effective and coordinated response.

In Tonga, Cluster system was introduced in 2015 through the Cabinet decision dated on 25th Feb, 2015 each cluster to be led by respective government ministries and/or departments. The Clusters and coordination mechanism in Tonga since is being reviewed and adapted as per the nature and need (response) in past emergency through NEMC decisions as required on the ground. New Clusters can also be established to facilitate the coordination with in particular sector if/when required. The following is the list of Clusters and their respective lead agency.

Clusters	Lead Agencies	UN Agencies and external support
Logistic and Coordination	NEMO/MEIDECC	WFP
Education	Ministry of Education	UNICEF
Health, Nutrition, Water, Sanitation and Hygiene (HN WASH)	Ministry of Health	WHO
Shelter and Non Food Items (NFIs)	NEMO/MEIDECC	IFRC
Safety and Protection	Ministry of Internal Affairs	UNICEF, UNWOMAN
Emergency Communication Cluster	Communication Department/MEIDECC	WFP

¹ <https://www.humanitarianresponse.info/en/about-clusters/what-is-the-cluster-approach>

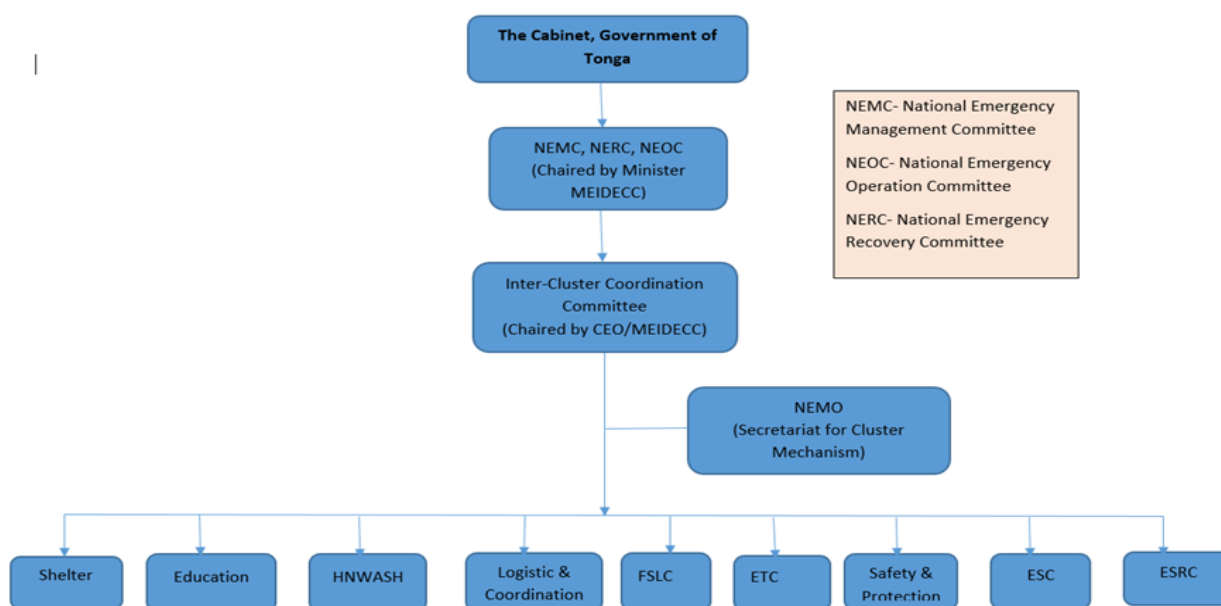
The TORs is subject to periodic review, modification and amendments, as agreed by the cluster and inter cluster coordination mechanism.

Food Security and Livelihood Cluster	Ministry of Agriculture, Food and Forestry	WFP
Essential Services	Ministry of Public Enterprises	WB, ADB
Economic & Social Recovery	Ministry of Finance	UN, WB, ADB
Disaster Displacement and Evacuation Centre Management	NEMO/MEIDECC	IOM

Can we add a 3rd column as the UN/sub cluster lead agencies?

Governance Structure

Tonga has adapted Global Clusters systems to the context of Tonga and all clusters are led by Government Ministries and Departments, chaired by the CEO or director of respective sectorial ministry/departments as shown above. Inter-cluster Coordination Committee, is chaired by CEO, MEIDECC and represented by all the cluster leads from respective clusters has also been established. NEMO is the secretariat for the cluster system and facilitates Inter-cluster Coordination. The decision made by Inter-Cluster Coordination Committee will then be presented to NEMC for consideration and further action, to be submitted to the Cabinet for approval. Below chart shows the governance structure and decision making processes of Cluster Response in Tonga



Vision:

The vision of the respective cluster is that the specific needs of individuals and communities affected by or at risk of being affected by humanitarian crises (whether sudden onset or protracted) are met. Coordinated preparedness, response and recovery action at community, national and global levels result in saved lives, improved livelihoods and increased resilience of households and communities.

Overall Mission:

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The overall objectives of the cluster is to guarantee:

- A coherent, timely safe and dignifying assistance is delivered to the targeted population;
- Emergency assistance to the most vulnerable is leveraged to promote early action & response and resilience, therefore properly integrated with long term resilience building;
- Emergency and recovery interventions are adequately integrated and complementary with other relevant sectors such as Nutrition, WASH and Health;
- Emergency interventions (of the sector) are meant to support and strengthen access, availability, utilisation and stability of the sector.
- Ensure adequate risk reduction and preparedness system, procedures and measures are in place for effectively plan and respond to the disaster risk and manage the response when there is disaster.

Core Functions of the cluster:

1. Supporting service delivery to all humanitarian partners with an inclusive approach
2. Informing strategic decisions of the government, development partners and humanitarian and development organisations working in country
3. Planning and implementing Cluster strategies, including contingency planning and preparedness
4. Monitoring and Evaluating Cluster/Sector performance
5. Building national and members capacity in preparedness and contingency planning
6. Advocacy to address identified concerns of the affected populations prioritising the most needy and vulnerable groups in the community.
7. Accountability to affected people
8. Look for and access funding available for the sector both at national and regional/international level to implement the program

Specific Objectives:

- Ensure appropriate coordination with all humanitarian partners (including government institutions, national and international NGOs, the Red Cross/Red Crescent Movement and other international organizations), through the establishment and maintenance of appropriate coordination mechanisms for the Sector coordination at national and sub-national level;
- Ensure appropriate coordination with the inter-cluster/sector coordination streams, relevant cluster/sectors (ex. Nutrition, Health, WASH, Protection, etc.) and Working Groups (ex. Cash, Targeting, etc.);
- Ensure identification of needs, severity, geographical scope, and People in Need and planning and strategy development in consultations with partners;
- Promote and monitor effective, timely and appropriate response against a common strategic plan;
- Identify priority technical and operational support needs and support efforts to strengthen the capacity of national government, NGOs, and civil society to play an active role in the humanitarian response;
- Undertake advocacy and resource mobilization on behalf of the cluster partners

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- Ensure mainstreaming of cross-cutting and cross-sectoral issues (e.g. gender, age, HIV and AIDS, human rights, disability, environment, early recovery, protection, nutrition) and appropriate participatory and community-based approaches in cluster/inter-cluster needs assessments, analysis, planning, implementation and monitoring.

Key Responsibilities and Activities

This should be prepared separately by each cluster as per the cluster context and country based work plan

Membership

Cluster Partners (members and/or observers) drawn from international and national agencies (UN, INGOs, NNGOs, Government, the Red Cross and Red Crescent Movement, etc.).

- Membership of the cluster is opened to all organisations/agencies involved in food security activities at country or regional level in respect of humanitarian principles. To be an active member, organisation must attend the meeting regularly and provide the requested information to the cluster lead.
- The Cluster/Sector lead will work impartially with all members and represents the group as a whole, and not a specific agency in collecting, analysing, and sharing information that is important for the cluster stakeholders to make informed, evidence based and strategic decisions.
- Cluster Coordination at Islands/district may be activated based on agreed priority, needs/locations and depending on available resources. The membership may also vary and depending on presence of the government ministries and institutions at location
- Co-chair can be appointment when required from the relevant government ministries/departments.
- The Technical Working groups, permanent or temporary, may be created when and if necessary. The Technical WG team will report to the cluster members on the progress made and to update on future trends or needs in the humanitarian situation.

Standard Operating Procedure (SOP)

- Each cluster should have their own Separate cluster specific Terms of Reference (ToR) and SOPs
- Each cluster should develop/update their work plan each financial year and put resources in place to carry out activities as planned.
- Cluster lead shall appoint dedicated cluster coordinator for the respective cluster to carry out the preparatory work in pre disaster situation and lead the coordination during emergency and disaster.
- The generic SOP prepared per cluster and attached here with should be taken as reference as a mandate for each of the cluster to abide by but not necessarily exclusive list of action and protocol. It can be adapted as relevant to the need of particular cluster in the discussion.

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