

Gedeo and West Guji Multi-Sector Cash Based Response Guidance Note

Update: In the week of 27 August, the NDRMC-led Emergency Operations Center (EOC) in Bule Hora, West Guji zone, informed all humanitarian partners that all cash based interventions (CBIs) should cease immediately in both West Guji and Gedeo zones, due to targeting and protection issues in cash distributions. To date, NDRMC is in the position that no cash interventions take place in both zones. Following consultations with NDRMC, the EOC, operational partners and the Cash Working Group (CWG), the Guidelines below were further strengthened to specifically address issues raised by the NDRMC related to targeting, protection and perceptions of irregularities in September. Partners are strongly urged to defer CBIs until the CBI freeze is lifted or conditions in areas of return permit.

Introduction

With about 850,000 people displaced in Gedeo zone (SNNP region) and another 200,000 in West Guji zone (Oromia region), at its height, the Gedeo-West Guji conflict was an unforeseen crisis that in its onset, overwhelmed local authorities and humanitarian partners. Despite the Government-led return program, which began in mid-August, leading to some 470,000 returns, the needs are many, varied and require immediate humanitarian assistance across all sectors. Needs in both current areas of displacement and those of return range from shelter, to rebuild homes and decongest current displacement sites, nonfood items including clothing, food and nutrition, water, personal hygiene and sanitation, and health services including for those IDPs suffering from trauma. In addition, some of these zones are productive coffee growing areas providing most households with income, requiring livelihood interventions for those whose crops were destroyed. With returns ongoing and the urging of Government for humanitarian partners to now target areas of return, partners are faced with the additional challenge of retargeting and unclear IDP figures.

Markets: Local markets are functioning and well-integrated with markets in Addis Ababa and Kenya, Somalia trade routes, as well as the port of Djibouti and via Wajale border town in Somali Region. In most of the assessed IDP sites and markets in SNNPR and West Guji, cash interventions are feasible, acceptable and a preferred modality for the provision of humanitarian assistance to these IDPs. In Yergacheffe IDP site, women prefer a combination of cash and in-kind response especially when items distributed in-kind are not available in local markets.

IDPs are currently using markets to access various commodities such as vegetables, fuel/wood, and kerosene, however, they lack capital to purchase other items such as warm clothing and blankets to protect themselves from the cold weather. Market access, availability of NFI, Shelter, WaSH and food items in most of the markets assessed, vendor willingness to meet additional market demand, sufficient stocks and capacity to increase stocks, acceptable prices, access to credit when required, and a cash economy ascertain the feasibility of cash response. The combination of imports and locally sourced commodities ensure existence of stocks at downstream markets while at manufacturer level some shortages are currently reported. Similarly, complementary in-kind interventions need to be in place to ensure improved IDPs coping strategies while meeting various emergency and early recovery outcomes. Fresh food, dry maize and haricot beans are available in quantity and quality in markets such as Shashamane, Hawassa, Dilla and Bule Hora. These vendors have the cash and the transport to procure additional food supplies and deliver to the identified sites.

Financial Service Providers (FSPs): FSPs exist including OMO Microfinance and several Commercial Banks. The Ethiopian Postal Service is present in major towns, however, coverage outside of these markets/towns is limited. Part of the displaced population have lost their identity cards and cannot fulfil the 'know your customer' (KYC) requirements which leaves agencies exploring ways of overcoming this challenge eg. getting authorization through the EOC and woreda authorities while IDP site committees participate to identify the household heads in their specific IDP sites.

Cash response in SNNPR and West Guji

The ECWG under its 'Objectives One and Two' is mandated to provide direction to cash interventions in Ethiopia. IOM's "Joint Assessment, Needs and Market Assessment Report" informs this guidance note and the way forward in responding to the needs of displaced persons of concern. The guidance note considers emergency need assistance is required in the current areas of displacement and upon their return to areas of origin to construct shelter and begin their journey to recovery.

Conditions for cash and market-based approaches are conducive; however, complementary in-kind interventions are encouraged to ensure market supply is phased and not depleted over time, including monitoring market supply and prices as well as improved IDP coping strategies, while meeting the various emergency and early recovery needs. Finally, the current number of displaced households is high, and supporting the crisis affected population on a path towards recovery and resilience will not be achieved through a cash and market response alone. Ensuring engagement with the woreda trade and finance committee will also benefit the response.

Humanitarian actors should conduct a needs verification exercise to ensure that their response is relevant as humanitarian assistance has started arriving and distributions are taking place in some of the IDP sites. Where certain materials have been distributed, a top up cash to cover needs not met can be provided. This will result to better use of the limited funding resources available. Several humanitarian agencies are present in Gedeo and West Guji zones and involved in various humanitarian response activities, cash assistance can be implemented alongside these existing humanitarian activities in coordination with the Emergency Operation Centers (EOC) and the various cluster forums to avoid any overlap.

According to the two referenced reports, needs were prioritized, and the cash response will specifically cover the emergency needs of IDPs with a basket including - NFIs, WaSH, protection, food and including clothing, cooking fuel and lighting. The basket excludes safe water for human consumption which is to be provided directly to the recipients to ensure quality and safety. This basket consists of a one-off cost of purchasing nonfood items and clothing. A monthly transfer consisting of food (dry and fresh food items), cooking fuel, WASH items eg. basins/buckets, sanitary materials, soap etc. It is assumed that IDPs will purchase food items that they are familiar with and have knowledge of their preparation. Where multi-sector cash recipients receive food through an in-kind distribution, they will be encouraged to diversify their food intake through the inclusion of items such as fresh food (nutritional top ups) among others. A standardized basket to guide transfer amounts is found at the end of this note.

Collaborate and coordinate the response across the different clusters and with the involved humanitarian actors ensuring proper targeting of cash recipients.

Sensitization of local authorities and beneficiaries

As staff from the federal NDRMC often have a better understanding of CBIs than regional, zonal and woreda authorities, implementing partners in conjunction with NDRMC, are encouraged to organize capacity building/orientation sessions on CBI to selected regional, zonal and woreda officials to inform them on the objectives of CBIs. In such a forum, issues as roles and responsibilities in CBIs, risk mitigation efforts, challenges, transfer value and frequencies could be addressed. Beneficiaries' too should be

sensitized, on issues such as targeting criteria, amount and frequency of transfers, associated risks and feedback mechanisms.

Targeting

The situation in West Guji and Gedeo zones remains sensitive and the IDP immediate needs are many and varied making targeting challenging. Previous experience in West Guji has seen cash distributions disrupted by upset members of the host community for not being targeted. Based on previous cash intervention in West Guji, and as with other humanitarian assistance, cash and market driven programming risks excluding vulnerable groups/communities and hence 'doing harm' through the response. In this case, social norms, different communities, gender and age dimensions are to influence the selection of cash modalities and targeting criteria (geographic and HH). Specifically, a conscious balance in targeting cash and market based interventions is to be made for Gedeo and Guji IDPs living in responding in this context are encouraged to apply during targeting:

- Conduct beneficiary sensitization to inform beneficiaries why some transfer values may be different from site to site any why they are being targeted;
- Ensuring targeting of the most vulnerable to reduce animosity from non-beneficiary households and/or host community. Authorities should be consult host communities especially youth groups to address perceived grievances;
- In this context, a household on average is six members and in polygamous families, a vulnerable woman with her children conforming to an average of six members can be treated as a household and targeted to receive assistance.
- Balance targeting equally among different groups and be mindful of perception issues;
- Where possible, verify beneficiary lists with IDP or host community committees while ensuring beneficiary confidentiality and data protection;
- Consider electronic registration of beneficiaries using systems such as LLMS or SCOPE to mitigate possible irregularities/double registrations;
- Site targeting must be coordinated with and approved by the two EOCs in Dilla and Bule Hora. Targeting and cash intervention to be closely coordinated through the various coordination forums in the two locations and upwards to the ECWG at the federal level.
- Collaborate and coordinate the response across the different clusters and with the involved humanitarian actors ensuring proper targeting of cash recipients.
- Work closely with zonal and woreda authorities on identifying targeting criteria and proper implementation of the targeting and distribution at kebele level;
- Active engagement of Zonal and woreda authorities should be ensured throughout the CBI.

Calculating the value of transfer

- Identify and quantify the priority needs to be addressed – what have IDPs received (if any) and what is the gap to meet emergency needs.
- Use market prices to calculate the value of what is to be provided in conjunction with other cluster partners as to maintain harmonized values, noting varying values previously led to discontent among beneficiary groups;
- The value of the transfer is based on what the household needs to fulfil the set project objectives which is the gap between people's needs, what has been provided via in-kind distributions as well as IDPs capacity to cover any needs without resorting to negative coping strategies – which at the moment is limited.

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Financial Service Providers and Delivery Mechanisms

The ECWG recommends payments be made through a FSP in promoting transparency and increased accountability. Some agencies already have signed contracts with specific FSPs which is likely to facilitate a quick response. The decision is left with implementing agency who will discuss and enter into a contract with a preferred FSP. Direct cash transfers should be a measure of last resort, and only used if all the other options fail/are not feasible, as direct cash raise the possibility of security or protection concerns. High visibility/high profile distributions should be avoided as the easily identify beneficiaries targeted for cash transfers, and only increase security concerns in an already insecure context.

Protection and Risk Mitigation

According to the “Ethiopia Cash Transfer Programming Guidelines,” to reduce risks, it is important that CBIs incorporate protection elements into the design, implementation and monitoring so that the program does not increase risks for beneficiaries or exacerbate community tensions, especially the relations between beneficiaries and non-beneficiaries.

Recommendation for identifying, monitoring, and mitigating protection risks include:

- Include affected communities as participants in all phases of the program cycle. Ensure that crisis-affected populations identify their own protection risks and benefit from self-protection mechanisms. Explain program goals to all community members, including non-beneficiaries.
- Consider whether CBI will create or exacerbate protection risks and benefits for individuals, households and communities, and to what extent new risks could be mitigated by affected communities, humanitarian agencies and duty-bearers (governments) and/or by complementary program activities. Compare risks and benefits of cash, vouchers, in-kind, and non-material intervention, e.g. limiting assistance to advocacy or services.
- Apply an age, gender and diversity (AGD) lens to assessments, targeting, design, implementation, monitoring and accountability, to ensure that people with specific needs and protection risks are identified. Engage a sample of all community members, with an AGD lens, in ensuring that mitigation strategies are incorporated into the design based on risks and benefits identified in assessments.
- Cash and Protection colleagues should work together, particularly during assessment, design and monitoring and evaluation. Include minimum protection questions throughout the program cycle.
- Design CBI along with complementary activities and services – particularly if specific protection objectives are part of program design.
- Embed monitoring of identified protection risks and benefits into program monitoring processes and post-distribution monitoring or similar tools.
- Establish an accountability framework, not limited to the cash-based component of programs, including a multi-channel feedback mechanism. Ensure that staff know how to deal with different types of feedback, including referrals for psychological and protection services and support.
- Train staff and partners on the prevention of sexual abuse, exploitation and child safeguarding, including on referral pathways to protection and psychological services.

As some male and female headed households are suffering economic trauma due to a lack of livelihoods or income generating opportunities, ensuring male and female participation in response planning, implementation and monitoring remains vital. This can include consulting women on family dynamics and targeting the woman in the household or the man, depending on her request.

Suggested Transfer Values

Please note the figures below are based on a six-person household and based on average market prices taken at a fixed period for both Gedeo and West Guji and should be used for planning purpose only. All implementing partners are strongly urged to conduct their own market and needs verification assessments. Cluster coordinators and implementing partners are also encouraged to share market data collection with the ECWG so that the transfer values within this guidance note can remain up to date and relevant.

Suggested transfer values Food and Water support - Reoccurring						Gedeo/West Guji	
Type	Item	Unit	Quantity per person	Quantity for 6 person HH per month	Price per Unit (ETB)	Total price per month (ETB)	
Food -Nutrition*	Meat	Kg	NA	1.3	160	208	
Food-Nutrition	Egg	Kg	NA	50	3.26	163	
Food - Nutrition	Milk	Lt	NA	5.2	40	208	
Food - Nutrition	Vegetables	Kg	NA	7.8	14.5	113	
Food - Nutrition	Fruits	Kg	NA	4.8	22.5	108	
Food	Cereals (Maize)	Kg	15	90	7.65	689	
Food	Pulses (Haricot Beans)	Kg	1.5	9	13	117	
Food	Oil	Lt	0.45	2.7	68	153	
Food	Milling Cost**	Kg	15	90	2	180	
Protection	Sanitary Pads (EVE packet of 10)	Pck	1	3	25	75	
Non-food	Firewood	Bundle	NA	30	10	300	
Non-food	Transport	Trip	NA	NA	0	400	
WASH	167mg tablets /BOX-14000 (for non-turbid water treatment)	Tablets	7.5	45***	7	315	
WASH	PUR (coagulant/flocculant)	Sachets	15	90	1.5	135	
TOTAL						3164	
Suggested one-off transfer values for NFI and Health support - One Off						Gedeo/West Guji	
Type	Item	Unit	Quantity per person	Quantity for 6 person HH per month	Price per Unit (ETB)	Total price (ETB)	
Non-food	Aluminium Basin	Pcs	NA	1	250	250	
Non-food	Blankets	Pcs	NA	2	350	700	
Non-food	Bed mat	Pcs	NA	1	400	400	
Non-food	Bucket (20L)	Pcs	NA	1	63	63	
Non-food	Aluminium Plates	Pcs	NA	2	33	66	
Non-food	Aluminium cup	Pcs	NA	2	28	46	
Non-food	Aluminium kettle/jug	Pcs	NA	1	150	150	
Non-food	Cooking pot	Pcs	NA	1	300	300	
Non-food	Aluminium Cooking Ladle	Pcs	NA	1	33	33	
Non-food	Jerry cans (20L)	Pcs	NA	1	63	63	
Non-food	Jerry can (10L)	Pcs	NA	2	53	106	
Non-food	Plastic Sheets	Pcs	NA	2	400	800	
Non-food	Rope (20m)	Pcs	NA	1	58	58	
Non-food	Laundry Soap (250g)	Pcs	2	12	12	124	
Non-food	Hessian Bag	Pcs	NA	1	15	15	
Non-food	Fuel Efficient Stove	Pcs	NA	1	500	500	
Non-food	Clothing	Pcs	NA	NA	NA	1200	
TOTAL						4,874	
TOTAL - Reoccurring transfers + one-off ES/NFI Kit						8,038	

Suggested one-off transfer values for Shelter Construction Materials support - One						Gedeo/West Guji	
Type	Item	Unit	Quantity per person	Quantity for 6 person HH per month	Price per Unit (ETB)***	Total price (ETB)	
Shelter	Claw Hammer	Pcs	NA	1	105	105	
Shelter	Eucalyptus Pole (10 dia)	Pcs	NA	NA	130	NA	
Shelter	Eucalyptus Pole (8 dia)	Pcs	NA	NA	110	NA	
Shelter	Eucalyptus (6 dia)	Pcs	NA	NA	70	NA	
Shelter	Iron Sheet G-35/CGI	Pcs	NA	NA	240	NA	
Shelter	Nail - No. 10	PCs	NA	NA	90	NA	
Shelter	Nail - No. 8	Pcs	NA	NA	90	NA	
Shelter	Nail -No. 6	Pcs	NA	NA	90	NA	
Shelter	Roofing Nail	Pcs	NA	NA	80	NA	
Shelter	Handsaw	Pcs	NA	1	255	255	
Shelter	Tape Measure	Pcs	NA	1	50	50	
Shelter	Chisel	Pcs	NA	1	40	40	
Shelter	Locking System (Gate lach)10 "	Pcs	NA	1	45	45	
* Food Nutritional Top-ups assume two children under 5 and one PLW per household							
** Milling costs estimated at 2ETB/Kg of cereals							
*** Based on the WaSH Cluster's minimum requirement of 5l/c/d water; differs from Sphere Standard							