



Shelter Cluster Ukraine

ShelterCluster.org

Coordinating Humanitarian Shelter

UKRAINE: CASH ASSISTANCE POST-DISTRIBUTION MONITORING (2014-2015)

Summary report



(First release)

April 2015

This publication has been prepared by the Shelter/NFI Cluster Ukraine team. The Shelter/NFI Cluster Ukraine thanks ADRA, IOM, People in Need, Caritas and UNHCR for providing Post-Distribution Monitoring reports and generous support in preparation of this document.

Pictures on the front page are provided by IOM, Caritas Ukraine, ADRA Ukraine, UNHCR and People in Need ©.

Contacts:

Shelter/NFI Cluster Ukraine

Cluster Coordinator Igor Chantefort, chantefo@unhcr.org

Shelter Associate Andrii Mazurenko, mazurenk@unhcr.org

Senior Data Management Assistant Katerina Carmina, carmina@unhcr.org

ADRA Artem Dikhtiaruk, dikhtiaruk@adra.org.ua

IOM Ester Ruiz de Azua, eruizdeazua@iom.int

People in Need Fredric Larsson, fredric.larsson@peopleinneed.cz

Caritas Petro Matiaszek, pmatiaszek@caritas-ua.org

UNHCR Dana Cristescu Truhlarova, cristesd@unhcr.org

NOTE : The icons are designed to draw attention to specific facts.



Note: this information is related to **KHARKIV** region.



Attention: important information!

GENERAL CONTEXT

After the decision of the Government of Ukraine in November 2013 to abandon an agreement that would strengthen ties with the EU resulted in massive protest demonstrations and dramatic events, on February 2014 violent clashes took place in the capital.

Interim government faced challenges related to referendum in Crimea, which was announced as invalid by the UN General Assembly ([A/RES/68/262](#)). These events led to a first wave of displacement from Crimea.

As law and order in the eastern regions broke down, major new humanitarian needs have started to emerge. Second wave of displacement from the East followed in July.

With the development of the situation, the trend has changed several times, leading people to return home and forcing them into displacement again.

Law on IDPs was adopted in October 2014, while just before that a new registration system was enacted by the Government along with State provided cash assistance.

As of 30 March there are 1,198,156 persons registered by the Ministry of Social Policy as IDPs.

Initially with moderately low numbers of the displaced population hosting communities as well as volunteer groups tackled the crisis well. However, with further increase of IDPs coming per day the needs exceeded the capacity of the society to respond.

UN together with other humanitarian actors stepped in providing assistance more actively in September 2014.

In December 2014 Cluster system has been announced to enhance the coordination among members of the humanitarian community.

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Executive summary

This report was commissioned to examine the effectiveness of the first cycle of cash assistance provided to Internally Displaced People in Ukraine by five Shelter Cluster partners between the end of November 2014 and the end of March 2015.

The research draws attention to the fact that during the reporting period, 5.2 per cent of displaced families were assisted through cash assistance provided by the humanitarian community, representing 46,000 beneficiaries. Differing implementation practice by the five Cluster partners is identified as a problem for redress. This resulted in different Post-Distribution Monitoring data collection requirements from agency to agency, making direct comparisons and overall conclusions difficult to ascertain. Nonetheless, some important trends and patterns can be identified.

It was found that IDPs often have multiple sources of income, including salaries, social assistance, pensions and other non-government related assistance meaning that financial dependence is spread. Of the IDPs who received cash assistance, the main expense for which the money was used was rent and payment of utilities. Rent and utilities were also considered the top priorities. Clothing ranked highly on the list of priorities, due to the coverage occurring during winter months. Food generally ranked first amongst secondary priorities. The level of expenditure of grants by IDPs offers an interesting insight into the feeling of financial security amongst IDPs, between those who had or intend to fully spend their cash grant (78 per cent of ADRA beneficiaries in the Kyiv region) and those who sought to save their grant (5 per cent).

ADRA also provided assistance in the form of vouchers which permitted detailed information on beneficiary purchasing patterns, the majority of purchases being hygiene items and kitchen items.

ADRA, IOM and People in Need also looked at future plans among IDPs assisted. All three agencies reported that the vast majority of beneficiaries surveyed intend to remain where they are, indicating a need to find long-term solutions.

It is recommended:

- that in the future cash distribution agencies agree and adopt the same methodological approach to cash assistance distribution;
- that a standard PDM questionnaire is adopted to allow for comparative analysis peer review to identify best practice and lessons learnt.

Methodology

Out of nine agencies implementing cash programs, UNHCR, IOM, ADRA, People in Need and Caritas have conducted and completed post-distribution monitoring. In addition to multifunctional cash assistance, ADRA has also implemented conditional vouchers and has kindly provided the results of PDM.

Targeting criteria

ADRA (*Kyiv city and Kyiv region*) has one compulsory criteria, “households without any income or without sufficient means to meet their basic needs” and association with any one or more of the following criteria is required: single-parent family (“family with only one adult member and a child/children”); pregnant woman or mother of child under one y.o. in the household; family with three or more children; family with more than 7 members; family has members aged over 60; family has members with disability/special needs; family has members with serious chronic medical conditions (requiring treatment/medication for more than 200 UAH per month); families headed by persons aged under 18; households without any income or without sufficient means to meet their basic needs; family received social benefits at the previous place; family lives in accommodation that is not winterized or poorly winterized; family has no accommodation (homeless).

People in Need (*Donetsk region, one district in Luhansk region*) targeted vulnerable population according to the following criteria: single woman headed families; pregnant and lactating women; vulnerable people include the elderly; families with sick, disabled or injured members or those who lost a family member; large families, specifically families with large number of children (HHs with more than three children.); families with no source of income / unemployed and extremely poor families and separated children

IOM (*Kharkiv region*) has targeted socially vulnerable categories of the displaced population registered by the Ministry of Social Policy: the female-headed households, families with two or more children, mentally or physically disabled persons and persons with severe chronic illnesses.

UNHCR (*Cherkasy, Chernihiv, Dnipropetrovsk, Kherson, Kirovohrad, Lviv, Odesa, Vinnytsia, Zakarpattia, Zaporizhzhia and Kyiv regions*) has focused its assistance at the following vulnerable categories: large families (more than three children); single parent families and handicapped persons (either family with disabled person or alone handicapped individual).

Caritas (*Dnipropetrovsk, Donetsk, Ivano-Frankivsk, Kharkiv, Kyiv region and Kyiv city, Luhansk, Lviv, Vinnytsia and Zaporizhzhia regions*) has targeted the following categories of the affected population: minors, pregnant women and nursing mothers, elderly, people with special needs, people with chronic diseases, family with one breadwinner, single mothers/fathers and large families (more than 5 family members).

Sampling and type of monitoring

UNHCR. January's monitoring exercise encompassed phone interviews with 685 households that benefitted from UNHCR's cash transfers via unified questionnaires, and home visits to 84 households, thus making up the monitoring sample some 19 per cent of the general covered totality.

IOM. The total sample of monitoring is 1,322 out of 6,760 project beneficiaries participated in this Post-Distribution Monitoring (19.55 per cent). IOM sub-contracted the call center to contact assisted households to a) ensure that they have received the assistance in full, b) evaluate the quality of assistance and performance, c) check if the assistance addressed their needs and if it was useful to cover their winterization basic needs. The phone calls were supplemented by home visits conducted by IOM Kharkiv team.

People in Need. People in Need conducted both home visits and phone calls, with a stratified sampling approach (dividing separately IDPs who live in Collective Centers, IDPs who live in rented accommodation, IDPs who stay with a host family, conflict affected areas/returnees and hosting families. In total, PiN has conducted 1,020 phone interviews and 269 home visits, which is 28,04 per cent of the total assisted population. Moreover, some 2,146 feedback letters were collected and taken into account.

ADRA. For multifunctional cash assistance: out of 1,473 households that received assistance, some 1,352 were reached by phone for an interview and have provided the necessary information, which means that coverage is 92 per cent.

For vouchers: ADRA contracted METRO Cash and Carry for this purpose. With limited number of goods that IDPs could purchase (no alcohol and cigarettes) and sometimes lower availability of certain categories of items in a particular supermarket, the supplier provided a detailed breakdown per item and location of what and where purchases were made.

Caritas. Caritas has conducted 364 phone interviews, which covers 8.85 per cent of the assisted population.

Then, the results of PDMs were merged to present the general situation as covered by PDM. Where possible, regional breakdown was paid more attention as well as the general trends and differences.

Summary of confidence level calculation

| | # HHs assisted | # HHs observed during PDM | Estimated confidence interval, when confidence level is 95% ¹ |
|----------------|----------------|---------------------------|--|
| UNHCR | 4,188 | 769 | 3.19% |
| IOM | 6,760 | 1,322 | 2.52% |
| ADRA | 1,473 | 1,352 | 0.76% |
| People in Need | 4,597 | 1,289 | 2.32% |
| Caritas | 4,111 | 364 | 4.90% |
| TOTAL | 20,869 | 5,096 | 1.19% |

¹ This means, that with the given number of households observed during the PDM exercise, the stated in-table percentage of error variation is possible. Source for calculations: <http://www.surveysystem.com/sscalc.htm#one>

Cash coordination overview

In early September-October 2014, when the cash assistance cycle was at the planning stage, lack of coordination among major stakeholders depended on the amount of cash grant. As result, different organizations were providing cash assistance to households in amounts that were not fully harmonized. Even more, given the rapid deterioration of the economic and financial situation and fluctuations of the national currency in Ukraine, the amount of cash grant (in EUR or USD) was higher than the host community could receive as a regular income, therefore putting relations between the IDP population and host community at risk.

On several occasions agencies were coordinating on a bilateral level in situations where overlap is possible (both geographical and among beneficiaries) to exchange limited data (passport number only), intending to avoid personal data disclosure. However, this did not happen in a centralized matter. This means that it is possible (though never reported) that the same household might receive assistance from different agencies in different regions.

Between December 2014 and January 2015, the Shelter/NFI Cluster actively discussed and worked on vulnerability and targeting criteria for cash assistance (both multifunctional unconditional and shelter related conditional). Cluster partners have come to the conclusion that targeting criteria for multifunctional cash grants should be more comprehensive and inclusive, whilst more strict for conditional cash grants (all vulnerabilities either properly documented or investigated by interview or home visit). As a result a recommended matrix of vulnerabilities was developed ([see matrix here](#)²).



Following the end of the first program cycle and planning the future, major agencies together with donors, Shelter/NFI Cluster and Food Security Cluster Coordinators have met to agree on the harmonization of the cash grant amount (for multifunctional cash assistance), which has been agreed at UAH 1,000 per person (without any difference as per sex or age) for 3 month period ([see meeting notes](#)¹).

Next steps at the moment are:

- 1) To collect all PDM questionnaires and develop a recommendation with a core set of questions for all organizations to make the next PDM comparable;
- 2) Review the cash grant amount in May 2015.

² See matrix available at:
<https://drive.google.com/file/d/0B7hnu2sHiPIRdU5wcnB1dIVwOTg/view?usp=sharing>

Cash assistance in Ukraine

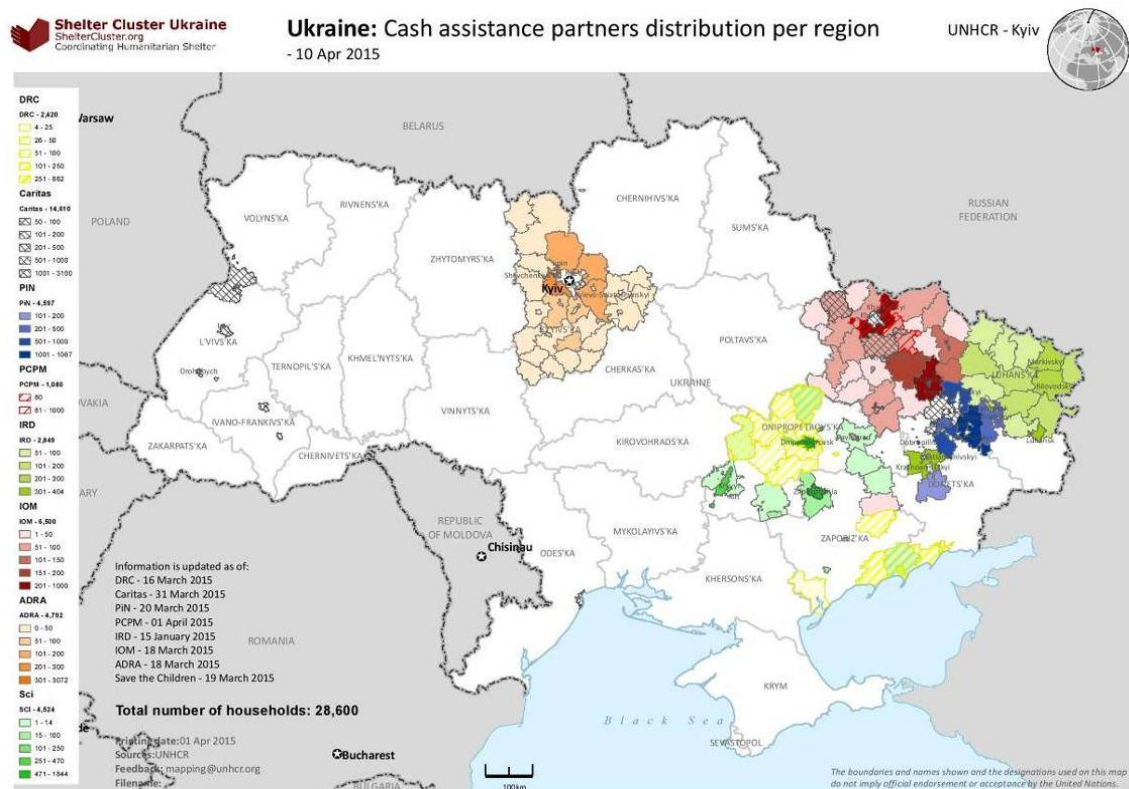


IDP population means IDPs registered by the Ministry of Social Policy. The real numbers may differ as this figure includes commuters (people coming to and from the conflict area on a regular basis) and those who have registered as IDPs to have social payments transferred and at the same time does not include people that were not able or willing to register as IDPs.

Under current 2015 Humanitarian Response Plan for Ukraine³ there are two activities under Shelter/NFI Cluster Strategic Objective 1 corresponding to cash assistance, which is “Consolidate assistance to IDPs stranded in the displacement area with preference for monetized help in order to maximize the impact on local economy”:

- Multifunctional cash grant for shelter and NFI;
- Social cash assistance through regional authorities.

For the first activity there are eight organizations providing such type of assistance: DRC, Caritas, PiN, PCPM, IRD, IOM, ADRA and SCI (see map of coverage⁴).



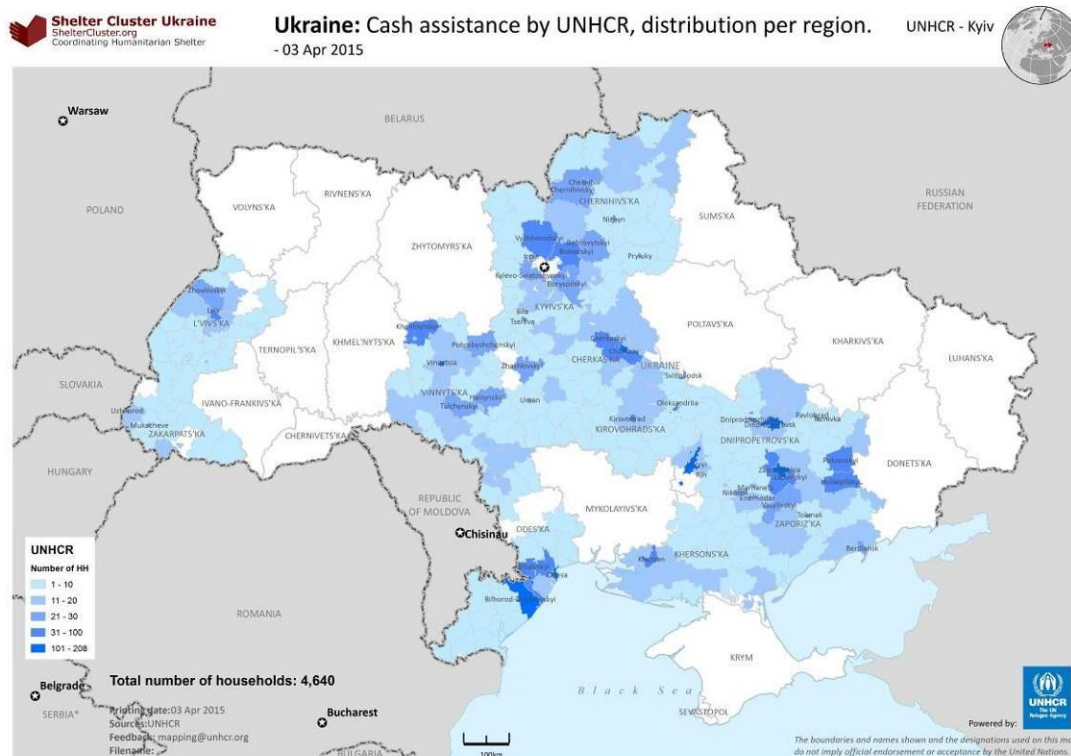
³ The document is available at:

https://www.humanitarianresponse.info/system/files/documents/files/UKRAINE_HRP_2015%20FINAL%20%281%29.pdf

⁴ Map is available at:

http://www.sheltercluster.org/sites/default/files/docs/unhcr_arcgis_cash_assistance_cluster_membersa4101.04.2015-2.pdf

Social cash assistance through regional authorities has been implemented by UNHCR in close cooperation with regional social protection departments (see map below⁵).



The number of those assisted by the humanitarian community is 5.2 per cent of displaced families (as reported by the MoSP). The general understanding at the moment is that it is better to give less money to more people, implemented through a multifunctional grant. At the same time, the idea of targeted conditional assistance in higher amounts is considered as an option for extremely vulnerable groups.

At the same time, the Government introduced social assistance to IDPs in October 2014 (Cabinet of Ministers Resolution no. 505). This assistance is designed to temporarily subsidize the housing costs and utility bills that IDPs incur. The Resolution provides financial assistance of UAH 442 per month for able-bodied, working age adults, on condition that they are actively seeking work and register with Employment Service at their location of displacement. It provides UAH 884 per month for children and pensioners and UAH 949 for disabled people. A family can receive a maximum of 2,400 UAH per month. The assistance is given for six months and is exempt from personal income tax.

As of 27 March 2015, 323,200 families have applied for government cash assistance under Resolution no. 505, while it has already been approved for 294,100 families (which is 33.4 per cent of the total number of registered IDP families⁶).

⁵ Map is available at:
http://www.sheltercluster.org/sites/default/files/docs/unhcr_arcgis_cash_assistance_unhcr-a4l-6.03.2015.pdf

⁶ Number of families registered by the Ministry of Social policy as of 30 March 2015

Coverage of cash partners by region/partner

| Regions / Agencies | UNHCR** | SCI | PiN | ADRA | IOM | IRD | DRC | PCPM | Caritas* | Total, HHs | IDP population, HHs* | Coverage, % |
|--------------------|---------|-------|-------|-------|-------|-------|-------|-------|----------|------------|----------------------|-------------|
| Cherkaska | 381 | | | | | | | | | 381 | 7,121 | 5.4% |
| Chernihivska | 350 | | | | | | | | | 350 | 5,221 | 6.7% |
| Chernivetska | | | | | | | | | | - | 1,295 | 0.0% |
| Dnipropetrovska | 709 | 2,908 | | | 1 | | 839 | | 1,000 | 5,457 | 50,221 | 10.9% |
| Donetska | | | 4,100 | | | 404 | 826 | | 3,100 | 8,430 | 50,221 | 16.8% |
| Ivano-Frankivska | | | | | | | | | 770 | 770 | 50,221 | 1.5% |
| Kharkivska | | | | | 6,758 | | | 1,080 | 6,300 | 14,138 | 50,221 | 28.2% |
| Khersonska | 193 | | | | | | | | | 193 | 50,221 | 0.4% |
| Khmelnyska | | | | | | | | | | - | 50,221 | 0.0% |
| Kirovohradska | 297 | | | | | | | | | 297 | 50,221 | 0.6% |
| Kyiv | | | | 3,072 | | | 4 | | 555 | 3,631 | 50,221 | 7.2% |
| Kyivska | 458 | | | 1,720 | | | | | | 2,178 | 50,221 | 4.3% |
| Luhanska | - | | 497 | | | 2,445 | | | | 2,942 | 50,221 | 5.9% |
| Lvivska | 242 | | | | | | | | 705 | 947 | 50,221 | 1.9% |
| Mykolaivska | | | | | | | | | | - | 50,221 | 0.0% |
| Odeska | 717 | | | | | | | | 555 | 1,272 | 50,221 | 2.5% |
| Poltavska | | | | | | | | | | - | 50,221 | 0.0% |
| Rivnenska | | | | | | | | | | - | 50,221 | 0.0% |
| Sumska | | | | | | | | | | - | 50,221 | 0.0% |
| Ternopilska | | | | | | | | | | - | 50,221 | 0.0% |
| Vinnytska | 535 | | | | | | | | | 535 | 50,221 | 1.1% |
| Volynska | | | | | | | | | 625 | 625 | 50,221 | 1.2% |
| Zakarpatska | 159 | | | | | | | | | 159 | 50,221 | 0.3% |
| Zaporizska | 596 | 1,616 | | | 1 | | 751 | | 1,000 | 3,964 | 50,221 | 7.9% |
| Zhytomyrska | | | | | | | | | | - | 50,221 | 0.0% |
| Total | 4,637 | 4,524 | 4,597 | 4,792 | 6,760 | 2,849 | 2,420 | 1,080 | 14,610 | 46,269 | 1,118,499 | 4.1% |

* - registered by the Ministry of Social policy as of 30 March 2015; this may include commuters (people coming to and from the conflict area on a regular basis) and those who have registered to have social payments transferred

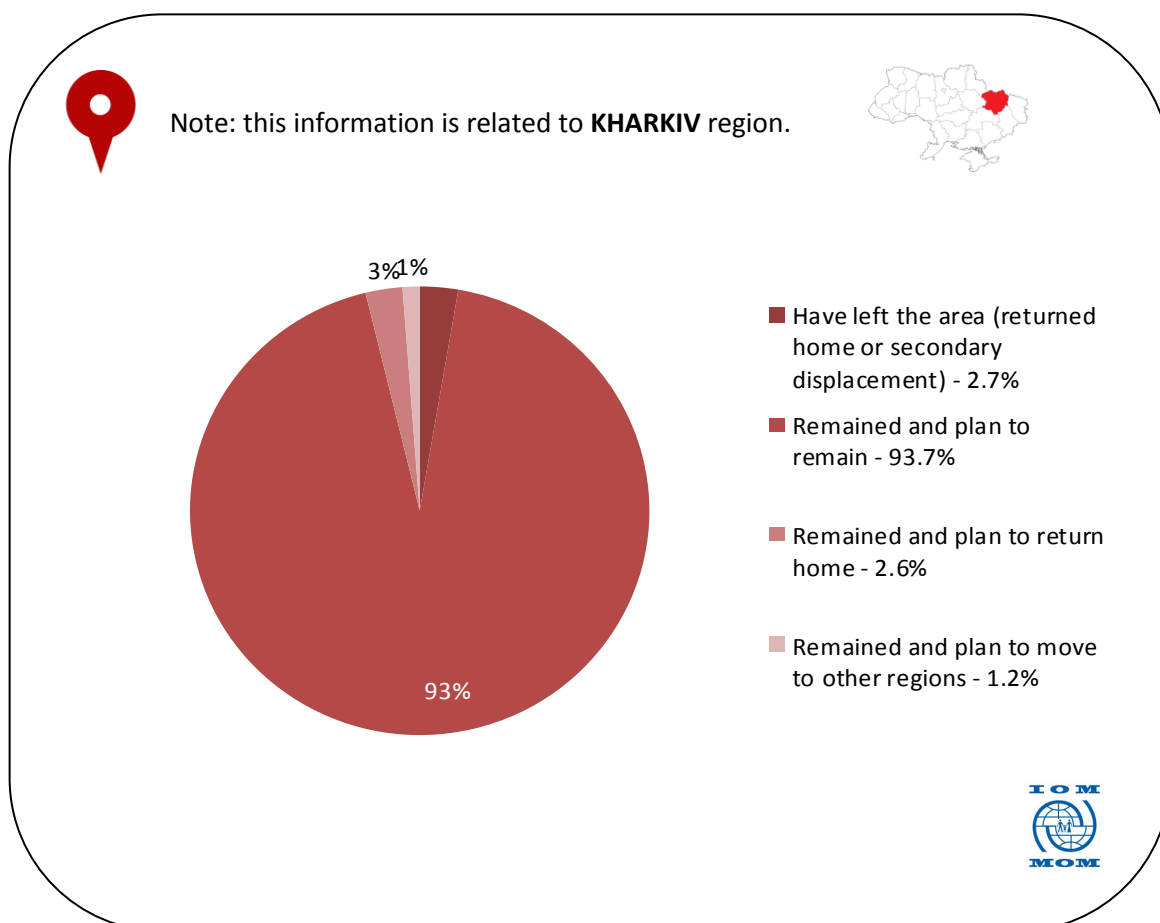
** - regions reflected in light green were covered by PDM.

Date of arrival

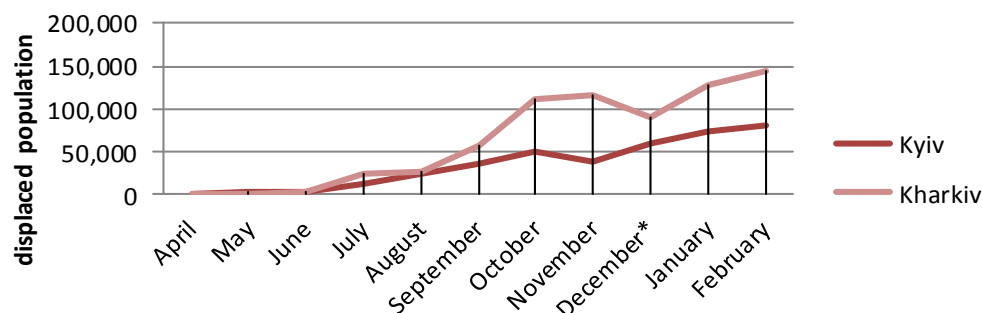
IOM began its cash assistance project in December, ADRA in November 2014 finishing them end and beginning of March 2015 respectively. Immediately thereafter, PDM has been launched. This affects the estimation of the date of arrival: due to time needed for selection of beneficiaries, February 2015 was the last possible month of arrival and is not representative.

The majority of the population has arrived in the period between July to September 2014, as both IOM and ADRA findings show (see charts respectively).

Findings on date of arrival correspond and reflect general displaced population fluctuations as reported by SES and MoSP.



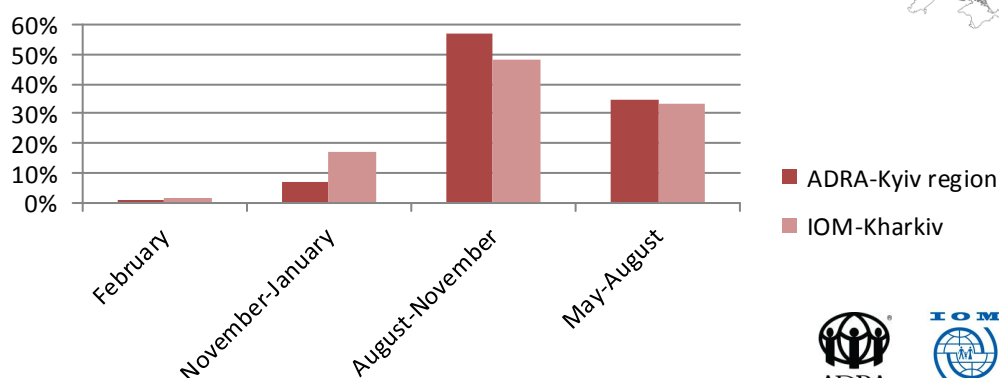
To compare the trend, below is presented registered IDP population by month for the period April 2014 – February 2015⁸.



For the period November 2014 – January 2015 the findings show that number of new registered IDPs in Kyiv and Kharkiv are comparatively at the same level. At the same time, for other months the trend is more or less the same for both regions.



Note: this information is related to **KHARKIV** and **KYIV** region



Date of arrival during the early stage of the crisis, when the displaced population increase was rather moderate (April-June 2014), then rapid growth (July-September) followed by stabilization correspond with the general trend of displacement as shown by comparison between Kyiv and Kharkiv displacement statistics.



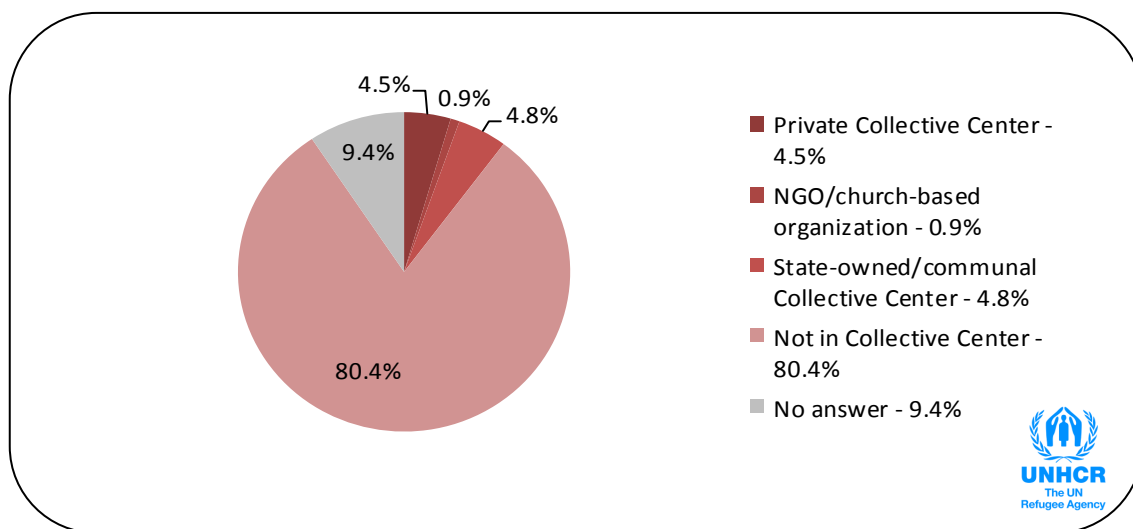
Actual displacement, registration and provision of cash assistance may not take place at a time, which means there might be time in between these three processes.

⁸ Source: before December 2014 – State Emergency Service of Ukraine, December 2014 and after – Ministry of Social Policy according to number of registered IDPs under Resolution 509.

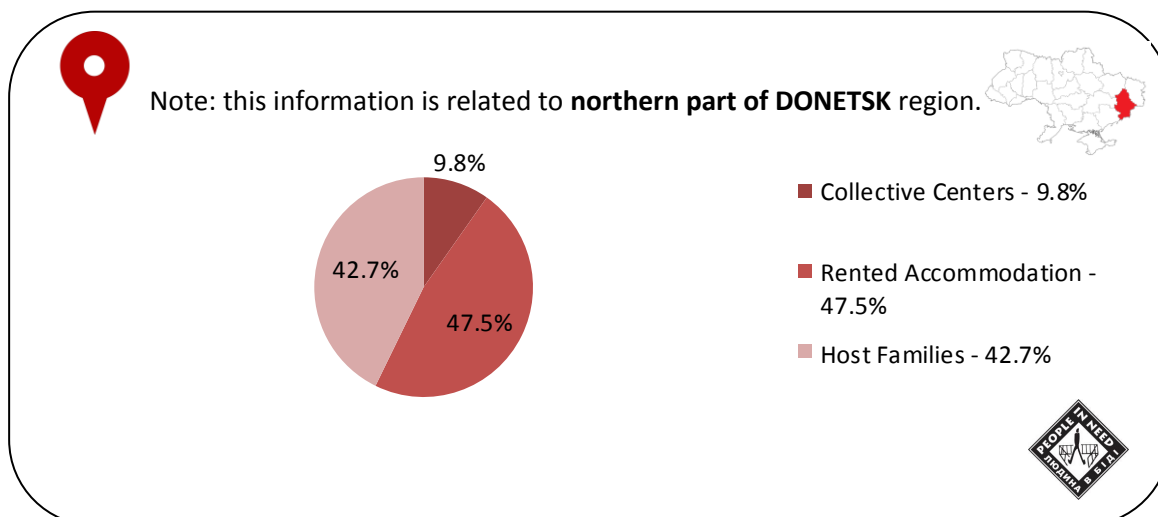
Type of Accommodation

Agencies providing cash assistance have targeted vulnerable categories of population (see Targeting criteria), therefore the **assumptions are relevant for the vulnerable population of the abovementioned categories (not all displaced people) and cannot be representative for all cases.**

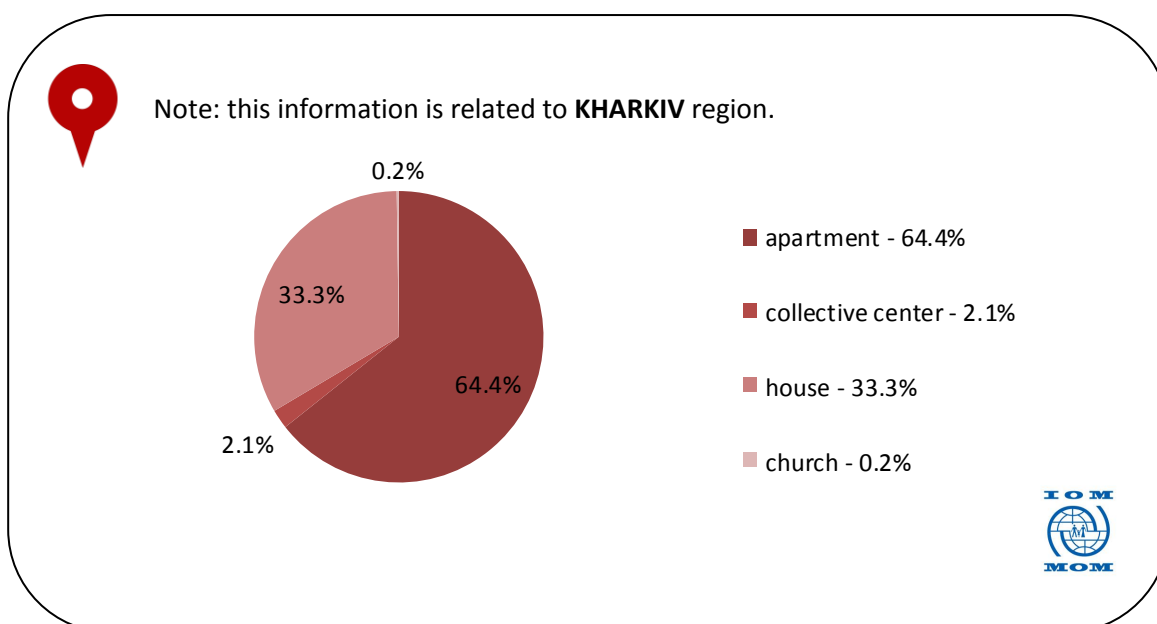
As UNHCR findings show, **some 10 per cent of respondents stay in Collective Centers, while over 80 % do not.** 4.5 per cent of IDPs stay in privately owned Collective Centers, which (according to PDM findings) constitute **50 per cent of Collective Centers.** There are three types of Collective Center reflected: private, NGO/church-based and state-owned/communal (state-owned/communal).



People in Need (Donetsk region) findings show 9.8 per cent of the displaced population in Collective Centers.



For Kharkiv region IOM has provided the below segregation: some 2 per cent of respondents stay in Collective Centers⁹

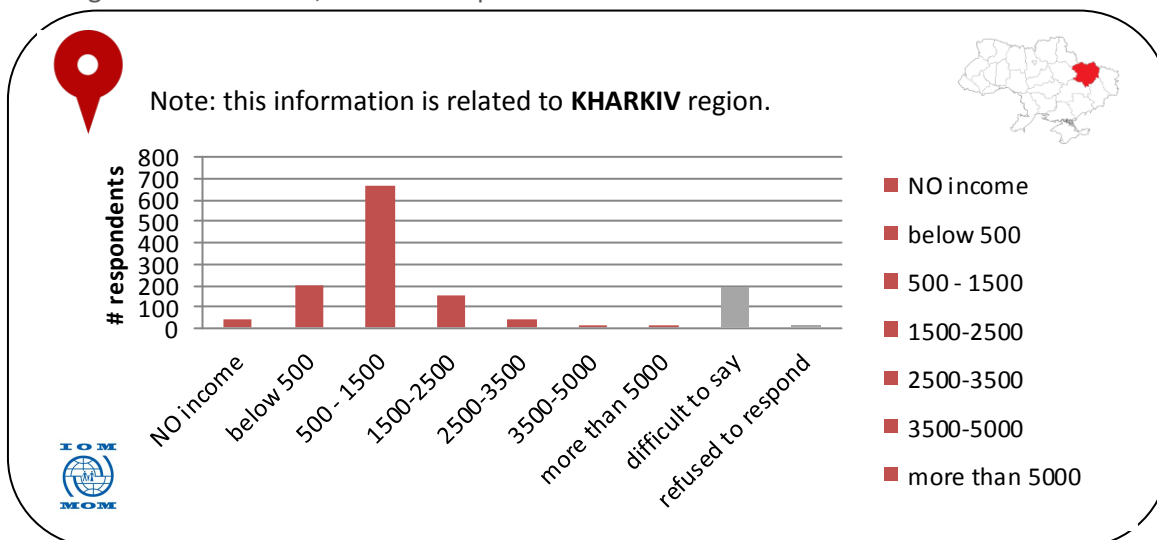


Early assumptions, based on PDM findings and key informant interviews, show that according to geographical location between 1 and 10 per cent of the displaced population stay in Collective Centers depending on proximity to the conflict zone (the closer to the conflict line – the higher the percentage of those staying in Collective Centers).

⁹ Categories “Temporary shelter” and “church” stand for Collective Centers here.

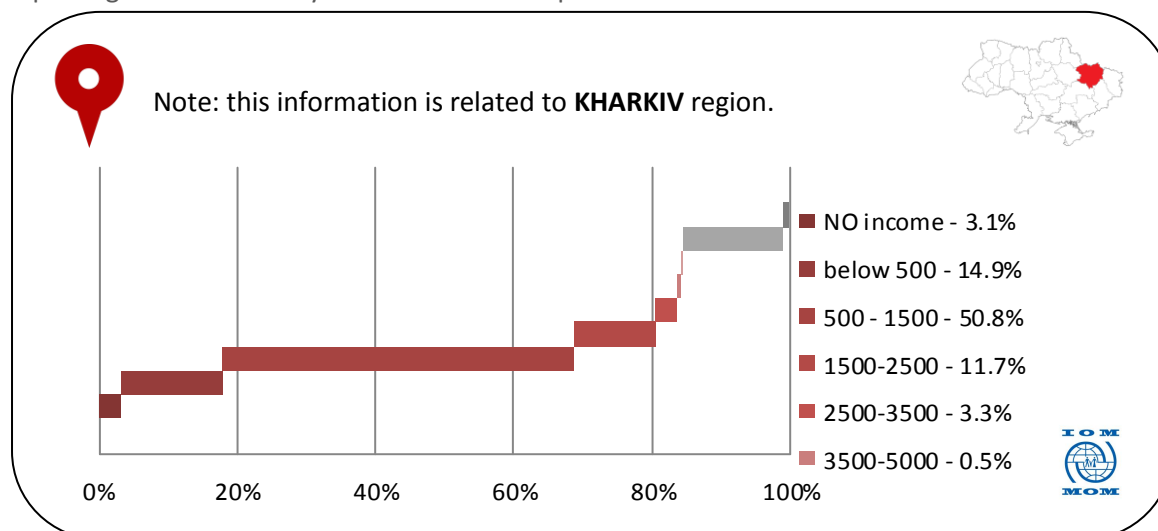
Level of income

Average level of income for targeted by IOM in Kharkiv region population is UAH 500-1,500. At the same time, there were 6 respondents stating UAH 3,500-5,000 and 6 respondents stating more than UAH 5,000. Some 2 per cent stated no income at all.



The minimum subsistence level in Ukraine for 2015 is fixed at UAH 1,286 for children under 18, UAH 1,218 for people of working age and UAH 949 for disabled people. **The expenditures level has exceeded the minimum subsistence level (adopted by the Government), which may mean that this minimum is not sufficient to meet the basic needs of the displaced population.**

The methodology used by the Government of Ukraine to calculate the minimum subsistence level includes price monitoring in three categories: food, non-food items and services. The monthly allocation is estimated on the basis of minimum standards for each category of item and its use per month¹⁰. However, the prices that the State Statistics Agency is reporting are substantially lower than market prices.

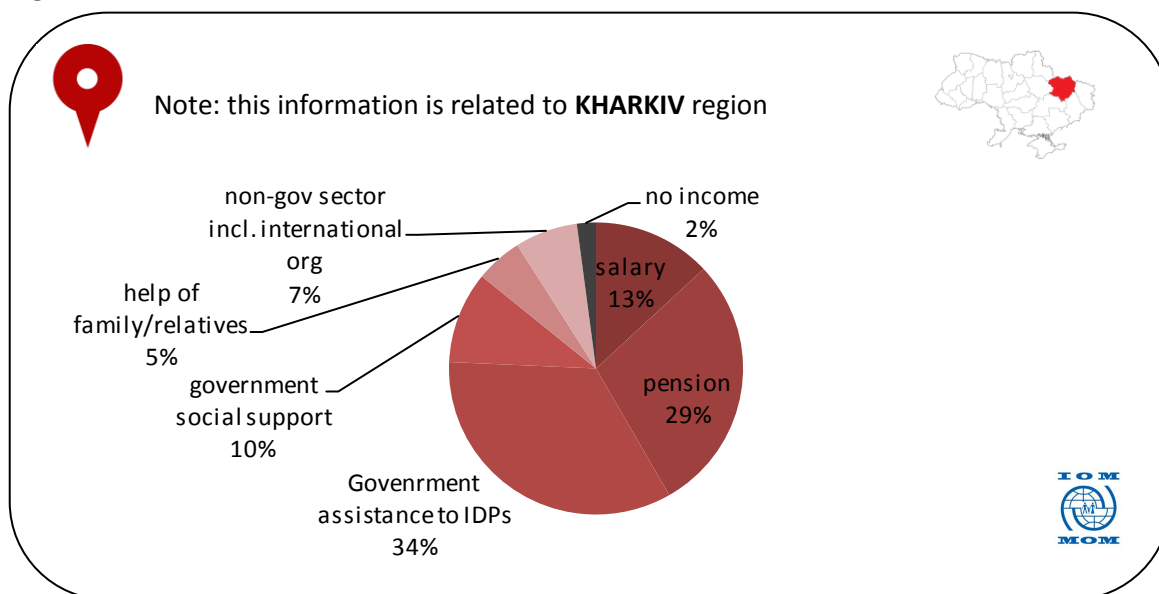


¹⁰ See a table with prices at:

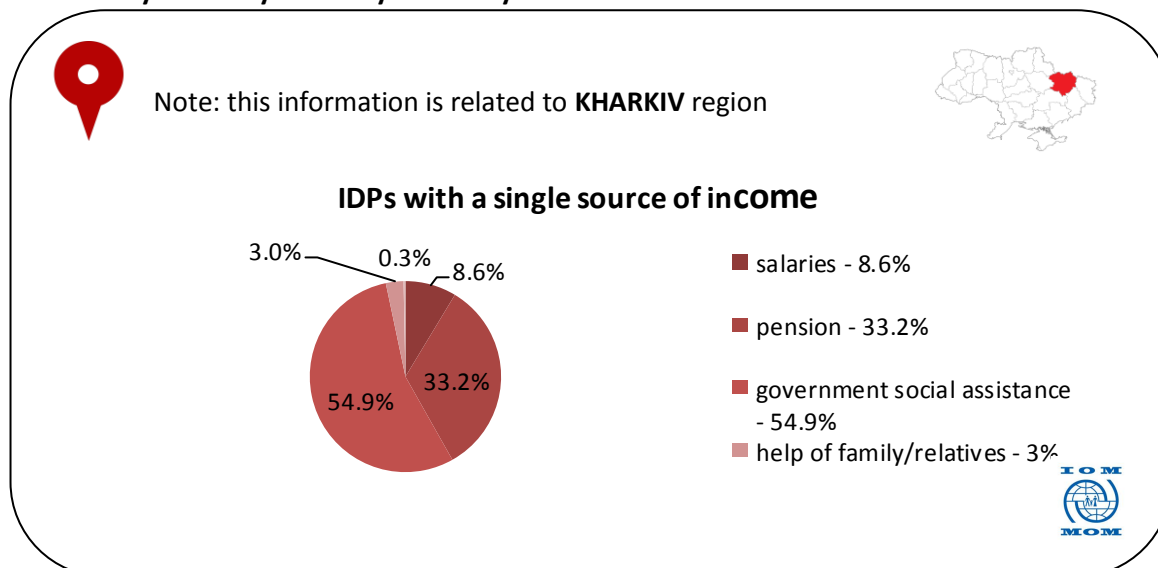
<https://drive.google.com/file/d/0B7hnu2sHiPIRTDBVTkVNdHJHd2M/view?usp=sharing>

Sources of income

For Kharkiv region respondents have shown **three primary major income sources: Government assistance (34 per cent), pension (29 per cent) and salary (13 per cent).** 73 per cent of income IDPs receive is paid by the Government, while only 27 per cent is related to other sources. At the same time 2 per cent have stated no income at all, 5 per cent receive help from friends and/or relatives and some 7 per cent from the humanitarian community. 10 per cent of respondents receive government social support (other than government assistance under Resolution no. 505).



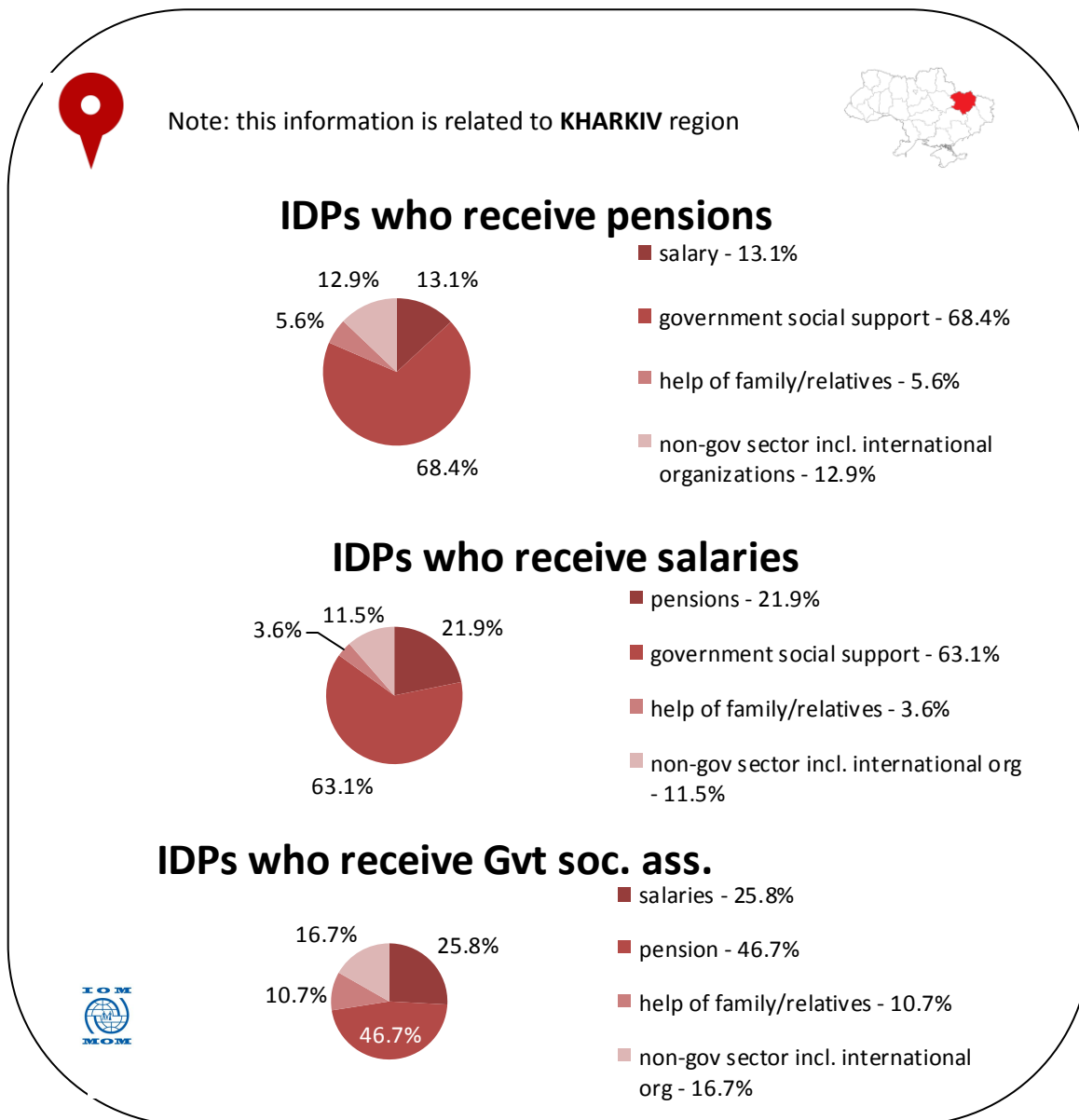
51.9 per cent of IDPs confirmed the multiple sources of income, such as salary, pension, government social payments (incl. government support to IDPs), help from family/relatives, international organizations, volunteers, non-governmental sector. However, **48.1 per cent of IDPs say that they currently have only one source of income.**



For IDPs with a single source of income, government participation is up to 88 per cent (pension, government assistance and social benefits).

Secondary sources of income

The coping mechanism of IDPs is to rely on multiple sources of income, as the charts below confirm: IDPs often receive salaries, social assistance, pensions and other non-government related assistance at the same time.



13 per cent to 22 per cent of IDPs receive pensions and continue working at the same time.

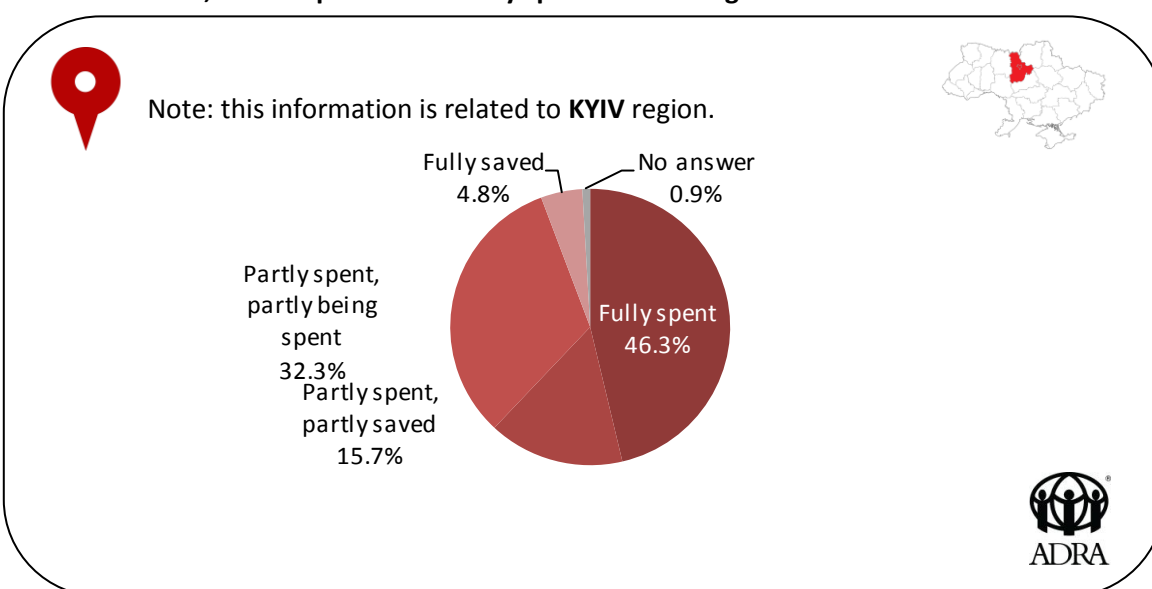


Given the multilayer coping mechanism, IDPs that have only one source of income become extremely vulnerable. At the same time, for those who have several sources of income, loss of even one source becomes substantial and may lead to serious lack of resources to support the family.

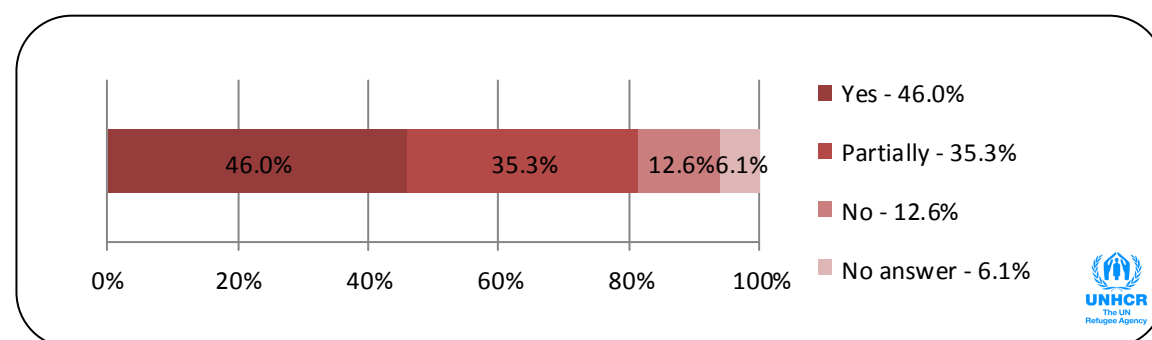
Expenditure level

Note: there is difference in time between arrival of the displaced population and provision of cash assistance, which means that immediate needs upon arrival might have already been met with other sources. If immediate needs are already met, than IDPs may be carefully planning for future.

ADRA has monitored spending patterns in Kyiv region (whether money has been spent or saved). 46 per cent of respondents have fully spent cash grant, while 5 per cent have fully saved it. **In total, over 78 per cent entirely spent their cash grant or intended to do so.**



UNHCR findings confirm the general trend on spending: over 81 per cent have spent or partially spent their cash grant, while only some 13 per cent have not spent their grant.



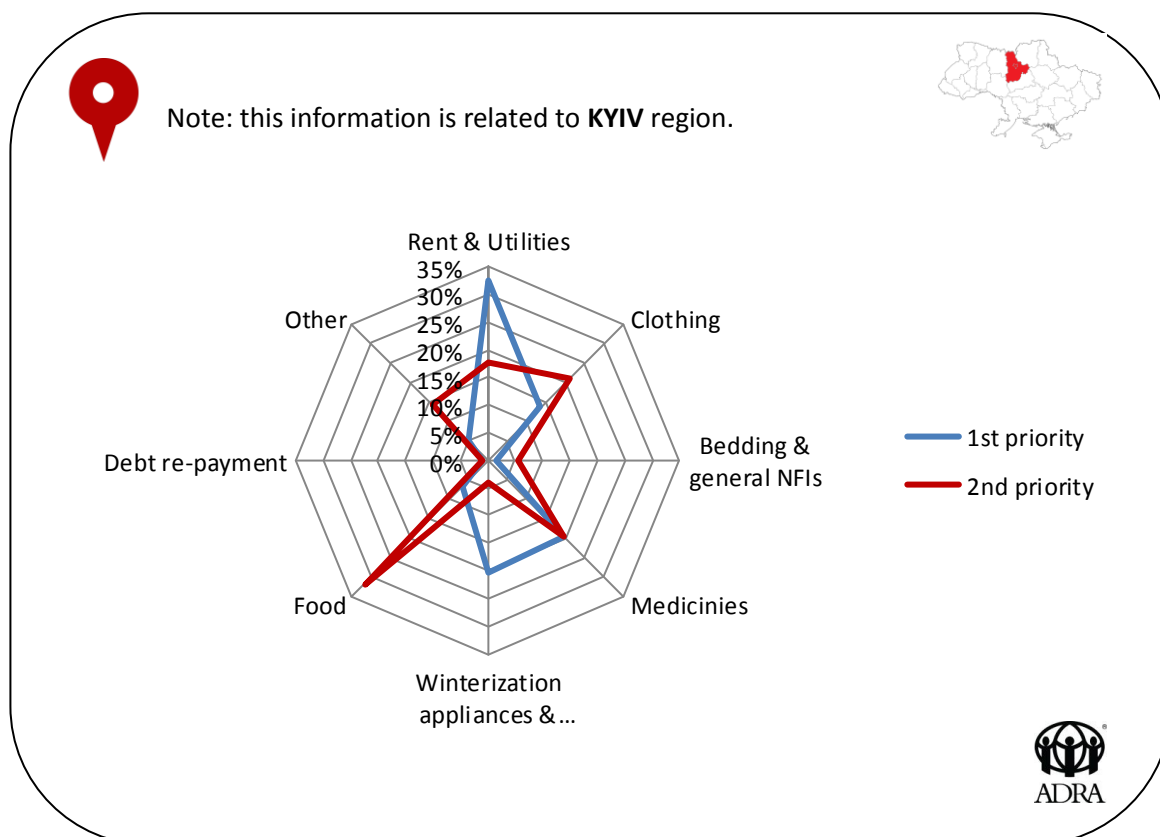
The already mentioned above multilayer coping mechanism allows IDPs to stage expenditures according to their needs. Moreover, the ratio between those who have fully spent and fully saved could serve as a good indicator for the exhaustion of their own resource; 1 person out of 10 has saved all their cash grant, while 9 have spent it all.

Type of expenditures (general)

The spending pattern may have different meanings, depending on the general situation: there may be regional differences and impact of time difference between the arrival of the individual and cash grant disbursement (in this case expenditures show immediate needs at the moment of spending, though not at the moment of arrival).

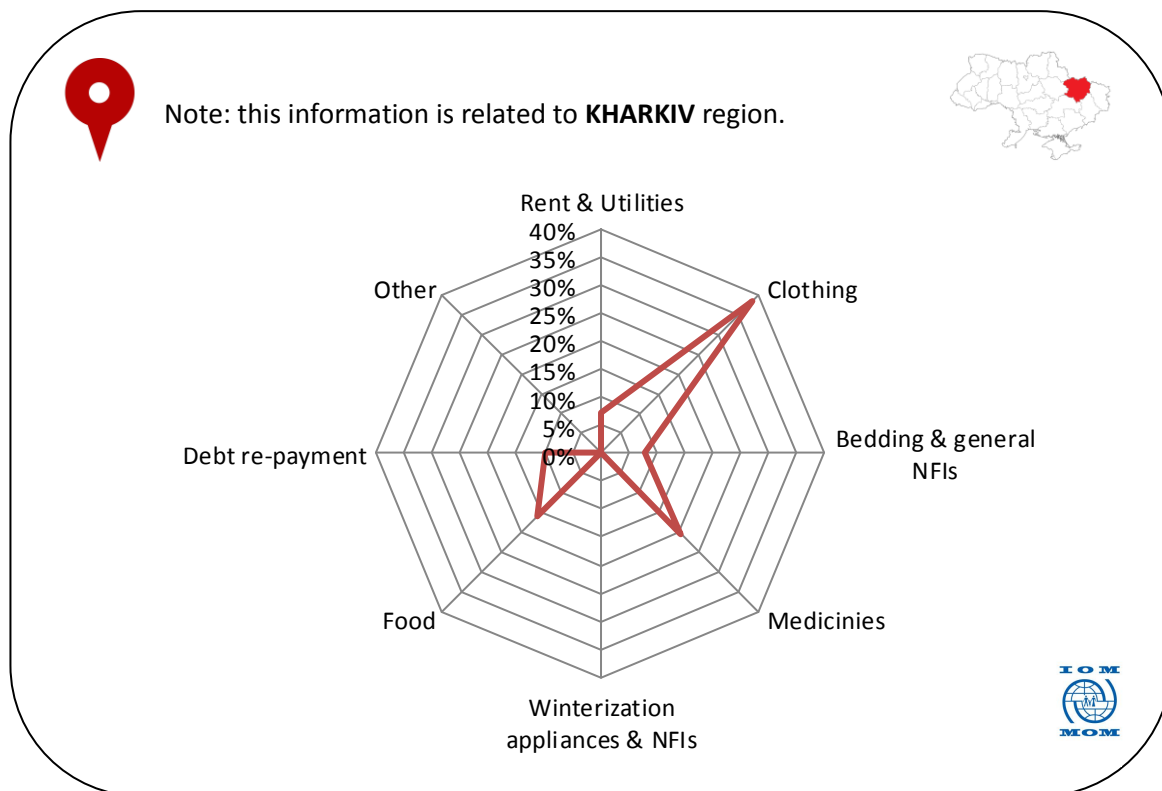
Several factors make impact on spending pattern: region to which person is displaced and time between arrival and actual provision of assistance. Time between arrival and cash transfer should be taken in to account for the reason that upon arrival IDPs have immediate urgent needs that differ from needs of the displaced population that has arrived several months ago. Moreover, time of transfer is important as well: depending on weather conditions and weather expectations (like preparations for winter) needs and types of expenditures change.

The division into categories and types of expenditures for this PDM has not been standardized, therefore different inputs are not comparable in the way they were collected. For the purpose of this report all the types of expenditures were regrouped into 8 categories: rent & utilities; clothing; bedding & general NFIs; medicines (including medical treatment); winterization appliances & NFIs (including heaters and solid fuel); food; debt-repayment; and other.



In Kyiv region, as the ADRA study shows, **rent/utilities are in the first place, followed by medicines and clothing. Food and bedding rank as second the priority of expenses** (red line on the chart).

In Kharkiv region, as IOM respondents' state¹¹, clothes (39%) are the primary type of items purchased, followed by medicines and food. Surprisingly, the rent & utilities category is not the top priority expenditure.

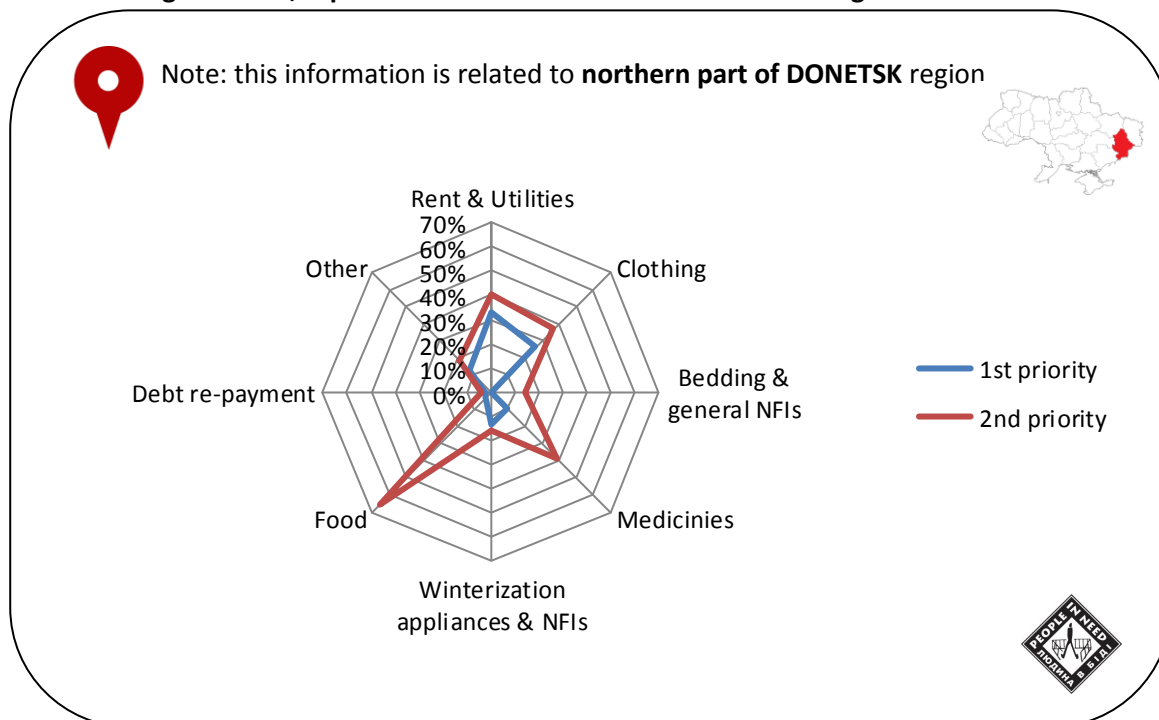


Cash transfers in Kharkiv were done in December 2014 – January 2015 primarily, which means that cold weather may have had impact on the urgent need for warm clothing for people to survive harsh weather conditions.

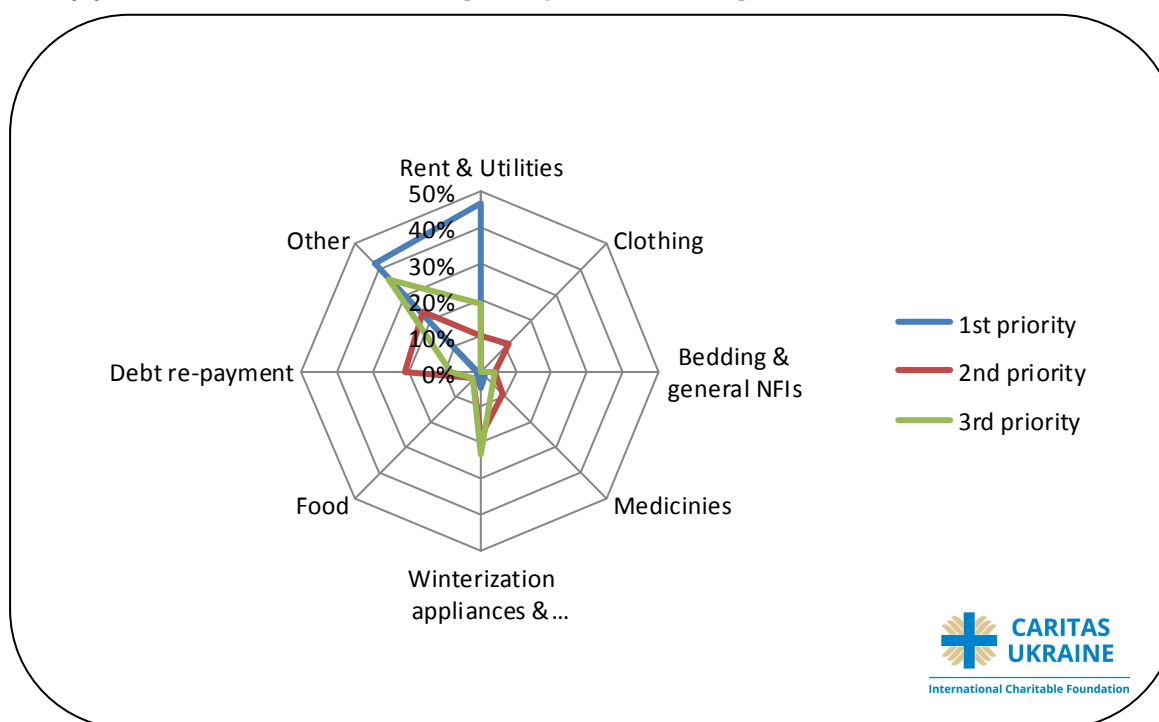
¹¹ The categories were regrouped; initial are the following: utilities, medication, health care, non-food items, clothes, financial services and food.

People in Need¹² (covering northern Donetsk and one district from northern Luhansk) have found that **major spending categories were rent & utilities, clothing, winterization appliances and NFIs. The second main priority was food.**

Repairs were 10 per cent of total expenditures as the first priority and 3 per cent as second priority among others. Given People in Need was providing cash assistance in areas where shelling occurred, repairs become a substantial use of the cash grant.



Caritas study shows that **rent & utilities together with winterization appliances and NFIs are top priorities** and were the first largest expenses for cash grants.



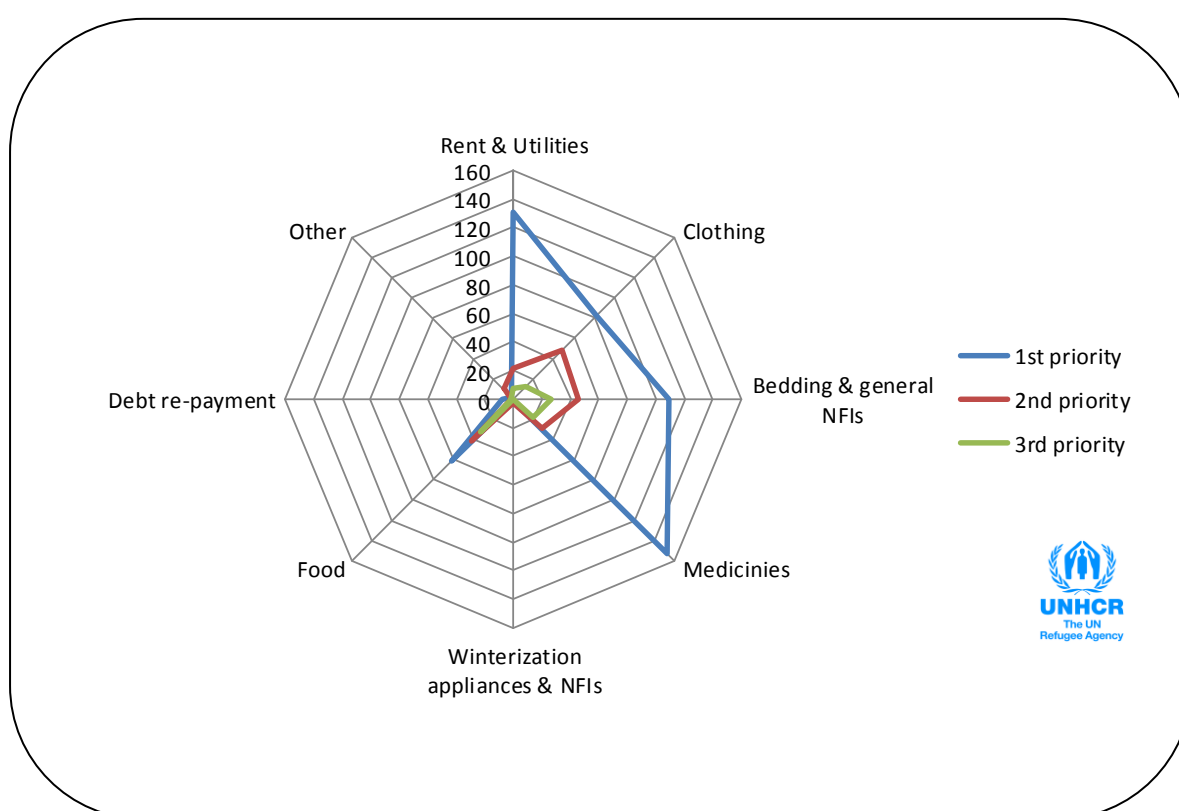
¹² Initial types of expenditures included also repairs, but were placed under category "Other".

Savings as a separate expenditure category are not reflected on a chart, though they are reported to amount to 21 per cent as a first priority. This means that for areas covered by Caritas (Dnipropterovsk, Donetsk, Ivano-Frankivsk, Kharkiv, Kyiv region and Kyiv city, Luhansk, Lviv, Vinnytsia and Zaporizhzhia regions) displaced populations saves for some reasons. The explanation for this may be that there is period of time between arrival and cash transfer, during which they manage to meet acute needs.

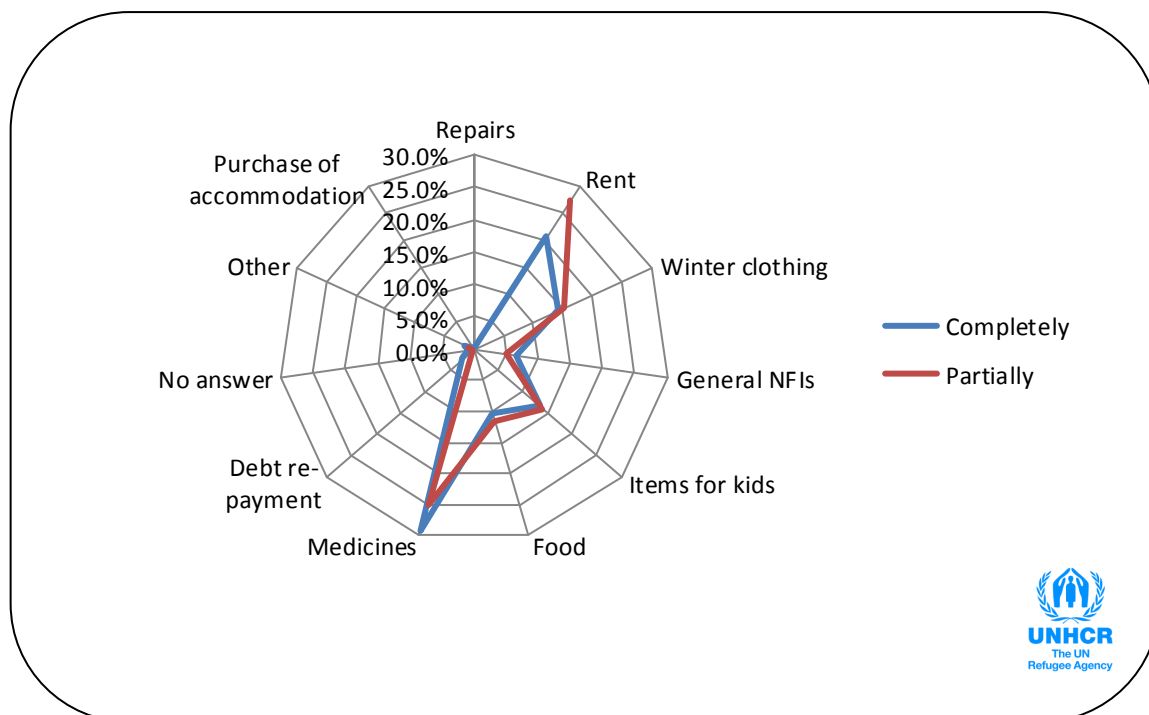
The Caritas PDM report also allows viewing of the breakdown by region of the first three largest expenses. **Top priorities for Kharkiv, Donetsk, Dnipropetrovsk and Zaporizhzhia are similar: utilities & rent, clothing, food and medicines.**

Second and third priorities provide more details and differences. The second largest priorities for Kharkiv are food, health care and utilities with savings; for Donetsk they are debt repayments and insulation materials; for Dnipropetrovsk debt repayments, clothing, insulation; for Zaporizhzhia they are debt repayments and heating fuel.

As UNHCR PDM shows, top priorities are medicines, rent & utilities and clothing. At the same time, with priorities broken down (three levels of priorities as options), rent & utilities and medicines are the most prioritized, while they never appear as second or third priorities. This means, that if people face health care problems or urgently need accommodation, this type of expense is the most important. Winter clothing and food together with items for children are the second priority (see charts below).



At the same time, for those who have completely spent the full amount of the cash grant and those who have only partially spent it, there is no substantial difference in the spending pattern. This is a proof of similar spending pattern for those who have spent and not yet spent the cash grant.



Rent & utilities, clothing and medicines appear as top priorities at the moment of cash grant spending (February-March 2015). Despite regional and seasonal variations, rent, utilities, clothing and NFIs are usually the main expenditure. Health services and food also constitute a recurrent

Type of expenditures (vouchers)

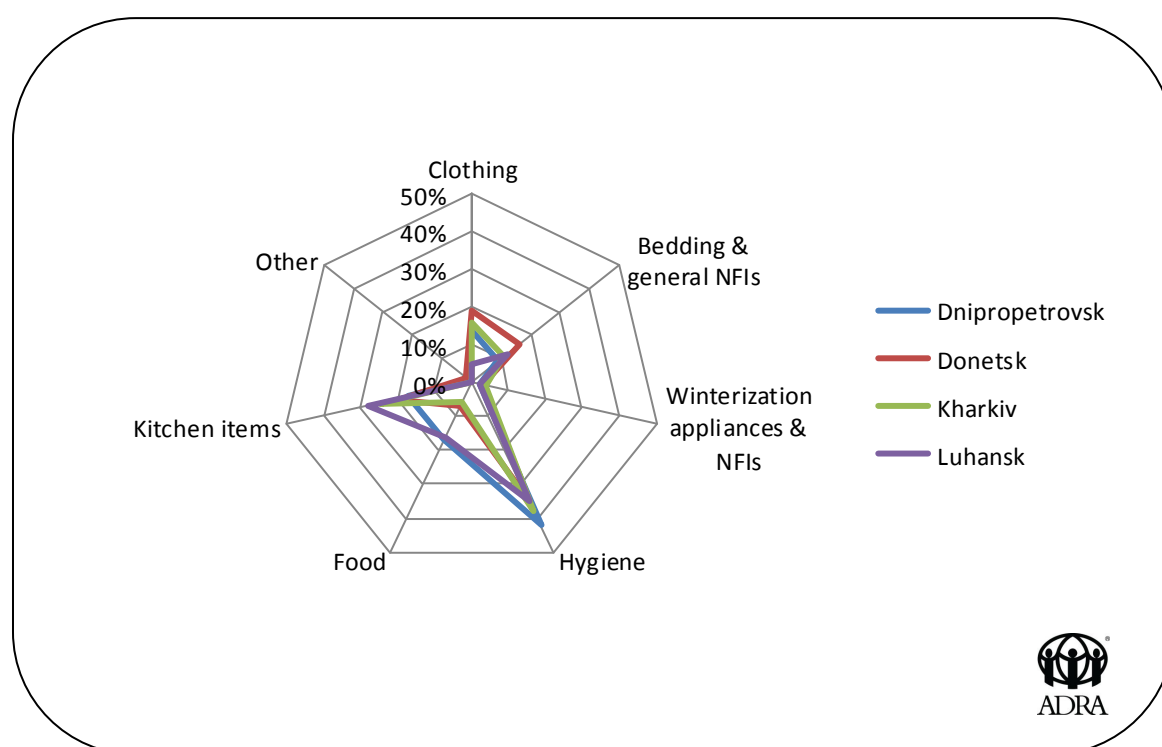
What differs voucher approach is that it is possible to monitor the actual expenditures per item and not rely on statements. At the same time, important to note that there is no medicines, rent and utilities as types of possible expenditures.

ADRA's voucher programme gives an interesting and useful insight: a contracted shop network provided a detailed breakdown per item of what has been purchased.

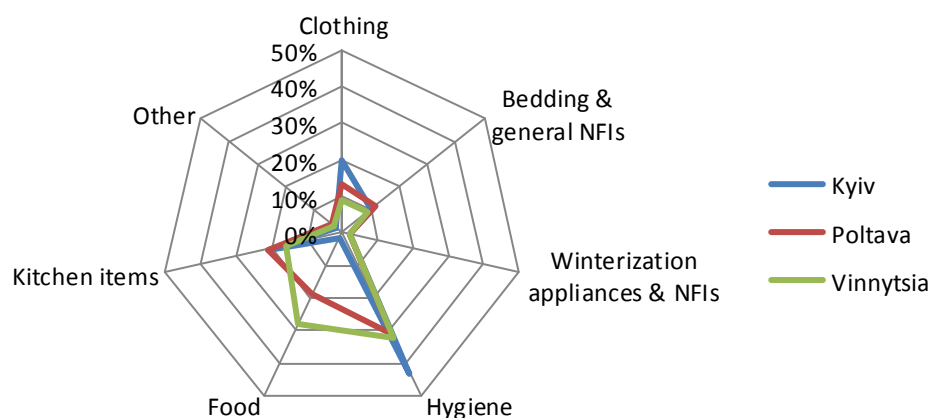
Note: the breakdown of items purchased by region may be affected by the availability of goods in particular shops at the moment of voucher spending.

There is a general pattern for 7 regions (Dnipropetrovsk, Donetsk, Kharkiv, Kyiv, Luhansk, Poltava and Vinnytsia): **kitchen and hygiene items are purchased the most often.**

The purchases breakdown has been grouped according to zoning¹³: Zone 3 – Dnipropetrovsk, Donetsk, Kharkiv and Luhansk, where the majority of IDP population stays and which are closer to the conflict zone; and Zone 4 – Kyiv, Poltava and Vinnytsia, with other displacement pattern: fewer IDPs.

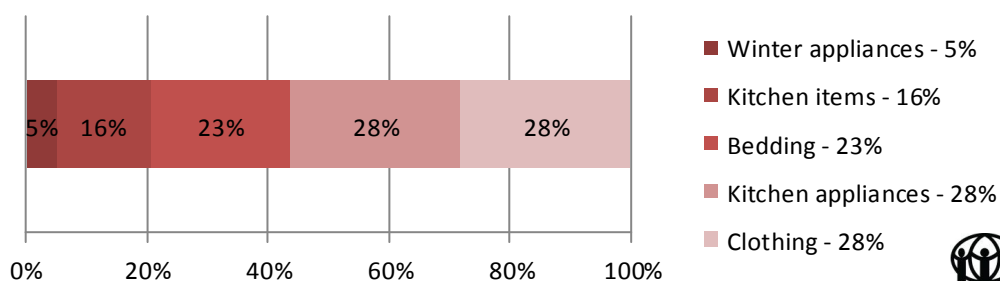


¹³ See OCHA map for Zoning:
<http://www.humanitarianresponse.info/operations/ukraine/infographic/ukraine-5-million-need-four-zones>



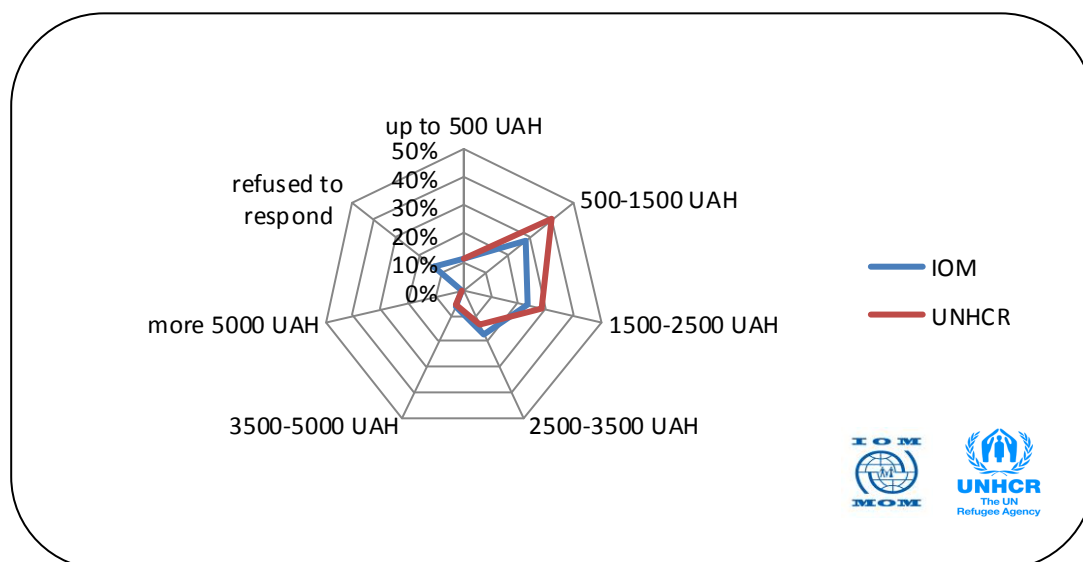
Spending pattern is pretty similar in all the mentioned regions. Food as top expenditure type appears in Vinnytsia, which constitutes a deviation from the standard pattern.

If hygiene and food are excluded, than it is possible to look into real NFI spending breakdown. **Clothing (28 per cent), kitchen appliances (28 per cent) and bedding are top purchased items.**

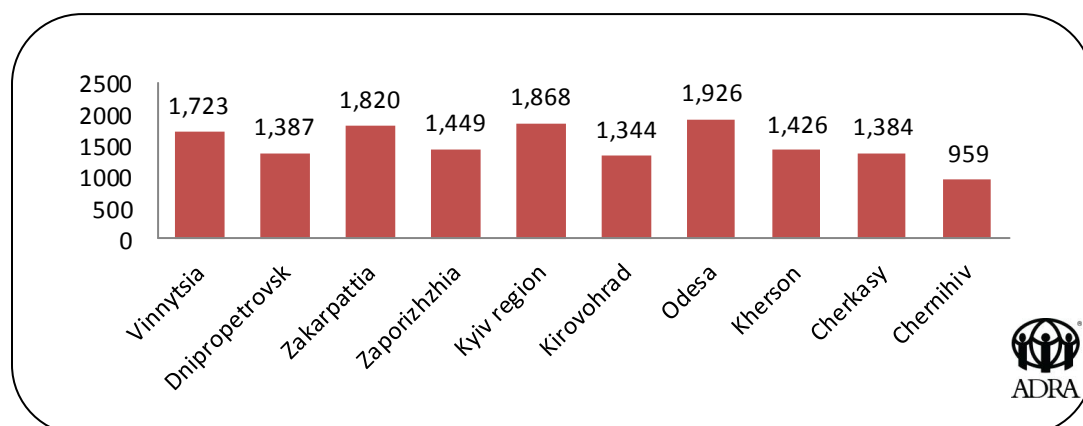


Rent & utilities

According to IOM observations, **average expenditure for rent in Kharkiv region is UAH 500-1,500 (32 per cent), followed closely by 1,500-2,500 (27 per cent)**. 13 per cent pay less than UAH 500. IOM findings correspond with UNHCR observations as the chart below shows.



Shelter/NFI Cluster has consolidated rent prices in Ukraine as of end 2014 ([see here](#)¹⁴).



The average rent and utilities payment as reported by respondents is UAH 1,529, while there are several regional peculiarities: cost is higher in Odesa, Kyiv region, Zakarpattia and Vinnytsia.

¹⁴ See rent prices available at:
<http://www.sheltercluster.org/sites/default/files/docs/Rent%20price%20in%20Ukraine%2012.01.2015.pdf>

Future needs

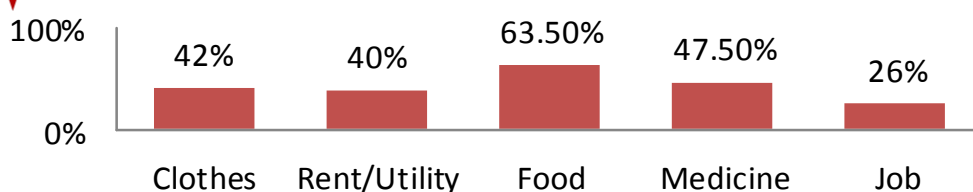


Unfortunately, PDM questionnaire wording at the moments is methodologically different among all agencies; therefore results are not always comparable. Hence it is strongly recommended to include in the recommended questionnaire the same methodological approach.

People in Need has identified Food (63.5 per cent), Medicines (47.5 per cent) and Clothes (42 per cent) as top priority needs for the population surveyed.



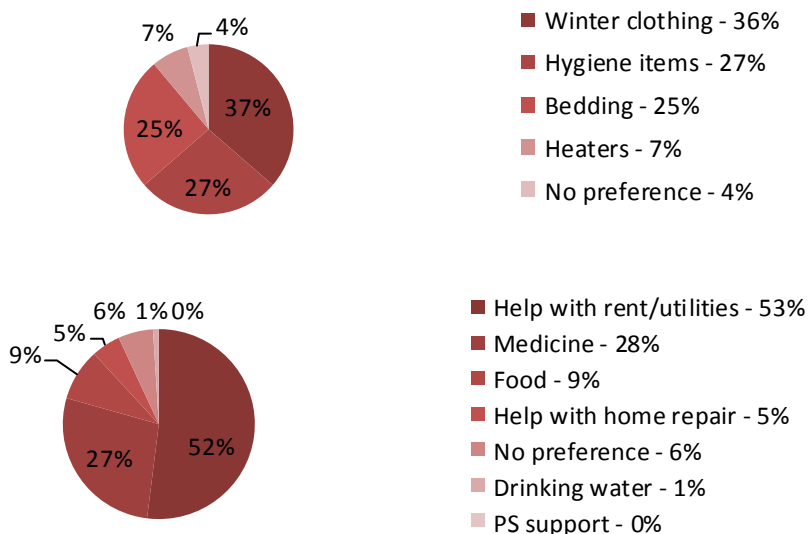
Note: this information is related to **northern part of DONETSK** region



According to ADRA observations in Kyiv region, primary needs are winter clothing, hygiene items, bedding and help with rent/utilities.

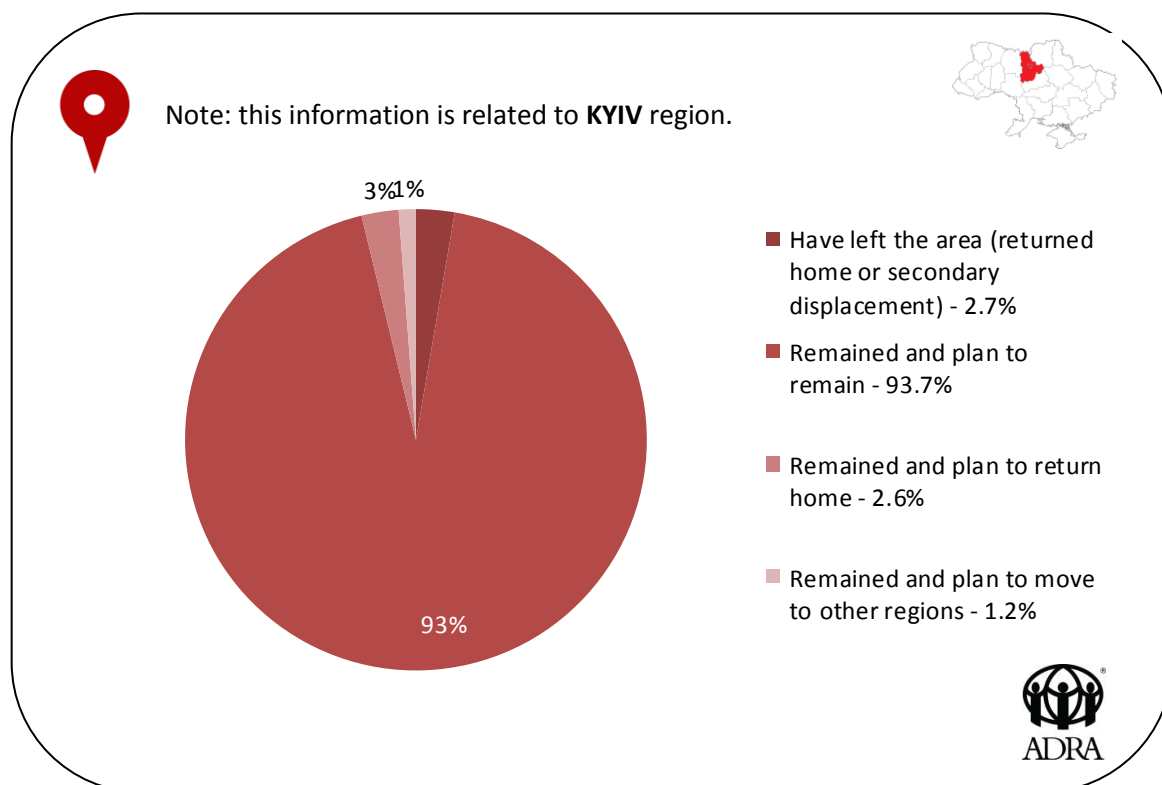


Note: this information is related to **KYIV** region.

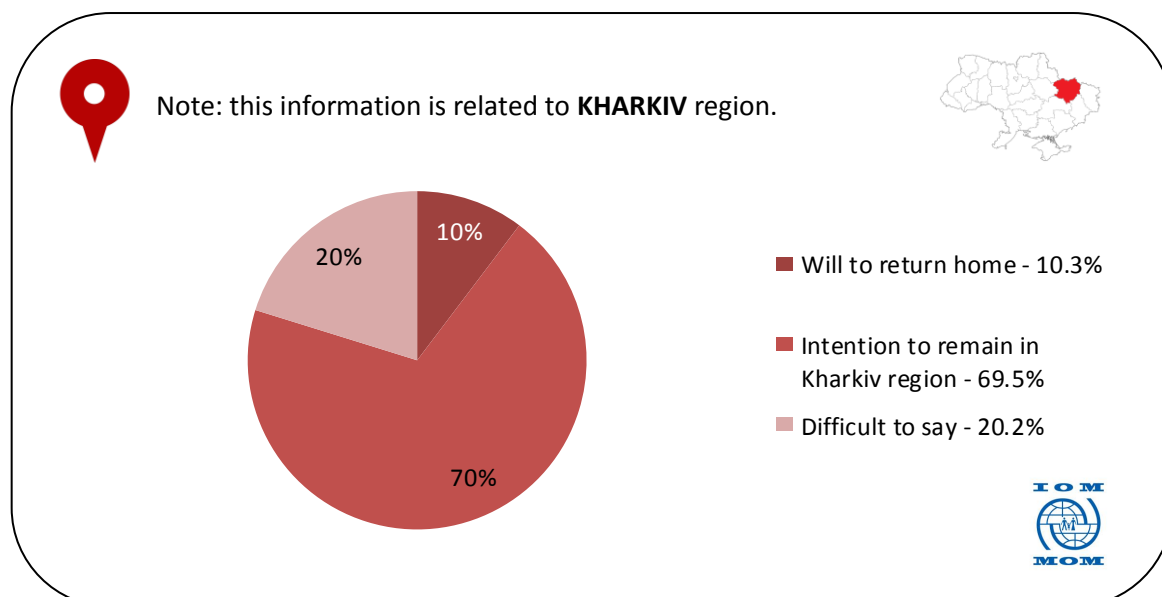


Future plans

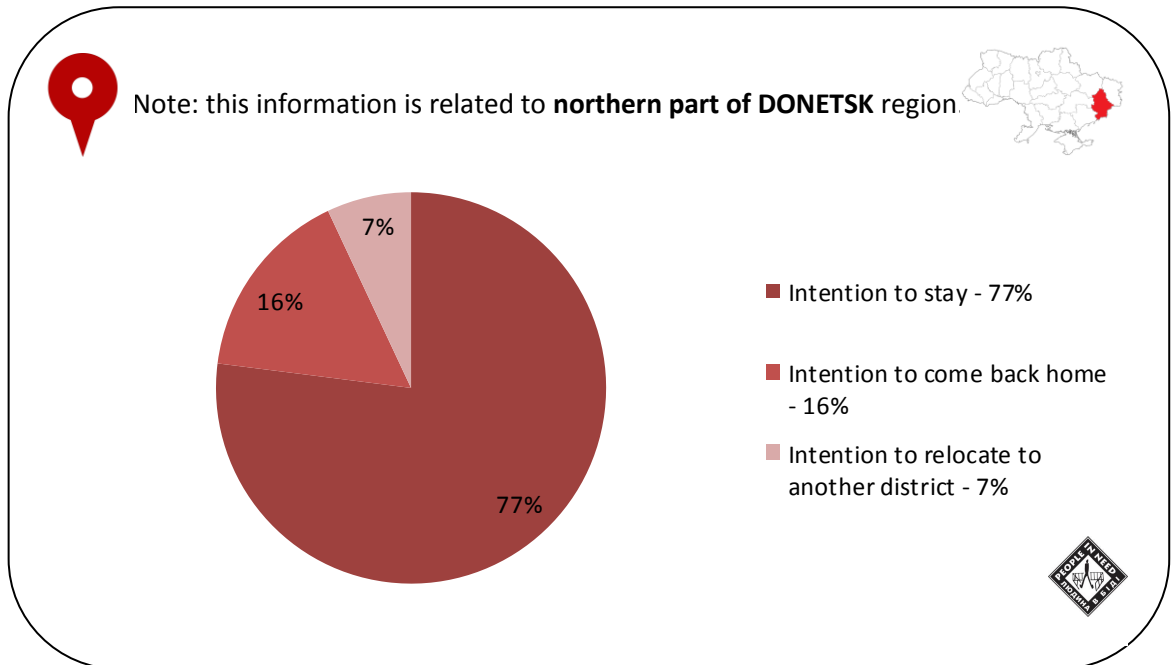
ADRA asked whether people have left the area where they received assistance (Kyiv region); if not, if they plan to remain, return home or move to other regions. **3 per cent of respondents have left the area. 93 per cent of the population remained in the same area and plan to stay there. Only 3 per cent indicated a willingness to return back home and 1 per cent to move to other regions (secondary displacement).**



IOM also investigated the future plans of the displaced population: **only 10 per cent will to return home, 70 percent intend to remain in Kharkiv region.**



People in Need report the same trend: the majority has intentions to stay, while small percentage (16 per cent) wills to return home.

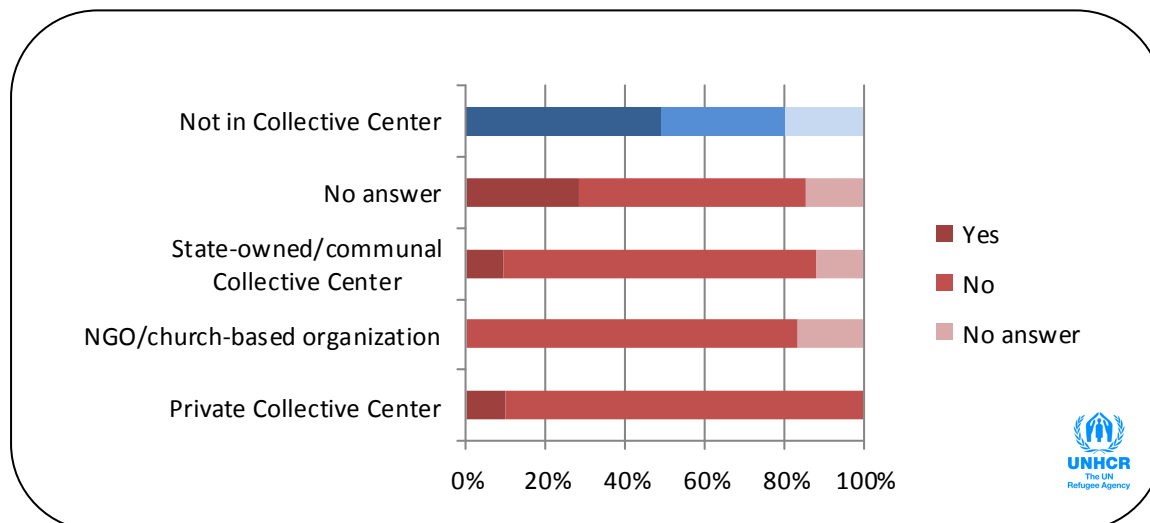


The will to return home is greater in areas more close to the conflict, while in more remote regions, the displaced population already plans to stay longer and has no intentions to return home. This means that the need for long-term solutions significantly increases.

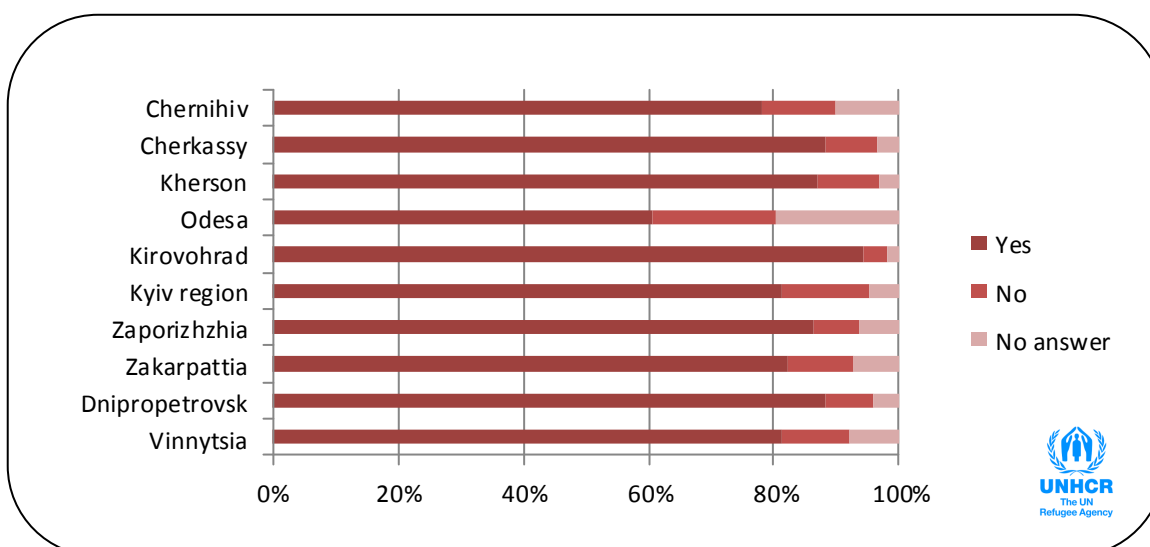
70 to 93 % of the population report their willingness to remain at their actual place of stay.

Living conditions

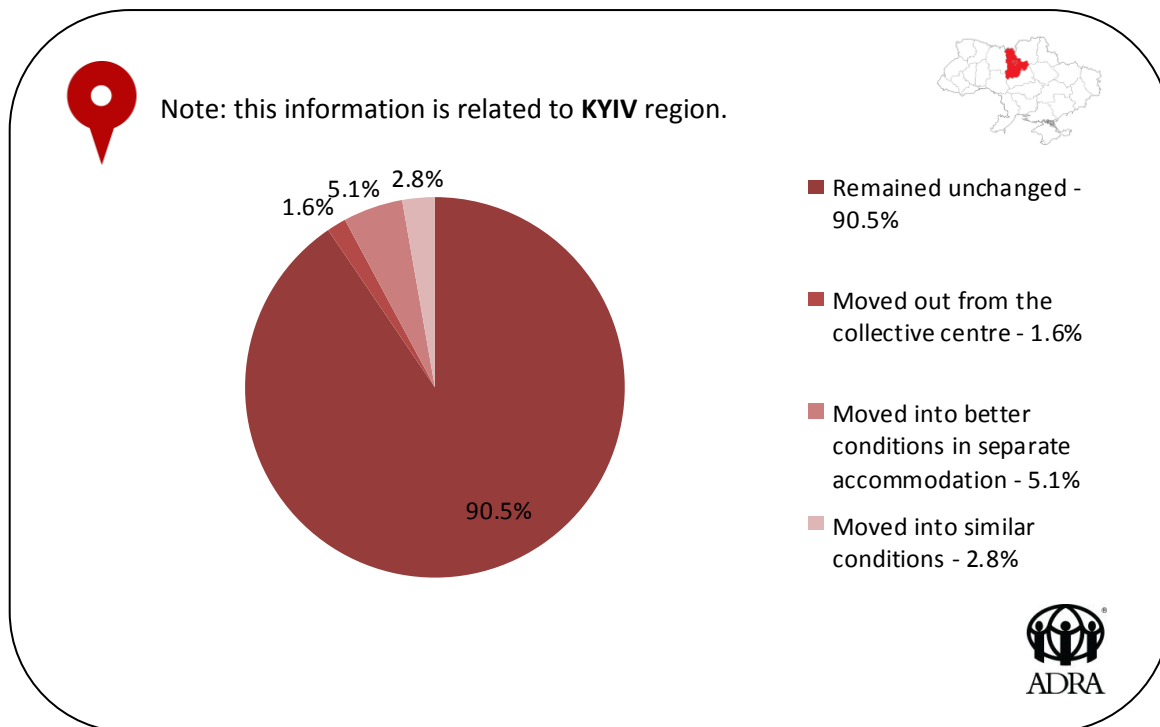
Over 50 per cent of the population not staying in Collective Centers pay for their stay. At the same time the rate is much lower for different types of Collective Centers: **around 9 per cent of those who stay in private, communal or state owned Collective Centers pay for their stay**, while **none** are reported to pay if they stay in NGO or church-based Collective Centers.



The other indicator is the possibility to continue stay in the same accommodation for the next three months: **the majority of respondents out of those who stay in Collective Centers reported that they have the opportunity to remain in the same accommodation.** As an exception, **the level of certainty in the continuation of accommodation is lower in Odesa and Kyiv regions (20 per cent and 14 per cent respectively are not sure whether they will be able to remain in the same accommodation).**

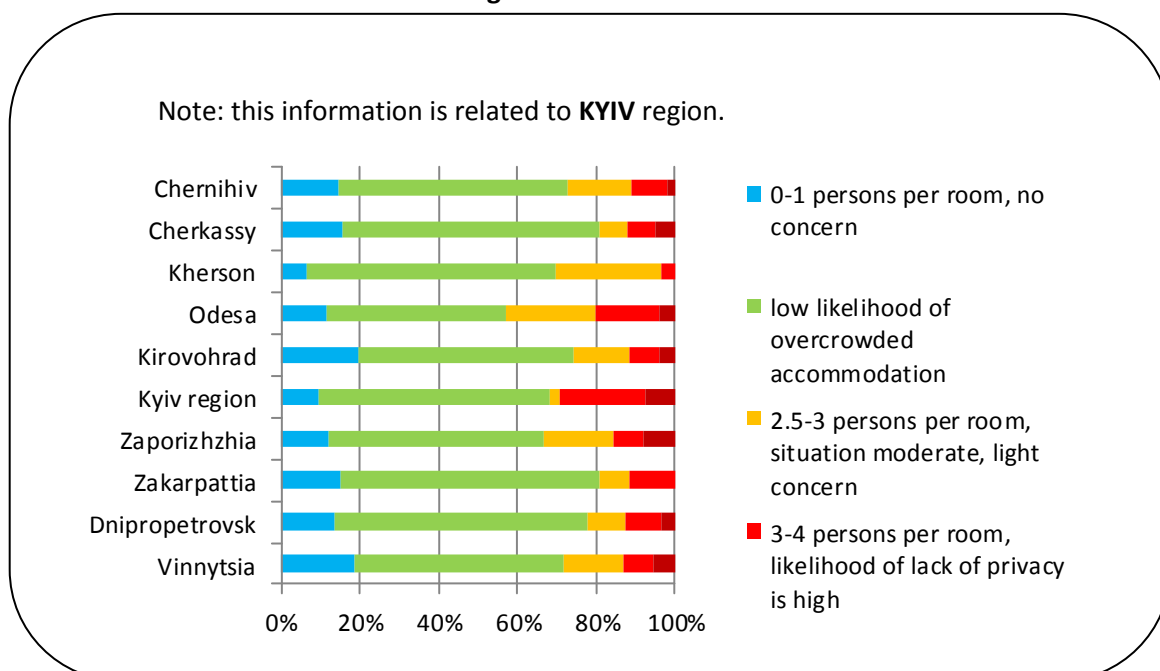


ADRA's survey indicates, that **1.6 per cent of respondents managed to move out of the Collective Center; 5.1 per cent managed to move into better conditions in separate accommodation. 90.5 per cent indicate that living conditions remained unchanged.**



The other important indicator that was possible to monitor indirectly is **the number of persons per room which shows the likelihood that people may stay in overcrowded accommodation with lack of privacy.**

The chart below shows likelihood of accommodation being overcrowded and that people stay in places with lack of privacy. Color code corresponds to number of persons per room, which stands for the situation description: from low concern to critical. **Across Ukraine the situation is not critical, with only Odesa being a separate critical case, where the concentration of Collective Centers is higher.**



Abbreviations

| | |
|-------|---|
| ADRA | Adventist Development and Relief Agency |
| CC | Collective Center |
| DRC | Danish Refugee Council |
| EU | European Union |
| HH | Household |
| IDP | Internally Displaced Person |
| IOM | International Organization for Migration |
| IRD | International Relief and Development |
| MoSP | Ministry of Social Policy of Ukraine |
| NFI | Non Food Item |
| NGO | Non-Governmental Organization |
| PCPM | Polish Center or International Aid |
| PDM | Post Distribution Monitoring |
| PiN | People in Need |
| SCI | Save the Children International |
| SES | State Emergency Service of Ukraine |
| UN | United Nations |
| UNHCR | United Nations High Commissioner for Refugees |

ANNEX I - Cash technical working group meeting – WAY FORWARD

Cash technical working group meeting

Venue: UNHCR Office, Kyiv (14, Lavrska St.)
Date: 26 February 2015
Time: 17h00-18h30
Participants: ECHO (will liaise with DFID), OFDA, UNHCR, UNOCHA, Save the Children, DRC, ACF, PIN (all in representation of the INGOs Forum), WFP, Food Security and Shelter Cluster Coord.

The purpose of the meeting is to agree among all the participants on the harmonization of the amount of the grant with regard to multifunctional cash. With beginning of the new program funding cycle many agencies have proposed drastically different standards to cash.

Outcomes of previous discussions (23.02.2015) within Shelter/NFI Cluster were presented by Marc Gschwend (UNHCR Cash Expert):

- *Rapid devaluation of the UAH.*
- *Govt. assistance to be considered when designing CBI.*
- *Baseline is for adult UAH 1500 UAH, for a child UAH 500 UAH, that means a family with 3 children: UAH 4'500 UAH (EUR 150 or USD 170).*
- *Cash grant shall cover a three months need of support of a household.*
- *Next revision of cash grant amount – may 2015 (conducted by Shelter/NFI Cluster).*

Actions

- *Monitor the exchange rate between UAH and USD (Euro)*
- *Get formal agreement at Cluster level and Donors level*
- *Establish baseline market survey by the end of the first week of March (baseline indicator).*
- *Monitor market prices regularly*
- *Revise baseline of grants every three months*
- *Next revision: April 2015*

Discussion on multifunctional unconditional cash grant amount:

In the context of limited funding and significant levels of need, it is better to meet more of the most vulnerable by giving a less (as opposed to a smaller number of the most vulnerable with a higher value transfer of cash). This is also based on feedback from the \$300 USD per family transfer through the winterization program, and concerns that we were creating tensions between who gets/doesn't get and with host communities also. To abide by the Do No Harm principle and to mitigate protection risks, a lower average package of support was agreed.

- **For multi-sector cash over 3 months, we would give 1000 UAH per person (i.e. the equivalent 333 UAH per person per month).** This works out at 2,000 UAH per person over a 6 month grant.

- We would NOT be distinguishing between adults and children, with children getting less (500 UAH versus 1,500 UAH). All HH members to get 1000 UAH.

- We agreed the average HH size is 3 people. As we now have a fixed value per person in the HH (1000 UAH over 3 months) for extra family members we use the per head figure to increase the package size.

- **So for an average family of 3 people x 1000 UAH per person = 3,000 UAH (approx 95 Euro OR \$100 USD) over 3 months.**

- As the UAH is devaluating significantly we agreed we needed a fixed transfer amount in UAH, and it will be communicated between implementing agencies and donors what we would do with any unspent budget lines. The general feeling amongst INGOs was either a) reach more beneficiaries or b) increase package of support, especially if prices were going up.

- We also agreed to a minimum of market price monitoring every 3 months, starting April 2015. UNHCR to lead on this, supported by the Cash working group when functional. Monitoring of prices and noting trends in fluctuation, this information will be circulated also to the cluster and recommendations for adjusting the value of the support package (up or down, depending on the UAH value and market prices/affordability) would be proposed.

- The frequency of transfers was discussed but it was agreed this depended on whether work was in Govt/non Govt areas, and so was also limited by access. It was noted by SCI's the preference for regular, sustained support as opposed to one-off distributions for the most vulnerable. One-off cash injections are remain appropriate to meet immediate needs i.e newly displaced or newly crisis-affected. It was also noted due to the chronic nature of the crisis the longer term shift should also be towards some form of conditionality (i.e. cash for work) as a more sustainable means of supporting IDPs.

- Vulnerability criteria (Vulnerable & Extremely vulnerable) were already broadly agreed – all agencies had categories but most were similar (elderly, disabled, female-headed household, households with more than 2 children). It was suggested to follow the same method as proposed at an ECHO meeting to have a 'tick-box' approach as a basic way to separate vulnerable from extremely vulnerable. Agencies who have the capacity to do more in-depth analysis i.e household income, benefits received would do so, but this is time consuming and not possible for all agencies. It was noted that, in general, are more people who need of assistance than assistance available, and multiple filters to find the most in need are applied.

- Operational modalities would dictate how the cash is transferred, both in terms of mechanism (cash v voucher v in kind) and frequency. This is predominantly dictated by location and security and therefore complete alignment is not possible between agencies.

- Cash is a mechanism NOT a programme intervention itself, and as such all agencies had a responsibility to ensure their programme objectives were being met (i.e. families able to afford their rent/shelter repair/food package etc etc) through post-distribution, HH surveys and market monitoring, and feed this back through the Clusters. It was noted there was a need for greater inter-cluster coordination due to the increasing use of multi-sector cash.

- Agreed this is not an exact science and is just a starting point – very much subject to change based on monitoring/feedback, but we needed the new funding being released by the donors to be in alignment and coordinated, and to enable implementing agencies to move ahead with project proposals. Better to test it and adjust than not start at all.

Food Security Cluster and WFP outlined that this approach (for various reasons that were explained) cannot be applied to CASH for food actions.

Food Security Cluster Coord. arrived in country only recently and needs 10 days to come up with an agreed standardized per beneficiary per month Cash and Voucher amount in UAH. The mechanism to adjust/adapt the value of the food package can also be revised every three months based on market assessment. An agreed standardized daily caloric intake value per person to be recommended.

- Food Security Cluster presents its findings and recommendations with regard to cash grant for food not later than 09 March 2015.

All participants to share this recommendation:

- NGOs with their programme teams
- NGO Forum Steering Committee (DRC, SCI, PIN) to share with other NGO Forum Members.
- Donors to check with the HQs

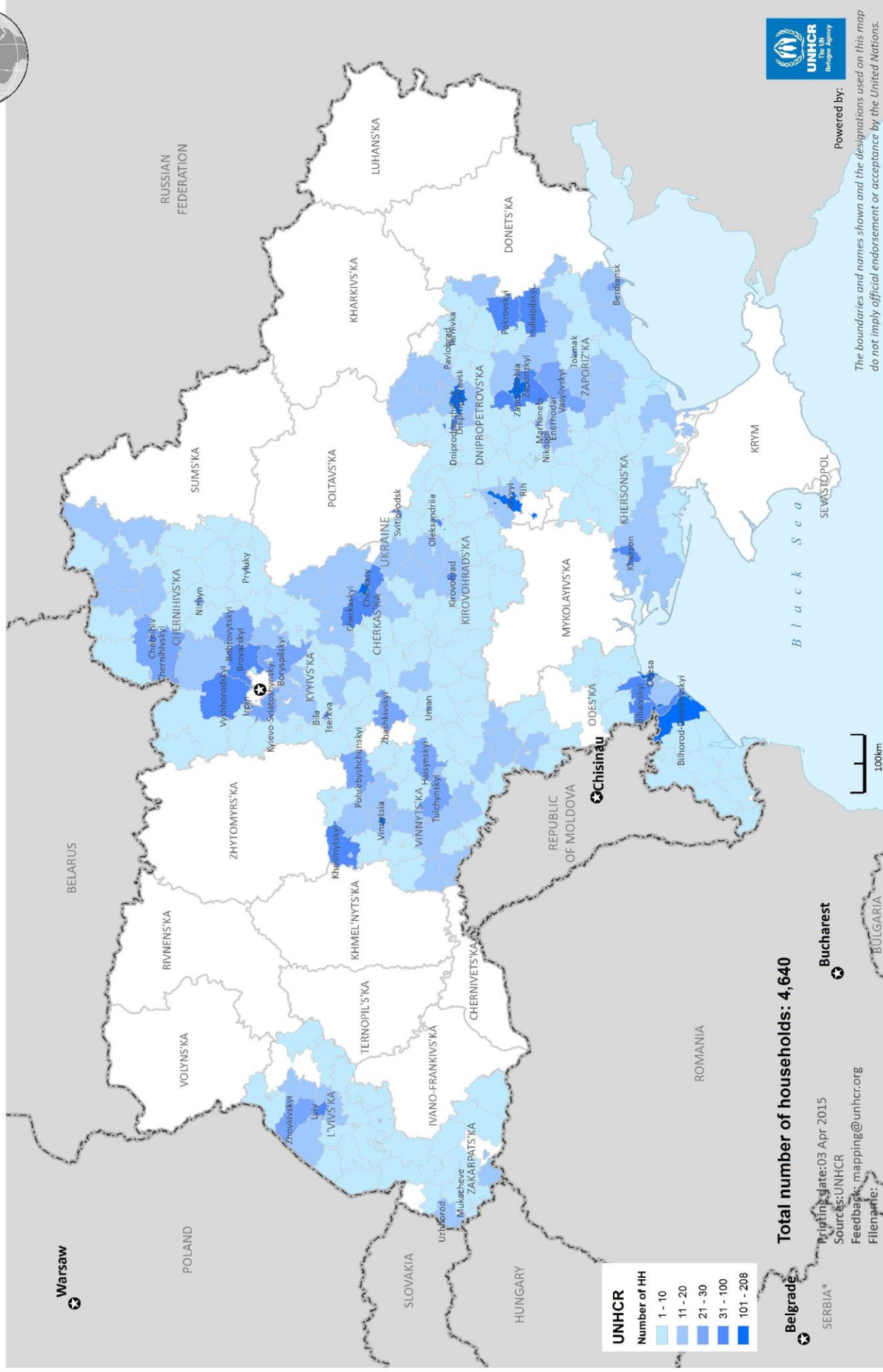
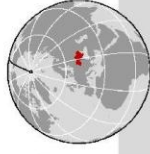
ECHO would urge OCHA and the overall cluster system to adopt temporary measures to facilitate the cash and voucher WG regular meetings. Inter-cluster coordination should be also beefed-up.

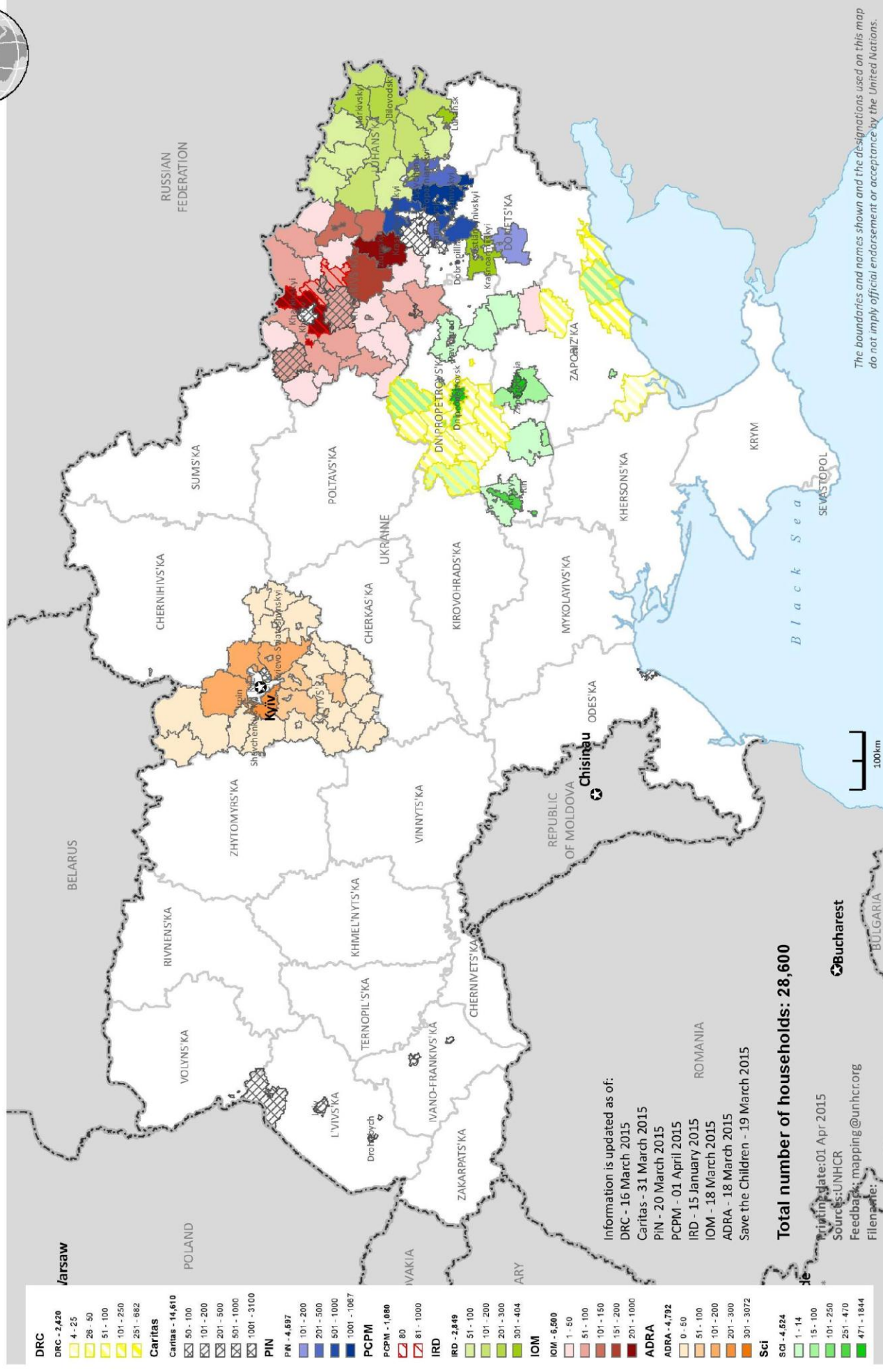
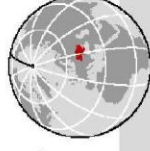
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ANNEX II - Vulnerability criteria – WAY FORWARD

Vulnerability criteria for cash assistance

| | | Multifunctional one time assistance | Conditional assistance with grading | | Documentation |
|--------------------------|--------------------------------------|---|---|---|---|
| | | | Serious | Severe | |
| Personal Vulnerabilities | Elderly | Over 60 | Over 70 | Over 80 | Any certifying age documents: passport, passport to travel abroad, driving licence etc |
| | Mobility | Light challenge | Medium (2 sticks) | Completely immobile/ bed, Serious (de-ambulator) | Medical certificate or NTF of verified observations |
| | Pregnant/lactating women | Pregnant less than 6 months or lactating after 6 month | 6 month of Lactating | 3 last month of pregnancy | Medical certificate, Certificate, certificate of death of a spouse, divorced with proof of no alliments |
| | Single parent | 1 child or more | 1 children & 1 dependent | 3 or more dependents | Certificate of a large family, certificates of birth of children |
| | Numerous families | 3 & more | 5 & more | 7 & more | Disability certificate |
| | Disabilities | CAT III | CAT II | CAT I | Medical certificate (by the hospital) |
| | Chronic diseases | no regular monthly payment | medical treatment > 200 < 1000 UAH month | more than 1000/month | |
| Socio Economical | Incomes level | Irregular job, spouses with regular low paid job | No income but got access to some social payment (s) | No income with person who did registered with employment services and no other social payment | As option: registration with unemployment service; interview, documented home visit |
| | Financial resilience | Job profile of low need | Damaged housing left behind/business | Nothing left or accessible | registration with unemployment service; interview, documented home visit; proof of destroyed house |
| | Relatives/ social network | Support from few friends, relatives | Support from few friends, relatives on the verge of exhaustion | No other support, friends or relatives in the area | interview, home visit |
| | | | | | |
| Shelter related | House destroyed | N/A | N/A | House totally destroyed | It on the territory under Gvt control - documented assesment by local authorities; if not - interview, option - check visit by partner if security situation allows |
| | House seriously damaged | Windows, opening and other Occasional housing is available from time to time | None useable, no roof Sleeping in churches, at train stations | Non useable, structural work | the same |
| | Homeless | | | Sleeping in the street | interview |
| | Collective Center | Stay more than 10 days during the last 2 months | Permanent stay in collective center(more than 3 months) | Permanent stay in a specialized collective center(more than 3 months) - elderly house, special care institution | interview, documentation of stay in CC, visit |
| | Risk of eviction | Exhaustion of resources foreseen | Already notified | Imminent, un-mitigable | eviction letter, interview, check with owner/manager |
| | House/ accommodation not to standard | Water and sanitation outside / on floor level/ not sufficient (1 cubical for 10 p) | Non winterized/ not hotwater, less than 9 m2 / person, wat san (1 cubical for 20 p) | Less than 3.5 m2 per person | house documents, home visit |
| | No access to place of origin | No infrastructure at the place of origine | Conflict in district but not affecting the village or less 10 km from conflict line | Direct documented life risk, shelling on village | interview, situation research, |





Shelter/NFI Cluster Ukraine address: 16, Lavrska St., Kyiv 01015, Ukraine

Shelter/NFI Cluster Google Group:

<https://groups.google.com/forum/?hl=uk#!forum/ukraineshelternfi>

To access the most recent documents and maps, please visit:

<http://www.sheltercluster.org/response/ukraine>

