

Beneficiary Selection Criteria for Shelter Support by Humanitarian Organizations

(Background Document 1 to the Prioritisation Tool)

INTRODUCTION

In recent disasters in the Philippines, the poor as well as other vulnerable groups have consistently been disproportionately affected ([IDMC 2013/01](#)). An estimated 80% of vulnerable groups (persons with disabilities, pregnant and lactating women, and older people) affected by Typhoon Washi were not given special attention ([PDNA 2012/07/06](#)), highlighting the need to ensure, identify and respond to the needs of vulnerable groups. In response to Typhoon Ketsana and Parma, need assessments generally left out disaggregated data by sex and age. This renders women, girls, boys invisible (DARA 2010/04). This gap, combined with a lack of data on older persons, persons with disability, and indigenous population further marginalises vulnerable groups. Source: ACAPS Secondary Data Review report (2014/01).

The shelter cluster projects in the Strategic Response Plan (SRP) are underfunded: partners have appealed for 178 million USD, but as of 21 January, only 24% has been funded. While funding exists outside of the SRP, serious gaps remain. This means that shelter cluster partners will need to prioritize the most affected geographical areas as well as target the most in need within those areas. In identifying the most in need it is helpful to look at both pre-existing and new vulnerabilities and coping capacities after Yolanda.

As humanitarian organizations, we must be guided by the Humanitarian Principles: **Humanity, Impartiality, Neutrality and Independence**.

This document relates to emergency shelter solutions and recovery shelter solutions.

GEOGRAPHICAL COVERAGE

In deciding on which municipalities to prioritize assistance, it is recommended to consider the level of damage to houses (total number and damage density), the level of poverty, the **presence of other humanitarian organizations** in order to avoid overlap and to meet gaps in assistance, and other relevant factors.

According to the REACH assessment (2014/01), which is based on field assessments carried out in December 2013 across the affected regions, almost 82% of shelter assistance is concentrated in or close to coastal areas and only 18% of the shelter assistance has been delivered to the inland communities despite the extent of shelter damage in those areas. However, many homes in rural and inland areas have also been destroyed. Recommendation is to prioritize vulnerable persons living both **inland** and in **coastal** communities affected by the typhoon and coordinate with other organizations to avoid overlap and to meet gaps in assistance.

Partners distributing materials could consider to prioritize areas with low **access to markets and/or transport**?

Municipalities VS Barangays: It was agreed that agencies should be encouraged to focus on fewer Municipalities providing for more Barangays, rather than choosing one or two of the most affected Barangays from a large number of Municipalities.

KEY VULNERABLE GROUPS

Vulnerable groups refer to people who are especially susceptible to the effect of natural/man-made disasters or conflict. People ARE, or BECOME, more vulnerable to disasters due to a combination of physical, social, environmental and political factors. Vulnerability is NOT A FIXED STAGE or CATEGORY. Among the affected population, persons with the same characteristics will not experience the same level of vulnerability.

Regarding shelter & settlement needs related to typhoon Yolanda/Haiyan, the following groups have been identified as key groups more susceptible to become vulnerable or increase their level of vulnerability:

- **Pre-existing vulnerabilities:** poor households with persons with reduced mobility, pregnant and lactating women, women/single/children/older persons/heads of large households, households with person/child with disability family members, indigenous persons, etc. This includes also people with new or exacerbated hardship due to the impact of the typhoon.
- **Level of destruction:** poor households living in an unsafe structure or an uninhabitable house due to impact of the typhoon.
- **Land and property tenure:** households that have lost legal title or those who never had it.
- **Recovery capacity:** poor households with low self-recovery capacity (including loss of livelihoods), and those that compared to the community situation haven't been able to rebuild a safe shelter.
- **Relocation:** households at risk of relocation due to no-build zones.
- **Access to materials:** households in rural areas with low access to materials.
- **Displacement:** poor households that are displaced and settled informally.
- **Host families** who are supporting other families, but have limited means.

The vulnerability analysis should take into account personal factors (pre-existing or new vulnerabilities), environmental factors (impact of typhoon, loss of livelihoods and materials...) and the household's capacity to recover. This will help to identify those persons/households for whom it will be harder to recover without support. According to your sector of intervention and capacity, identify those MOST vulnerable within the community and PRIORITIZE persons that are facing higher risk.

AVAILABLE LISTS OF POTENTIAL BENEFICIARIES

The DSWD database of poor households is called the **NHTS-PR** (National Households Targeting System-for Poverty Reduction). Drawing from the NHTS-PR, two key lists are available:

1. **Pantawid** or 4Ps or CCT list (4Ps is the acronym for Pantawid Pamilyang Pilipino Program, while CCT is the English translation of Pantawid). These are poor families that have pregnant woman or children ranging from 1 day old to 14 years old at the time of the survey. Pantawid beneficiaries are currently receiving financial assistance from the government, subject to compliance of conditionalities e.g. P500 for health for 12 months and P300 for education per child x 3 children (maximum) for 10 months; total annual support for qualified family with 3 children (if 100% compliant) = Php15,000.00 or Php1,400.00 monthly support.
2. (Non-Pantawid) **NHTS-PR** List (National Households Targeting System-for Poverty Reduction). These are poor families too but they don't have a pregnant woman family member or children ranging from 1 day old to 14 years old at the time of the survey. The family members might be composed of adults or elderly. These families are not receiving financial support from the government. However, they are targeted to receive at least two interventions from DSWD's programs/services re protective services or livelihoods.

Additional lists available:

3. List of **totally and partial damaged houses** (all affected families – rich and poor) validated in December. DSWD can provide a list of the poor households that have totally and partially damaged houses specifying whether they are Pantawid or non-Pantawid households.
4. List of **persons with disabilities (PWD)** - sometimes available at municipality and barangay. Disable persons organizations (DPOs) are a very good contact.

Notes:

- It is important that these lists provide disaggregated data (Age, Sex, Diversity, and other social markers of exclusion) to have a wider view of needs and level of vulnerability within the household. If is not the case advocacy and technical advises should take place.
- Agencies are encouraged to also meet the needs of those who may fall outside of the Pantawid and NHTS-PR lists, particularly persons who may have new or exacerbated vulnerabilities, such as persons with disabilities, persons with chronic illness, older persons, indigenous persons, informal settlers and seasonal workers.

VERIFICATION

Regardless of the beneficiary selection methodology used (and the lists and criteria behind it), verification is highly recommended in the field. Independent information is needed (provided ex. partners doing the response/ assessment). To determine whether there are people not on the list who should be covered. How best to do this?

- DSWD is revalidating lists submitted by the LGUs.
- Barangay captain and, in relevant areas, indigenous leader. (In some areas there is both a barangay captain and an indigenous leader).
- BNS / BHWs (Barangay Health Workers) – Nutrition or Health volunteers – sometimes better knowledge at local level than others including the captain.
- Team leaders of the Pantawid program at Barangay level.
- Discussions with local community groups, such as women’s groups, elders, and SK (youth group at barangay level), Disability Persons Organisations and local NGOs.
- When possible house to house assessment that will analyze vulnerable households identified in the previous steps and others identified during walk through in community.
- When time allows, organize a participatory community mapping together with the population.

One approach is to start with Barangay captain, but then get further opinions from other above, ideally separately from the Captain.

Some recommendations:

- ***Cross checking different lists*** would give you a very good overview of needs in the Barangay; for example *getting information from Team Leaders and DPOs would give us access to persons that haven’t been registered (and there is where the most vulnerable could be).*
- *Make sure specific individuals (those with disabilities, elderly, special needs, female headed HHs etc.) are not off the list.*
 - *We need to ensure that **women are among those consulted.** For example speaking with BHWs and with local women’s groups who may have different perspectives and knowledge of the beneficiaries list and any gaps on the list.*
- *Make sure houses included in the list of partially or fully damaged houses due to typhoon Yolanda did not recover yet, and also make sure that all houses that are still partially or fully damaged by Yolanda are on the list:*
 - *We do **not need to establish and impose specific objectively verifiable indicators** of what makes a house partial or totally damaged – consult within the community to identify those who are living in unsafe or uninhabitable structures. The community will know who should be on the list.*
 - *Generally, this can be accomplished by **random sample of HHs** on the partial/total damage list, verifying those HHs on list are damaged and while walking through the Barangay, verify that other houses which are nearby and damaged are indeed on the*

list. Alternatively, houses on the damaged list are almost always OK to be on the list (everyone knows what total damage is). What is less clear is partial damage, so might be more efficient to invest time into verifying the partial damage lists.

- *Many people have already constructed a **makeshift house**, which is unsafe or unsuitable for medium-term habitation. These families could be passed over in the process of selection as they might appear to be less needy. However they are likely to be equally poor and their livelihoods equally affected. By including a variety of options for meeting the conditions (eg building a latrine) these families can still be included. Beneficiary selection can be done at community level with the assistance of the barangay captain and other community members and will be completely transparent with an appropriate accountability structure in place.*
- **Verification is a process that does not take much time and that is simple** – To provide impartial assistance and to ensure that the most vulnerable are included in the response it is imperative to consult with a variety of community members.

Update: shelter cluster partners are currently developing a model assessment tool to assist with targeting of beneficiaries in the early recovery and reconstruction phases, in order to identify the most vulnerable within a community. This tool will be discussed and shared among all interested partners. Expected timeline is that the tool will be available in February 2014.

OPTIONS FOR COMPLEMENTING GOVERNMENT SUPPORT

1. Humanitarian agencies complement the same targeted group with complementary assistance.
2. Humanitarian agencies, after completing verification, address other poor and vulnerable families not found in DSWD lists.
3. Agencies will be implementing their activities first; DSWD to address those who agencies haven't yet assisted.

Our recommendation should be to ensure that vulnerable populations who are not currently covered (by the government or other organizations) are assisted.

For more information and recommendations see the "From Strategy to Operational Framework" (SOF) document, which is currently under development by shelter cluster partners and will be available at the shelter cluster Philippines website.

COMMUNITY DYNAMICS

As another consideration, when selecting beneficiaries from within a barangay, it is also recommended to consider what **support can be given to other members of the community not identified as recipients of humanitarian assistance**, such as awareness-raising, training, or support for repair of an community facility that could function as an evacuation centre for future emergencies. The risk of tension between those who receive assistance and those who do not should also be considered.

Communications with communities has to be both ways: from the humanitarian agency to the beneficiaries (to introduce the different interventions and the selection criteria) and from the communities to the humanitarian agency (to provide feedback on the perception and appropriateness of the intervention). Such communication channels can clarify concerns from the communities, inform programming, and also help to identify any persons who have been missed out in the selection of beneficiaries.

MONITORING

Agencies are encouraged to include a complaints and response mechanism as part of their programs. Agencies are also encouraged to conduct post-distribution monitoring (e.g. survey a % of households) to analyze factors such as how assistance provided was used, any problems with the assistance, feedback on the process itself, and to monitor any exclusion/inclusion errors and take appropriate action.