

Shelter Cluster Approach: Gedeo and West Guji

Version 4: 25 November, 2018

The following document defines the goals and the methods of the humanitarian agencies providing Shelter and NFI in Gedeo and West Guji. It is based on humanitarian principles and on international humanitarian law.

It draws heavily from Chapter 13, *Targeting methods and mechanisms* from the National Guidelines on Targeting Relief Food Assistance from the Federal Democratic Republic of Ethiopia Ministry of Agriculture Disaster Risk Management and Food Security Sector. In particular it stresses the fundamental principles that targeting should involve humanitarian agencies,¹ be based on need, and that assistance should prioritise the most vulnerable and the most urgent cases.

“Well-targeted relief assistance will not only safeguard the lives and livelihoods of disaster-affected people, but will also safeguard the overall economic growth of the country and reduce future dependency, by enabling people to recover their self-reliant livelihoods as quickly as possible after a shock.” – Ato Mitiku Kassa State Minister Disaster Risk Management and Food Security Sector

The goal of the Shelter Cluster is to support the Government of Ethiopia to

- a. Provide life-saving assistance to IDPs and returnees in line with principles of Do No Harm, Protection and Returns,
- b. Reduce the harm caused by displacement (singular and serial) through provision of assistance suited to settlement typology, respecting the intention of persons of concern,
- c. And where HLP assessment shows that individual HH's return to their home site is dignified, safe, sustainable and voluntary; to repair and rebuild homes in a way that means occupants are not put at greater risk of harm.

Registration, Targeting, and verification

“Under-registration of household numbers is unacceptable and should be corrected. In addition to distorting the targeting itself, they make registration lists almost impossible to interpret as an accurate record of who received what.”²

Under-registration and challenges with prioritization have been reported. The below guidance underlines the importance of impartial registration as a key component of enabling humanitarian agencies to support the government's humanitarian response.

¹ “At both wereda and kebele level, humanitarian partner staff should be included in the relief body” National Guidelines on Targeting Relief Food Assistance, Federal Democratic Republic of Ethiopia Ministry of Agriculture Disaster Risk Management and Food Security Sector, v. 2011 (p55)

² Ibid. (p61)

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Priority should be given to those most at risk, and targeting must be needs-based (following an impartial and transparent assessment of the vulnerability and needs of different groups). All actors and organisations involved in the targeting of relief food assistance in Ethiopia should strive to meet these standards.³

Beneficiary identification starts with a meeting involving the relevant Woreda's Administration, DRMO, other relevant Woreda offices, representatives from the targeted Kebeles (as agreed with the cluster), relevant cluster coordinators (often SMS and Protection as well as shelter), the partner (NGO or UN agency), the affected community and potentially other agencies working in the Woreda. Communities have a key role in deciding the final level of targeting (registering households and individuals to receive aid).⁴ This meeting should take place before listing any potential beneficiaries and well before transporting items to the Woreda or Kebeles. The introductory meeting should address three key points in the formation of a registration committee:

1. Explanation of the purpose of the distribution: all stakeholders should be clear on who the target group is and why (detailed vulnerability and shelter severity targeting guidance can be found below). When necessary, explain the Common Operational Guidelines from the HCT, donor regulations and humanitarian principles. If there is a challenge, the cluster coordinator (and OCHA) are willing to support.
2. Identify and agree on targeted locations within the Woreda. This could be specific collective centres, Kebeles with high numbers of persons of concern, specific neighbourhoods, villages, or affected host communities. While the Shelter and NFI cluster at zonal level works with OCHA to keep an up to date list of critical needs and they should be consulted first, Kebele representatives, DRMO and others working in the Woreda will be able to add context. At this meeting representatives from Kebeles can indicate numbers of potential beneficiaries in each of these proposed target areas- they may need to be asked to include IDPs in the figures. The meeting should prioritise and select areas for the specific registration of beneficiaries.
3. Lastly, the meeting should agree on committee members for the actual registration of beneficiaries and prepare a plan/schedule for registration in in each location.

When the committee is established for registration of beneficiaries, the relevant parties should work as a team, with the assisting agency, to do the registration. This reduces challenges during verification and the verification process can then be used to issue tokens used for the actual distribution.

If government do not allow the agencies to participate in the registrations, the responding agency should advise the shelter cluster coordinator, OCHA and their country offices in Addis.

People with specific needs (PSNs) and severity shelter ranking

³ Ibid. (p 16)

⁴ National Guidelines on Targeting Relief Food Assistance, Federal Democratic Republic of Ethiopia Ministry of Agriculture Disaster Risk Management and Food Security Sector, v. 2011 (p.18)

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The number of people in need of shelter and NFI is greater than the available stock. Agencies have agreed to harmonize their approach to the provision of assistance through common use of specific need targeting of displaced persons. In certain cases, where there are critical needs within the non-displaced host community, agencies have been authorized to provide assistance in line with the same criteria and not to exceed twenty per cent of the total assistance being made available within that Kebele. Households including people who meet the following criteria are expected to be most affected by the current crisis and should therefore be prioritised for relief assistance. No factor other than need (such as family ties, friendship, enmity or prejudice) should be allowed to influence the selection process. Relief should not be shared equally among everyone, but should be allocated equitably (fairly) according to people's different levels of need.⁵

1. Separated/at risk child
2. Woman at risk
3. Older person at risk
4. Pregnant
5. Single parent
6. Disabled/physically or visually impaired/serious medical condition
7. Special legal and protection need
8. High risk as a result of poverty (community-identified)

Reducing Risks

It should be communicated to all stakeholders that it may be younger and fitter members of a given family that will be authorized to collect the items. This, like all the stages, requires prior explanation and demonstrable verification.

There will be cases where PSNs can't collect stock independently and require logistical support that agencies have a duty to provide when the distance is too far, the goods too heavy or the protection risks too great.

Safety must be prioritised at all stages. This requires clear communication and agreement with all relevant stakeholders about activities and responsibilities, planning and due diligence on those involved in providing the items and potential security.

The following risks are cause for suspension of activities and require review prior to restarting activities. The following includes guidance adapted from the Humanitarian Country Team and agreed by all shelter cluster agencies:

- a. Targeting (and verification): Prior to any distribution, partners to ensure that those they agree to target are amongst those assessed and agreed as having the most acute / immediate needs. In incidences where this is not the case, planned (or requested) distributions should be halted and immediately flagged to the EOC Coordinators, the cluster coordinator and OCHA for further review and resolution.

⁵ National Guidelines on Targeting Relief Food Assistance, Federal Democratic Republic of Ethiopia Ministry of Agriculture Disaster Risk Management and Food Security Sector, v. 2011 (p62)

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- b. Risk Assessment: Prior to any distribution / intervention – partners to conduct a risk analysis and consider whether the activity 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 Government, and / or by complementary program activities. Compare risks and benefits of different response modalities, e.g. cash, vouchers or in-kind. This is paramount when considering HH-specific assistance such as rebuild/repair
- c. Accountability to Affected Population: Include affected communities in the design of the specific response activity – ensure that targeted communities are invited to identify their own protection risks. Explain program goals to all community members – including non-beneficiaries.
- d. Challenging requests from the Government (or those that put humanitarian principles in ‘question’) should not be accommodated
- e. Partners will not provide shelter/NFIs to those boarding buses / trucks (to avoid incentivizing return)