

Individual Protection Assistance Cash Program

Post Distribution Monitoring Report

15 May 2020



UNHCR's "cash for protection" has been an important tool to facilitate solutions for a variety of beneficiaries. In the photo, Maryna* was provided with "cash for protection", by UNHCR's NGO partner Proliska, in order to purchase food while she waited to receive permission to be able to cross the "contact line" in east Ukraine. Maryna has a two-year-old child who underwent heart surgery and stayed in a medical facility in Kyiv. However, when the mother and child tried to cross back into non-government controlled areas, they were unable to do so because the "contact line" had closed due to COVID-19 restrictions. Cash for protection helped them access food and shelter as they waited to cross. Photo by Proliska.

Overview

In line with its people-centred approach, UNHCR conducts post-distribution monitoring (PDM) on a regular basis for each of its protection activities in order to deepen its understanding of the impact these activities have on the persons the organization assists and provides protection for. These PDMs ensure that people are at the centre of decision-making concerning their protection and well-being. This report presents the result of a PDM conducted by UNHCR's NGO partner **Donbas SOS** through phone interviews.



**PDM
Survey**



210

persons who received "cash for protection" were interviewed by UNHCR's NGO partner **Donbas SOS**



Sample 10%

(of the total IPA cash beneficiaries in 2019)

95%

Confidence level

5%

Margin of error



Introduction

A DIGNIFYING PROTECTION TOOL

Since 2017 UNHCR in Ukraine has been supporting internally displaced and conflict affected persons in eastern Ukraine through its Individual Protection Assistance Program (IPA) by utilizing cash as a modality (hereafter referred to as “cash for protection”) on the Government-controlled side (GCA)¹. In line with the World Humanitarian Summit’s Grand Bargain commitment to *increase the use and coordination of cash-based programming*, the use of cash is optimal in the Ukrainian context as beneficiaries can choose how and when to spend their assistance in order to reduce their protection needs. In that sense, “cash for protection” has proven to be both an efficient and dignifying protection tool. In 2019, the recipients of UNHCR ‘cash for protection’ included conflict-affected persons (78%), followed by IDPs (20%) and returnees (2%).

COMPREHENSIVE PROTECTION APPROACH

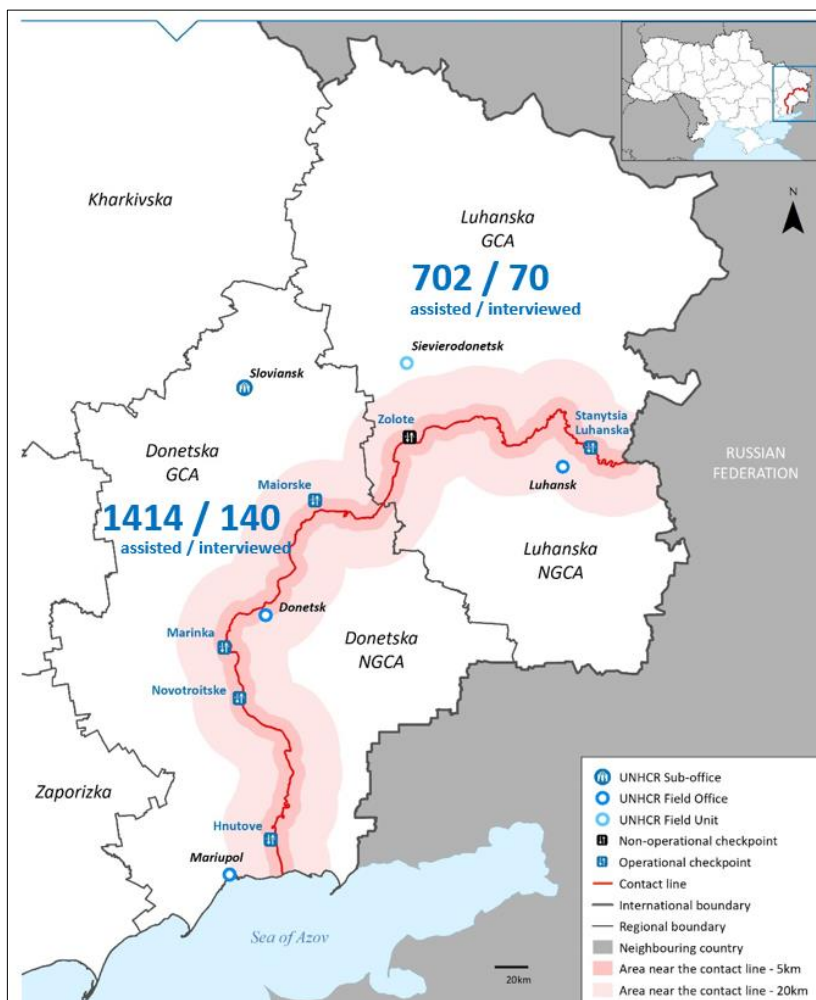
Provided only to persons with specific needs that fit into strict vulnerability criteria, ‘cash for protection’ is not an activity in itself but a strategy that complements UNHCR’s individualized protection approach, together with case management and social accompaniment of those who require support to overcome specific protection needs. Over the last three years of its implementation, ‘cash for protection’ has been reinforced to support clear protection outcomes, such as access to civil documentation, pensions and other human rights.

SERVICING CHALLENGING LOCATIONS

Since 2017, 9,575 persons with specific needs have received ‘cash for protection’, including 2,116 beneficiaries in 2019. UNHCR’s ‘cash for protection’ is provided to recipients on a one-time basis and is delivered through the Ukrainian National Post Service Provider “Ukrposhta”, which has an extensive presence in the field and experience reaching remote areas, including locations situated in close proximity to the contact line. This facilitates access to individuals with the greatest need, such as people with limited mobility, who were able to receive cash assistance at home, via a postman. In 2019, ‘cash for protection’ was limited to the conflict-affected areas of Donetsk and Luhanska Oblasts, meaning the locations near (0 to 20 km zone) the contact line on the government-controlled side, with 72% of beneficiaries located near the ‘contact line’ itself (0 to 5 km zone). This has ensured that the “cash for protection” program is explicitly servicing those that are directly impacted by the persistent conflict in east Ukraine.

TAILORED TO NEEDS

In line with the recommendation of the Cash Working Group, in 2019 UNHCR increased the transfer value from UAH 4,000 to UAH 6,000 per person (based on the calculation of UAH 960 per person, per month, for the period of six months). The recommendation of the Cash Working Group builds on the increased income gap of vulnerable individuals, living in the 0-5 km zone from the contact line in Donetsk and Luhanska Oblasts.



The map depicts both the number of beneficiaries of ‘cash for protection’ in non-government controlled areas (GCA) in both Donetsk and Luhanska oblast as well as how many beneficiaries were interviewed during the post distribution monitoring.

¹ Please note that UNHCR also implements t
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Overview of the ‘cash for protection’ selection

Beneficiaries of UNHCR’s “cash for protection” program are normally identified during case management or social accompaniment and can also benefit from other activities offered by UNHCR as well as referred to services and support provided by other humanitarian actors operating in eastern Ukraine. For instance, a person who has received “cash for protection” can also receive legal assistance, be supported with the rehabilitation of their houses (if it was destroyed by the conflict), be referred to psychosocial support as well as to services by Sexual and Gender Based Violence support partners. Follow up is continuously provided to beneficiaries until their protection needs can be addressed.

UNHCR and its partners verify the vulnerability criteria and identify individual needs through home visits. Then, through a multifunctional team, they decide, on a case-by-case basis, how recipients can be supported with “cash for protection”. Beneficiaries are identified through an [age, gender and diversity lens](#) which ensures that all groups of conflict-affected persons can access this assistance. The “cash for protection” program empowers recipients, as it provides an opportunity for them to decide how they will address their own protection needs. In Ukraine, [cash and in-kind assistance](#) has been considered by aid recipients as being a more dignified method of providing humanitarian assistance. It also supports displaced and conflict-affected persons in finding longer-term solutions.



1. Donors provide funding.
2. Recipients of “cash for protection” are identified through case management or social accompaniment.
3. Home visits are conducted in order to verify the vulnerability criteria and identify the person’s needs.
4. A multifunctional team decide how recipients can be supported with “cash for protection”.
5. Cash grants are delivered through the Ukrainian postal service Ukrposhta.
6. UNHCR post-distribution survey measures the impact.

AGE, GENDER AND DIVERSITY BENEFICIARY SELECTION

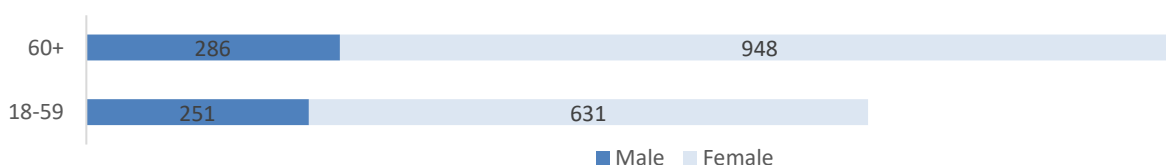
Categories of persons identified for “cash for protection” assistance include internally displaced persons and other conflict-affected persons living near the ‘contact line’ in government-controlled and non-government controlled areas. UNHCR provides “cash for protection” according to [four broad categories of vulnerability criteria](#) below.



General Data on IPA Cash Beneficiaries

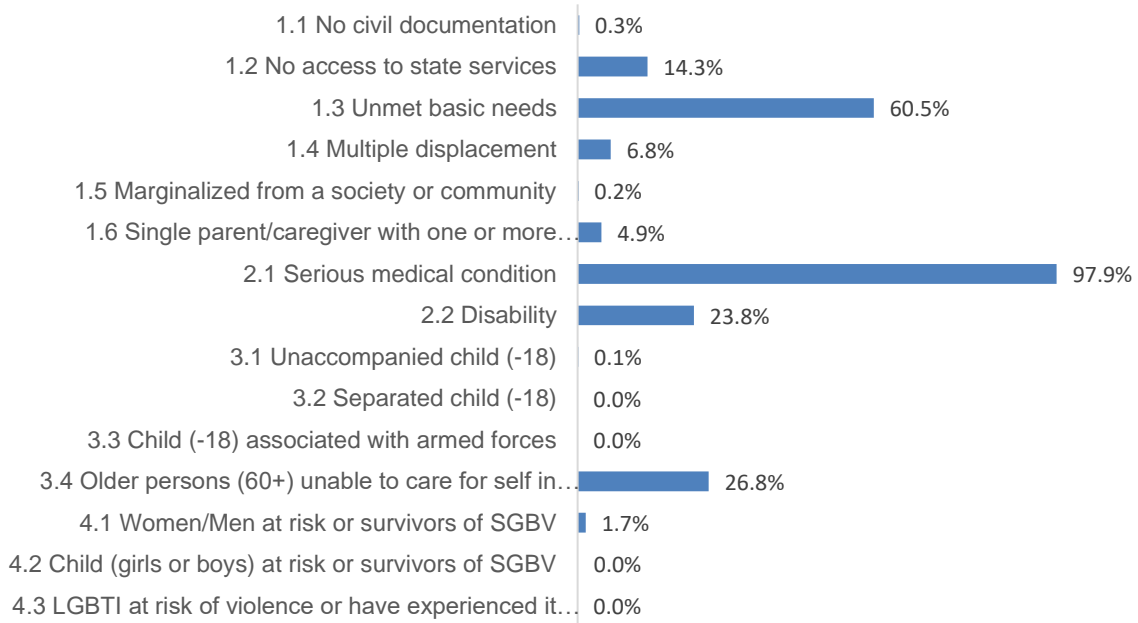
Gender Disaggregation: female beneficiaries represent 75% of those who received “cash for protection”, with most belonging to the 60+ age cohort.

AGD of the IPA Cash Program Beneficiaries



Vulnerability categories: the chart below reflects the distribution of 2019 IPA Cash recipients per vulnerability category. *Please, note that at least one beneficiary in most of the cases would have more than one vulnerability.

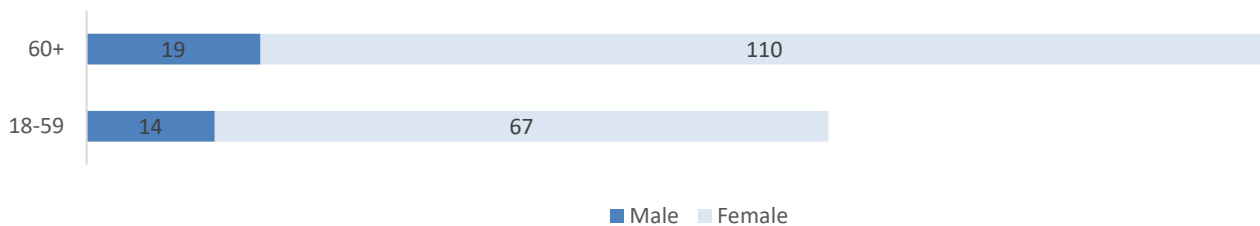
Eligibility Categories "cash for protection" Program Beneficiaries
(% of total)




Results of the Post Distribution Monitoring

Age cohorts: the PDM survey respondents are divided into two age groups. The majority of respondents (61%) belong to the 60+ age cohort, which matches the demographic of the total beneficiaries of “cash for protection” assistance.

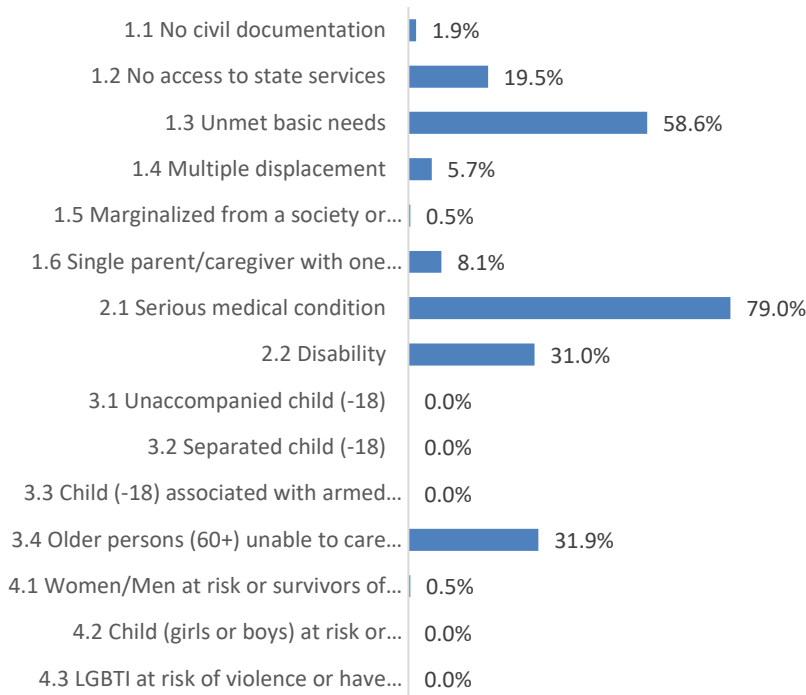
AGD of the PDM Respondents



Gender disaggregation: In terms of gender disaggregation, women represent 84% of those who participated in the PDM. In this regard, it is similar to the ratio of women to men of the total “cash for protection” recipients (women – 75%, male – 25%). The same applies for age cohorts ratio (60+ 58%; 18-59 42%). In this regard, the PDM based itself on a similar age and gender disaggregation of the “cash for protection” beneficiaries in east Ukraine.

Vulnerability criteria: As reflected in the chart below, the most common vulnerability criteria among the PDM survey respondents are persons with a **serious medical condition** (79%), followed by **persons with unmet basic needs** (58.6%) and older persons unable to care for themselves on a daily basis (31.9%). Respondents would generally have more than one vulnerability.

Eligibility of PDM Respondents



Case Study (1)

Sergii's* apartment was damaged by the conflict in 2015 along with all of his civil documents. Suffering from mental health, he also faced marginalization. Without access to social services and pensions, he experienced starvation in various occasions. Eventually he had to have his foot amputated after suffering from frost. Therefore, since 2018, UNHCR's NGO partner Proliska supported Sergii with case management and "cash for protection" assistance, which he used to renew his passport and disability certificate, granting him access to continuous support and social benefits from the Ukrainian State.

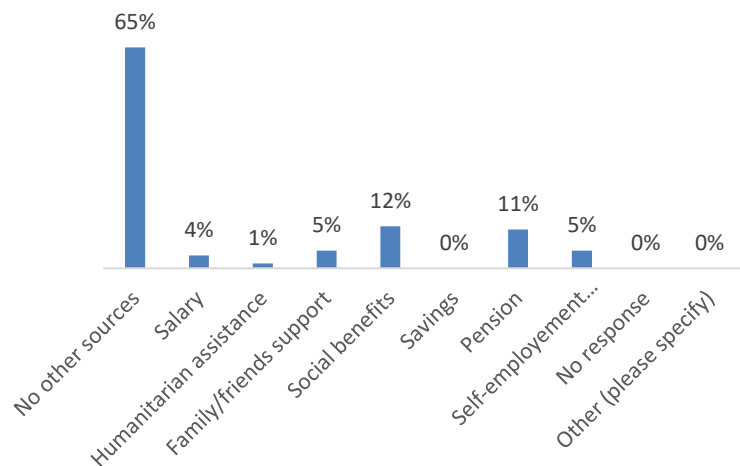
Primary source of income: the absolute majority of the PDM respondents indicated pensions (74%) as their primary source of income, followed by salary (14%) and social benefits (7%). Comparison with the PDM results over the last three years of "cash for protection" demonstrates that pension remains the main source of survival for the IPA Cash recipients. However, dependency on social benefits has reduced twofold. The worrying trend remains with 65% of the PDM respondents mentioning that they do not have any other sources of income, which leaves them financially vulnerable.



Case Study (2)

Iryna* is an IDP from Donetsk. After her displacement, her house near the contact line was hit by shelling and destroyed in October 2019. All her civil documents were lost when her house burned down after the shelling incident. Currently she is in Avdiivka hospital for treatment as she suffered serious burn injuries. She received 'cash for protection' for her medical examination, which paved the way for her to obtain her documents and disability certificate, allowing her to receive social payment from the Ukrainian Government.

Other sources of income of the respondents



DID YOU KNOW

Accessing medical related pensions in Ukraine takes long. Firstly, the individual needs to apply for disability status. For this purpose, it is necessary to get a declaration from a family doctor and undergo a detailed medical examination. This process takes time and requires more than one visit to a medical institution. For this reason "cash for protection" has been important to ensure that people can have access to medical services, which sometimes requires additional costs such as transport to get from their remote settlements along the contact line (especially if the person has a disability and is unable to use public transport), paper work and other expenses that needed for the status confirmation and pension reception procedures.



Shelter

Household size: most of the PDM respondents in 2019 was of a single person household, while in both previous years of this activity, household size average was of two persons.

Shelter/Housing Profile: Seventy-eight per cent (78%) of the respondents resided in self-owned homes, while 12% are renting apartments and 4% could only afford renting a room in an apartment; a considerably smaller ratio of the respondents resided with host families (2%) or in collective centers (1%). Some individuals preferred not to answer this question.

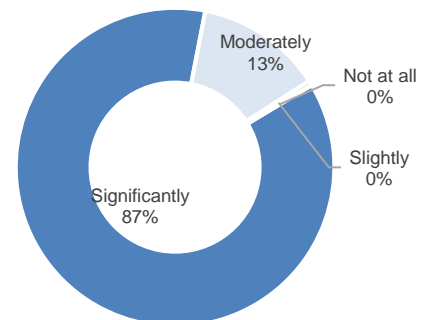
Housing conditions: Among the respondents, 62.4% informed that they are satisfied with their living conditions and 37.6% responded that they are not satisfied. Comparing against the PDM results from 2017 and 2018, the level of satisfaction with living conditions is much higher. This can be accounted to the fact that in 2019 many more cash recipients, and thus PDM respondents, are conflict-affected persons who live in self-owned houses. While in previous years of the project implementation, most “cash for protection” recipients, and thus PDM respondents, were IDPs renting apartments, or residing in collective centers.



Protection Impact

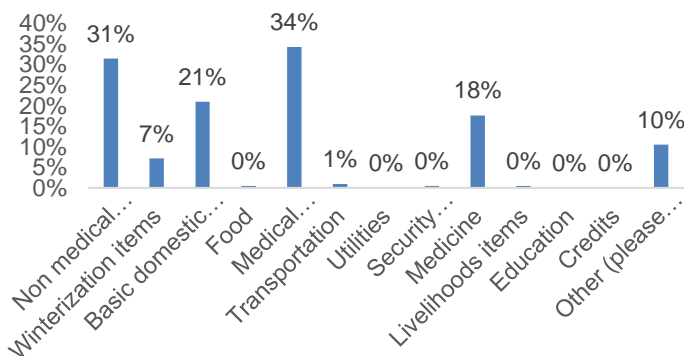
Utilization and satisfaction: All respondents confirmed having received their “cash for protection” assistance (6,000 UAH cash transfer through Ukrposhta). By the time that the PDM was conducted, 72% of the respondents had already used their assistance and 8% had used it partially. 77% of the respondents are satisfied with the amount of cash received, which is 18% more than in 2018. The ratio of persons dissatisfied with the amount of the assistance has decreased from 32% in 2018 to 17% in 2019. Such changes in the level of satisfaction with the amount of assistance are possibly attributed to the increase in the cash transfer value from UAH 4,000 to UAH 6,000.

To what extent cash assistance helped you to cover your needs?



Respondents by needs covered with assistance*

(respondents could say 1 or more options)

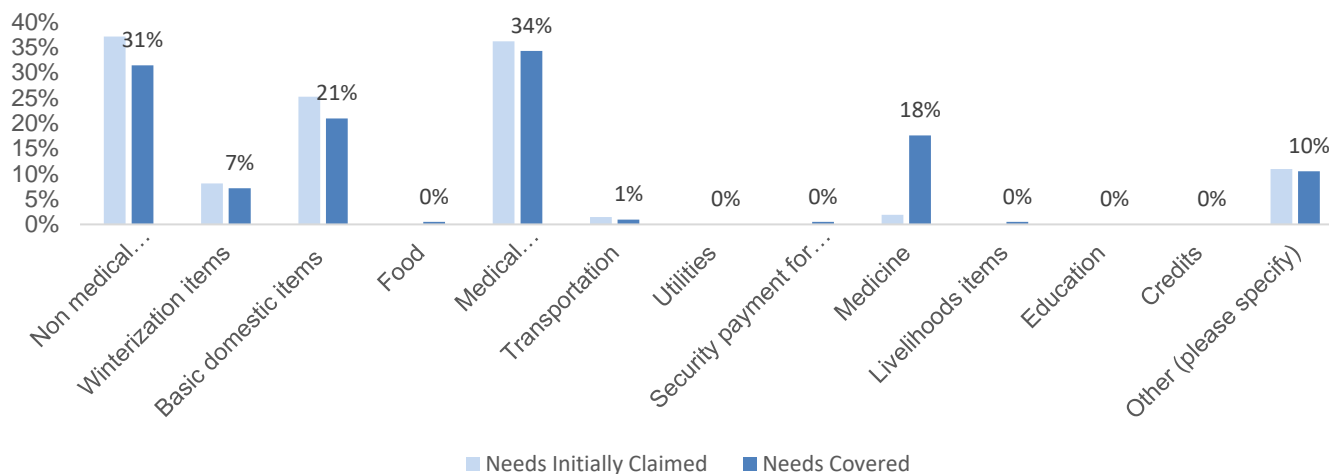


Case Study (3)

Anatolii* lives in Avdiivka, because of the severe stress he experienced as a result of the military conflict, Anatolii suffered several strokes. As a result, he saw his mobility reduced and his speech also was affected. As a result, he started to receive case management from UNHCR’s NGO partner Proliska. Thanks to ‘cash for protection’, Anatolii was able to pay for his transportation to a medical institutions. As a result of the examination, his disability was certified and, subsequently, he was able to receive disability pension.

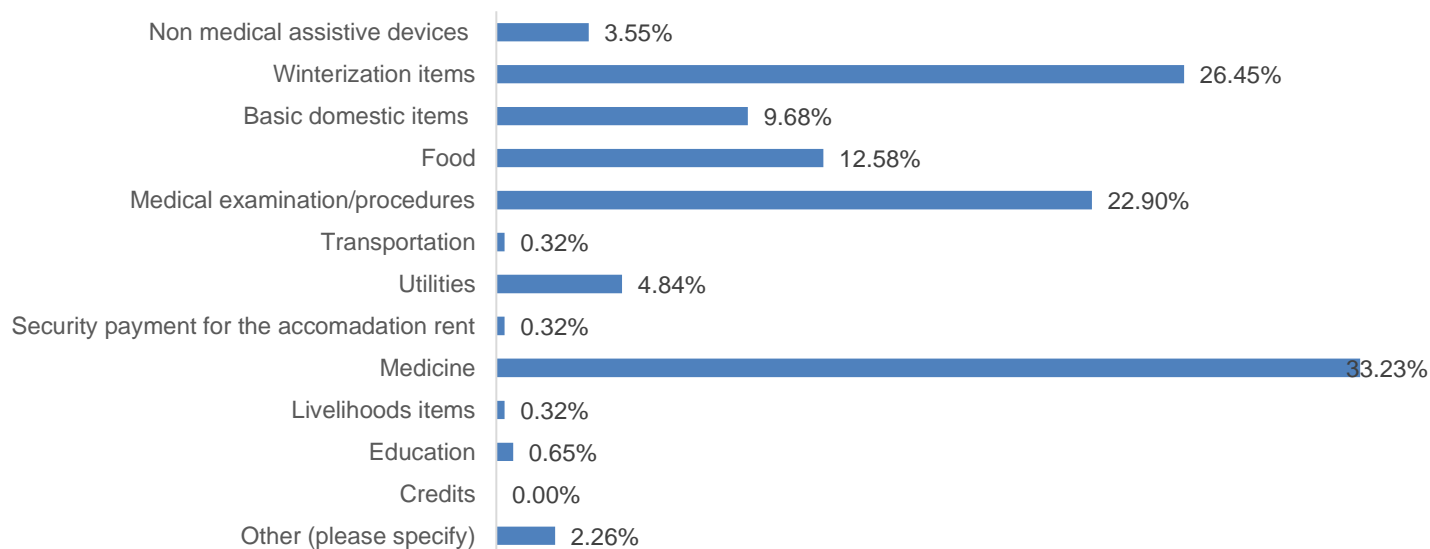
Utilization of “cash for protection”: In comparison to the previous years, there were no major changes in the trends of the assistance use, however, the use of cash for the purchase of winterization items has significantly reduced (2018 25%; 2017 22.5%). It is worth noting that, in general, the needs expressed by the beneficiaries during assessment interviews correspond to the needs covered. The only exception being medicine. 77% of the respondents stated that the amount of cash they have received was sufficient to cover their main protection needs, while in 17% of cases the beneficiaries had to add on average UAH 5,000 to cover them.

Needs: claimed vs covered



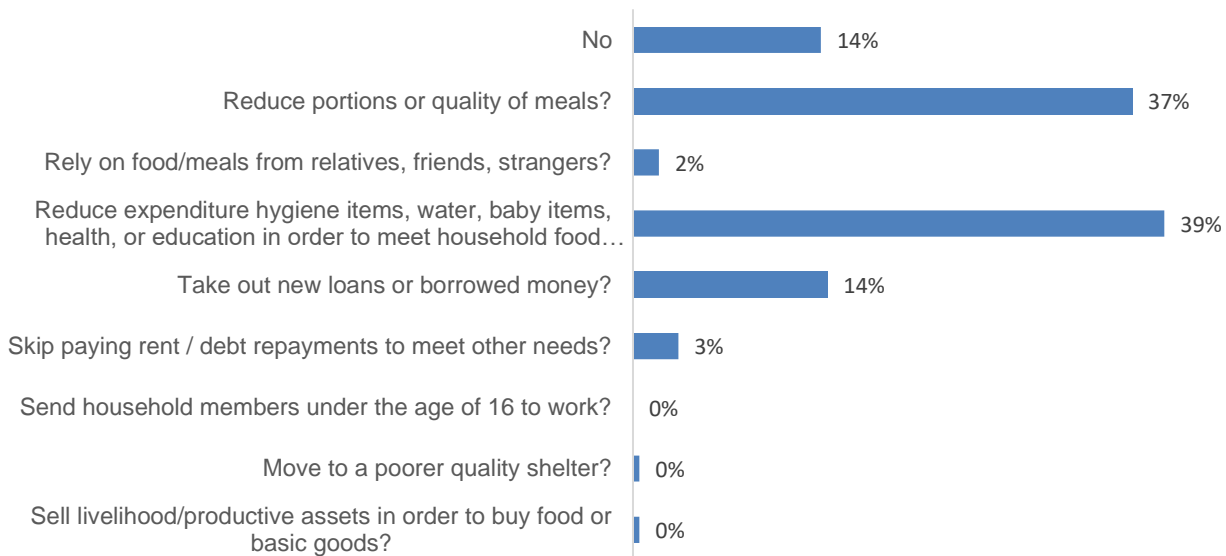
Most Pressing Protection Needs covered by “cash for protection”: According to the PDM respondents, the most pressing needs can be seen in the graph below.

Respondent's HH Most Pressing Needs



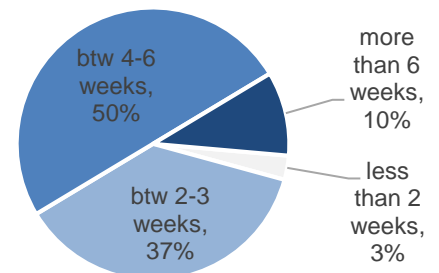
At the same time, 31% of respondents reported to have encountered significant challenges in covering those needs, while 3% have responded that had no other possibilities of covering these needs. The coping mechanisms that the respondents are utilizing are represented in the chart below:

Coping mechanisms used



Duration of delivery of the assistance: In most cases the time period between an assessment interview and actual cash receipts was between 4 and 6 weeks, as reported by 50% of the PDM respondents, in 37% of cases this period was between 2 and 3 weeks and 10% of respondents said that they waited for more than six weeks. As a general trend, the waiting time has reduced when compared to the PDM 2018 results, which were the following:

How long time between enrollement and receiving cash?



Feedback

Challenges in receiving the assistance: Among the PDM respondents, 6% reported having faced difficulties when receiving cash assistance. These difficulties were mainly linked to the lack of cash at post offices or not receiving an SMS from Ukrposhta when the support was transferred over to them.

Satisfaction of beneficiaries: 99% of the PDM respondents are satisfied with the beneficiary selection process and 99.5% state they were informed of the amount of cash they would receive. 98% of the respondents confirmed that the purpose and conditions of the “cash for protection” Program were explained to them.

Tensions that resulted from the delivery of the assistance: Among the PDM respondents, two persons reported having experienced tensions in their community as a result of having received the cash assistance. In one case the tensions came from the host community members; in the other case the tensions were experienced between the family members.

Knowledge of complaint mechanisms (Accountability to Affected Population): 73% of respondents confirmed that they had been provided with the contact details of UNHCR, including the telephone number of UNHCR’s hotline operating in Ukraine. In addition, **all of the respondents** confirmed that they were aware that all of the questions/queries/complaints should be directed to the hotline.

Response by beneficiaries: Overall, in the course of the year, the UNHCR hotline received 252 calls regarding its ‘cash for protection’ program. These included:

- A majority of calls about the conditions and coverage of the program;
- 14 calls were linked to difficulties with the receipt of the assistance from Ukrposhta offices;
- 34 calls were gratitude to UNHCR and partners for the provision of ‘cash for protection’;
- 17 calls were complaints about not having been selected to receive ‘cash for protection’

As per Hotline’s “standard operating procedures” (SOPs), the day of the receipt of the query/complaint the hotline operators shared it with UNHCR focal point, who subsequently transmitted the information to respective UNHCR field office for follow-up. All the queries/complaints were addressed directly by UNHCR staff within 3 working days of its receipt.



Lessons Learned

- In order to reduce the waiting time between an assessment interview and the receipt of assistance for the beneficiaries and to enhance personal data protection, in 2019 UNHCR piloted electronic data collection using a Kobo platform. Two field offices of partner NGO Proliska were provided with training and electronic tablets for this purpose. The user-friendliness of the electronic form and general acceleration of the data-sharing process was praised by the enumerators and UNHCR staff. In addition, using tablets simplifies compilation of the final beneficiaries' lists. The data collected through Kobo is automatically converted into a beneficiaries' list, as opposed to manual data entry and excludes the possibility of inconsistencies caused by human error. After the successful pilot, UNHCR decided to upscale the Kobo platforms use to cover the data collection needs of the Program.
- With the aim to make the delivery of the cash assistance more convenient for the beneficiaries, it was agreed to change a name of distribution list column from "Address" to "Delivery Address" and to add to UNHCR Assessment Form a new column: "Preferable Delivery Address", which might differ from the actual residence address of a beneficiary.
- As some beneficiaries reported not having received SMS from Ukrposhta about the delivery of cash transfer, the financial service provider was approached with a request to improve use of SMS communication (to have confirmation that SMS was received by recipient) and to avoid using other messengers (like Viber) for notifications.

UNHCR's cash for protection and post distribution monitoring report has been possible thanks to UNHCR's NGO Partner Proliska and Donbas SOS

UNHCR is grateful for critical financial support provided by donors who have contributed to this operation, as well as those who have contributed to UNHCR programs with broadly earmarked and unearmarked funds. These include the following donors that have earmarked their funding for UNHCR's 'cash for protection' in 2019:



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**From
the People of Japan**

Special thanks to the Major donors of unearmarked contributions to UNHCR in 2019

Sweden 99.8 million | **Private donors Spain** 73.8 million | **United Kingdom** 44.6 million | **Norway** 44.5 million | **Netherlands** 43.1 million | **Private donors Republic of Korea** 41.8 million | **Germany** 28.9 million | **Japan** 25.7 million | **Denmark** 24.4 million | **Switzerland** 15.1 million | **Private Donors Japan** 23.4 million | **France** 14 million | **Private donors Italy** 17.5 million | **Private donors USA** 15 million | **Private Donors Sweden** 13.6 million | **Ireland** 10.2 million | **Italy** 10 million

Contacts

United Nations High Commissioner for Refugees (UNHCR) in Ukraine, 16, Lavrska St., Kyiv, 01015, Ukraine

Tel: +38(044) 288 9710 Email: ukrki@unhcr.org [Links](#)

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