

Post Distribution Monitoring: Winterization Assistance

Zaatari Camp, December 2016



Context & objectives

- Zaatari camp currently hosts **79,559** registered Syrian refugees*
- Shift towards **cash-based assistance** allows beneficiaries more flexibility in determining priority household needs
- To support Zaatari families' efforts to prepare for harsh winter weather, UNHCR and partners distributed **winterization cash assistance** in October-December 2016
- Key objective of the Post Distribution Monitoring (PDM) is to evaluate the extent to which these distributions **meet the needs of families** in Zaatari camp:
 - **Quantity** of assistance received
 - **Need** for each type of assistance
 - **Satisfaction** with distribution experience

*Source: UNHCR [Inter-agency Information Sharing Portal](#), accessed 19 January 2017.

Assessment methodology

- Data collection took place between **15 December 2016** and **8 January 2017**
- Delays due to storms and flooding during this period
- Implemented by mixed-gender team of **23 UNHCR** and partner enumerators, led by REACH Field Coordinator and Operations Coordinator

Number of enumerators by nominating agency

Agency	Number of enumerators
NRC	2
REACH	4
UNHCR	6
UNICEF	10
IRD	1



Assessment methodology

- Interviews conducted at the case level across **1,014 households**
 - **503** households selected camp-wide regarding general winterization distributions
 - **270** households with designated Alternative Collectors, regarding receipt of cash for gas assistance and experience of distribution when using this scheme
 - **241** households with a case designated ineligible to receive the shelter maintenance cash distribution, regarding winterization preparedness and experience of the available appeals process
- Findings are **statistically representative at the camp level** with a 97% level of confidence and 4% margin of error

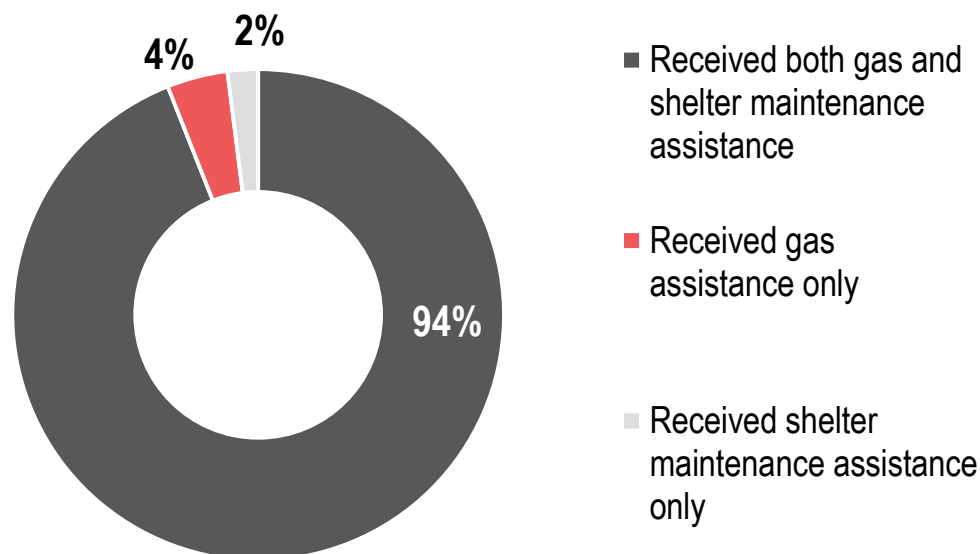
Winterization distributions assessed in this round of PDM

Donor	Distribution partner	Type of assistance	Amount	Distribution date
UNHCR	NRC	Cash for gas (heating and cooking)	48-96 JOD depending on family size	17 October to 1 November 2016
UNICEF	NRC	Cash for children's winter clothing	20 JOD per child up to 120 JOD	20 November to 1 December 2016
UNHCR	NRC	Cash for shelter maintenance	20 JOD per case	20 November to 1 December 2016

Assistance received

- **94% of the 503 respondents interviewed about winterization assistance reported receiving both the cash for gas assistance, and the cash for shelter maintenance assistance**
- **98% of the total sample received gas assistance, and 96% received shelter maintenance assistance.** All subsequent findings refer to these proportions of the sample who received the type of assistance being discussed.
- Of the 4% of respondents that received gas assistance only (18 respondents), the majority responded that they did not receive the shelter maintenance as they were informed that they were ineligible. Of the 2% of respondents that received shelter maintenance only (10 respondents) the majority reported that they either did not know, or had not been informed of the distribution

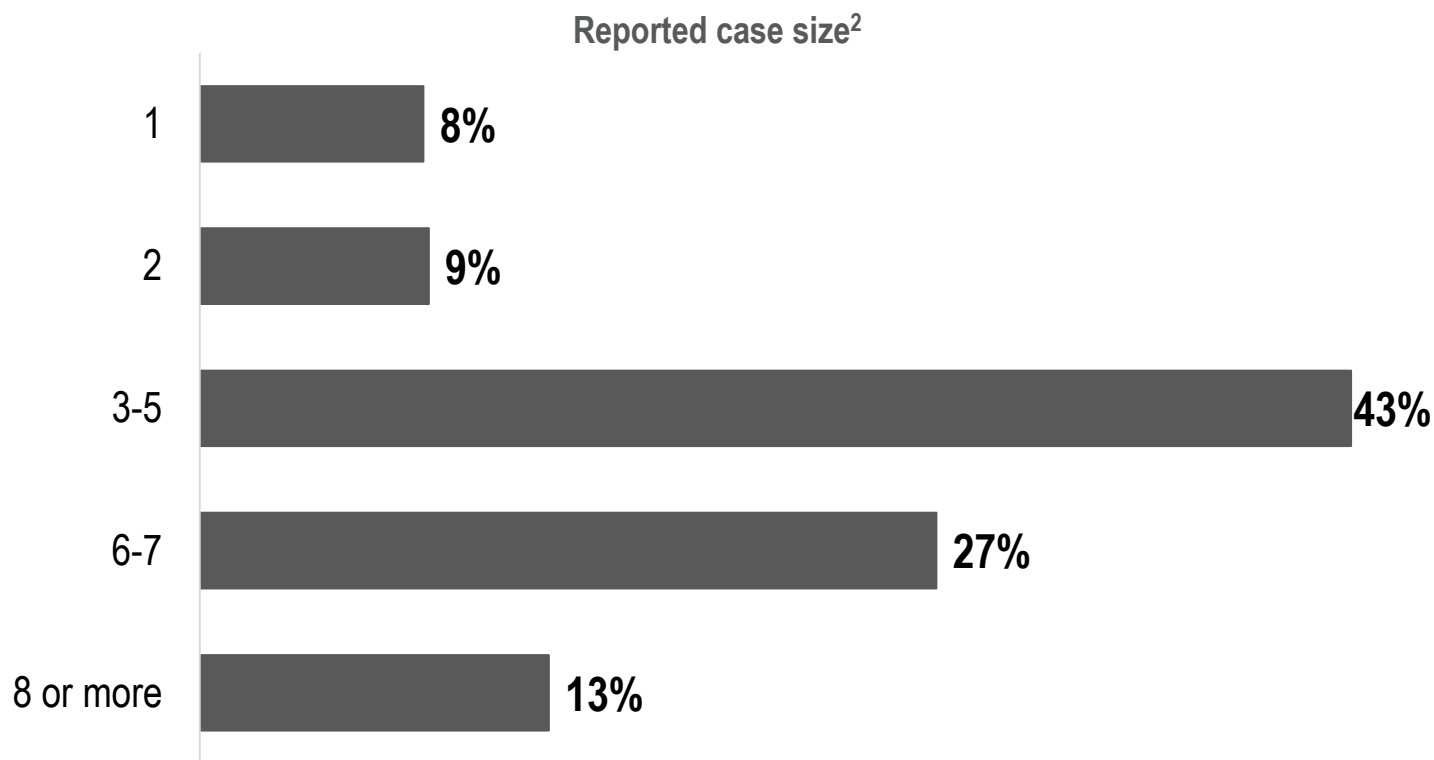
Proportion of respondents that reported receiving each type of distribution



Distribution of cash assistance for gas

Case size and sex of head of case (HoC)

- **43% of recipients had 3-5 individuals in their case**, indicating that the largest proportion of recipients received 72 JOD in gas assistance
- **74% of cases had a male head of case**, and 26% had a female head of case¹



¹'Head of case' refers to the principal applicant of the case.

²The case sizes have been grouped as such to reflect the case size categories used to determine the amount of assistance each case received.

Amount received

- The amount of assistance distributed was calculated according to case size:

Amount distributed according to case size

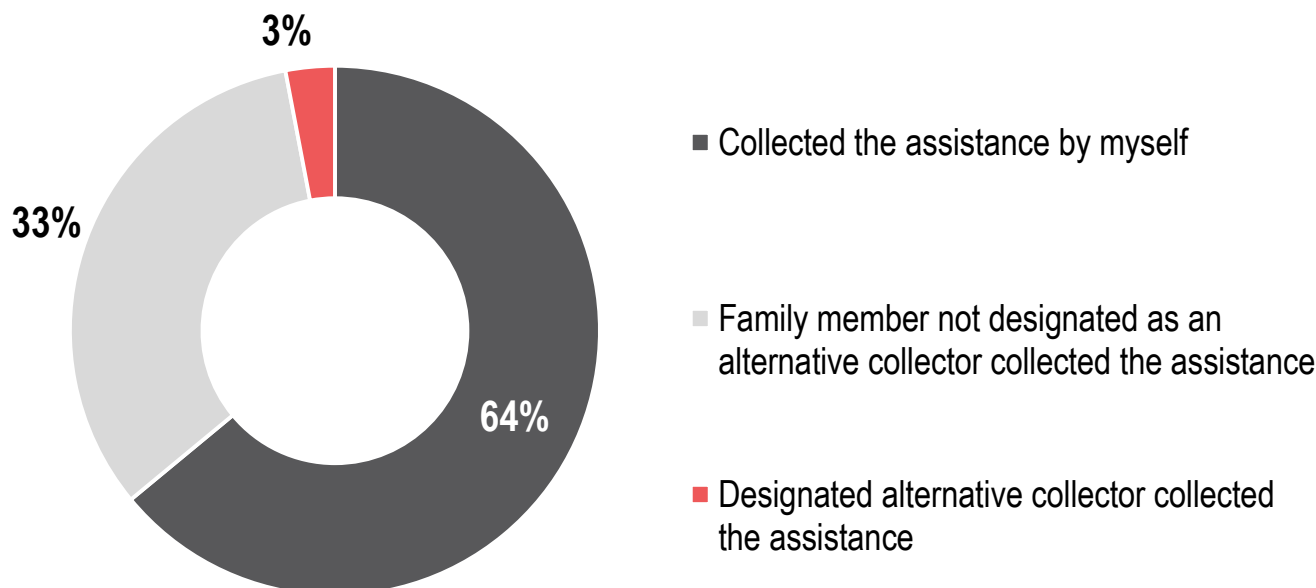
Case size	Amount distributed (JOD)
1	48
2	60
3-5	72
6-7	84
8 or more	96

- The vast majority (95%) of respondents reported receiving the correct amount according to their case size.** This corresponds to the 96% that reported being aware of the amount that they were eligible to receive
- 1% reported an amount different to the amounts distributed, and 4% reported an amount that incorrectly matched the amount they should have received according to reported case size. This indicates either confusion on the part of a small number of refugees about how much they were entitled to, or that they did not receive the correct amount

Assistance collection

- **Nearly two-thirds of respondents (62%) reported collecting the assistance themselves**, while 34% reported a family member and 2% reported a designated alternative collector (DAC)
- Of the 34% that reported a family member as collecting the assistance, 87% reported their spouse collected the assistance.
- **Overall 52% of assistance collectors were male**, 44% were female and 4% unknown

Proportion of respondents by reported method of assistance collection



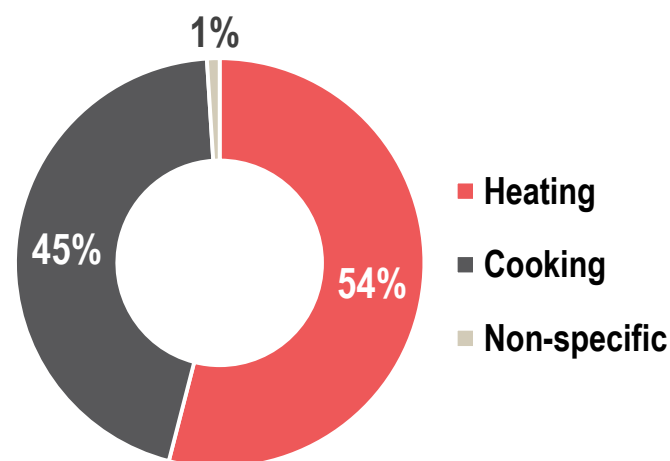
Expenditure

- The majority of recipients (84%) reported that their **first priority expenditure was to purchase gas**; of this 84%, more than half (54%) reported purchasing gas for heating, and 45% reported purchasing gas for cooking
- Nearly all recipients (97%) were aware of the intended purpose of the cash distributed. However, gas usage was not necessarily used solely for winterization purposes; many used their assistance for routine household needs i.e. cooking
- Furthermore, 48% of respondents reported their first expenditure as winterization related (winter clothing, gas for heating, and other winterizations expenses). However, only **41% of recipients spent their assistance on gas only**.^{*} This indicates that the majority of recipients (59%) had other priority needs in addition to gas

Most frequently reported first priority expenditures

Gas	84%
To pay debts	5%
Shelter maintenance	3%
Other	3%
Winter clothing	3%
Food	2%

Gas expenditure by intended use of gas

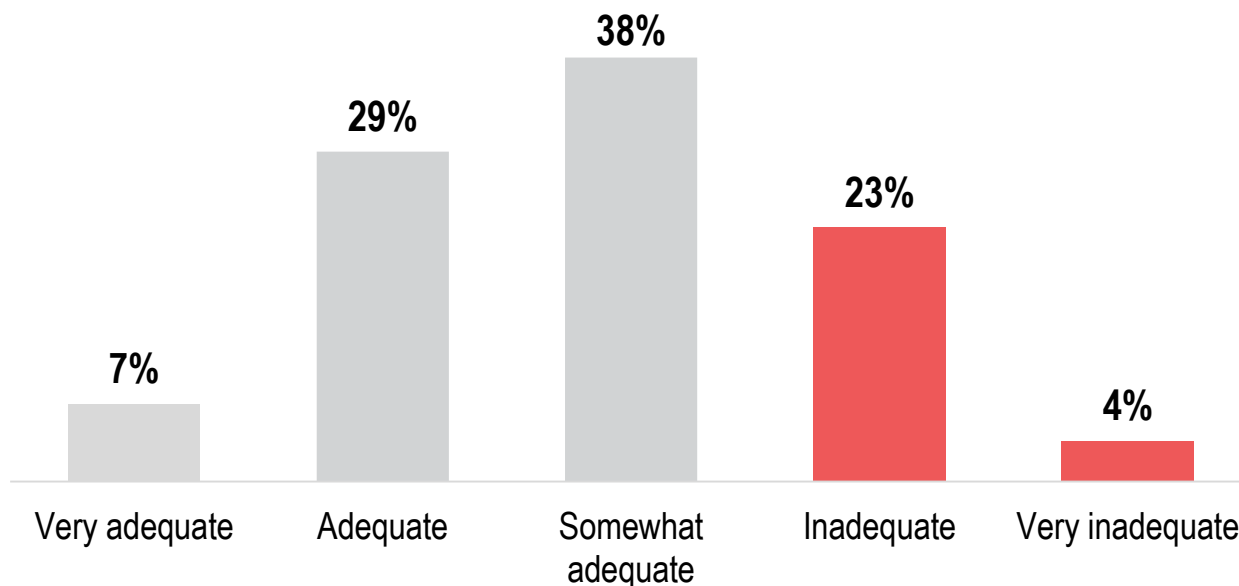


^{*}Respondents were asked to list the top three ways in which they spent the cash assistance for gas

Perceived adequacy of gas assistance

- The majority of respondents (73%) perceived the assistance to be adequate to some degree, ranging from somewhat to very, whilst 27% found the assistance they received to be inadequate or very inadequate
- Of those who considered it to be inadequate or very inadequate, 61% found the amount insufficient for the intended period of use, 48% felt it was not enough for the family size, and 29% felt it was not enough to purchase the items needed

Respondents' perceived adequacy of assistance

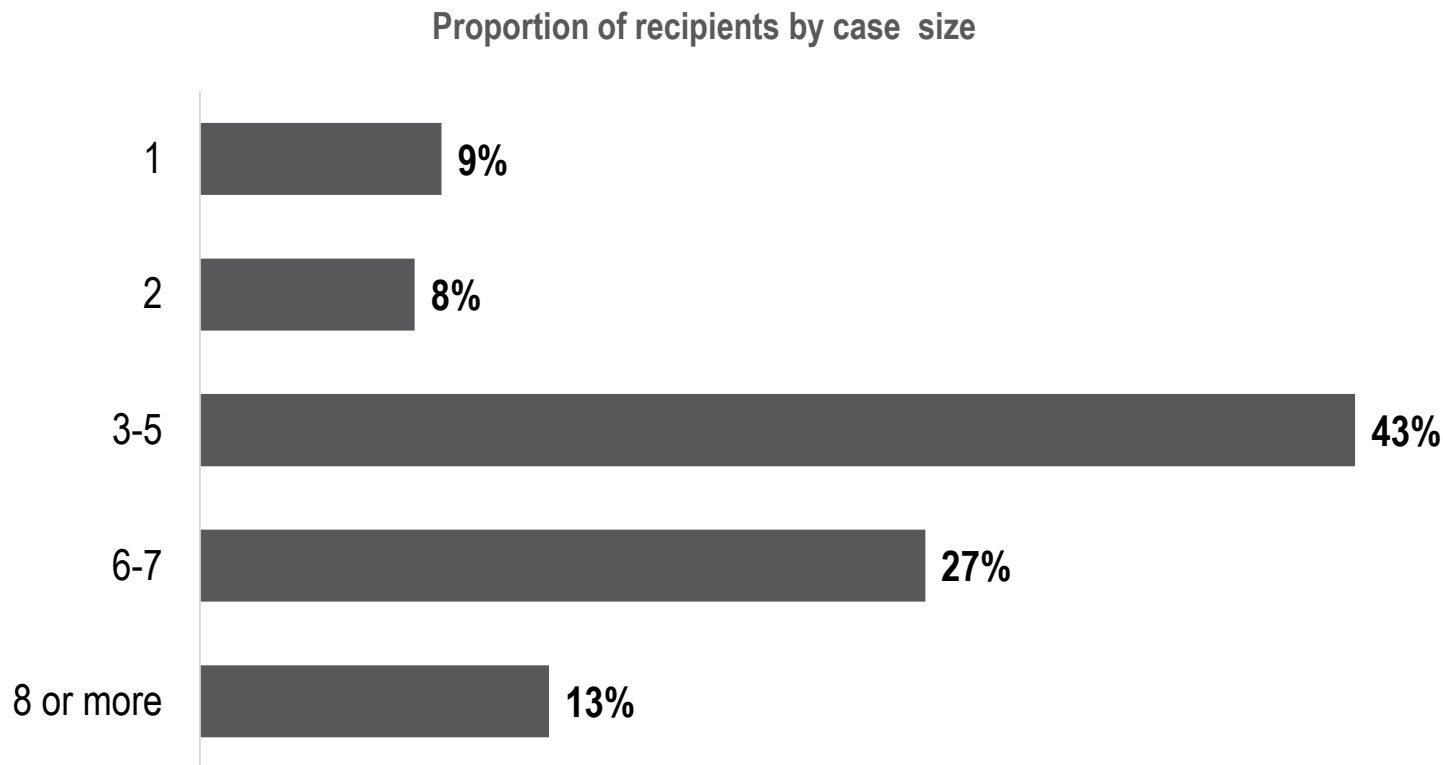


*Multiple response options could be selected

Distribution of cash assistance for shelter maintenance

Case size and sex of head of case (HoC)

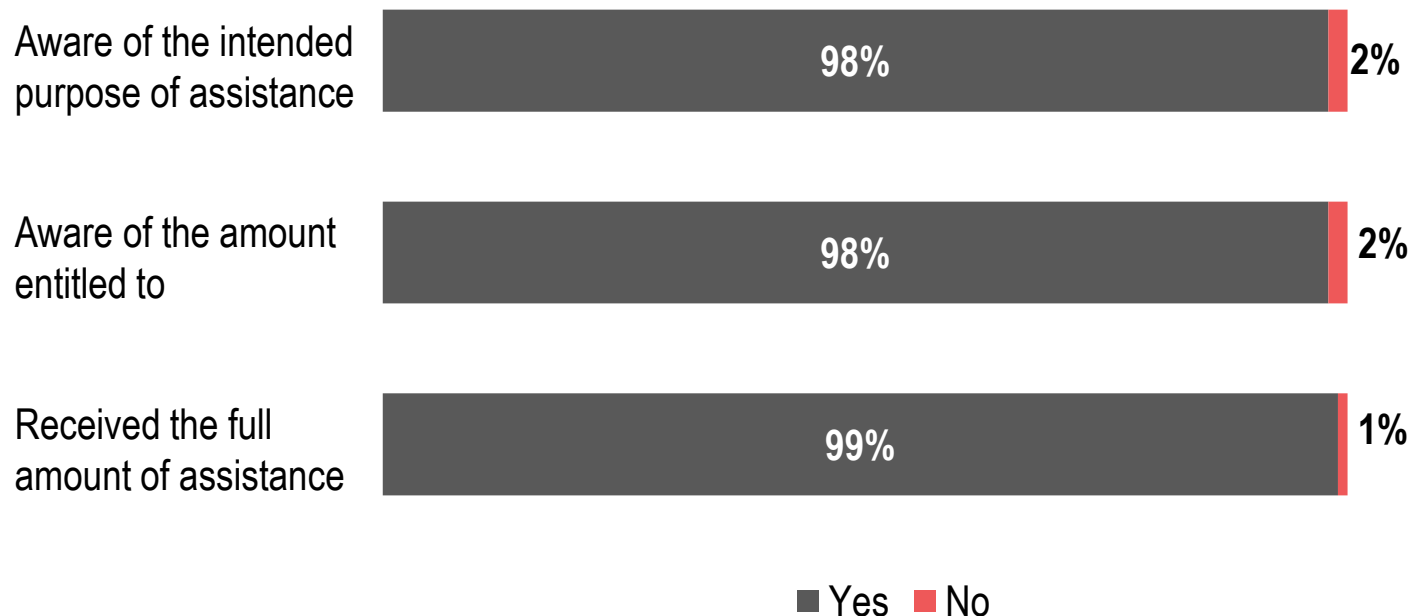
- 43% of recipients had 3-5 individuals in their case
- 75% of cases had a male head of case, and 25% had a female head of case



Amount received

- **99% of recipients reported receiving the full 20 JOD**, and 98% reported being both aware of the amount they were supposed to receive and of the intended purpose of the assistance
- This implies that in general, community outreach and information dissemination was effective in relaying necessary information for this distribution

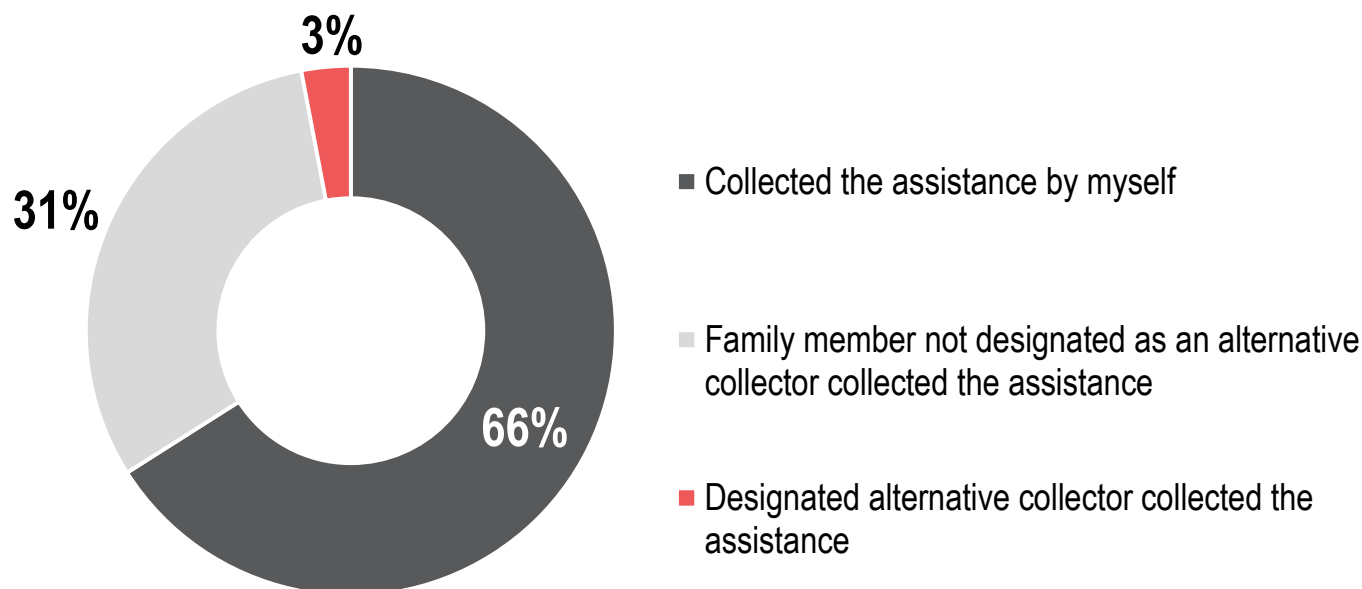
Proportion of recipients by awareness and receipt of assistance



Assistance collection

- **Nearly two-thirds of respondents (66%) reported collecting the assistance themselves**, while 33% reported a family member and 3% reported a DAC
- Of the 31% that reported a family member as collecting the assistance, 87% reported that it was their spouse that collected the assistance.
- **Overall 50% of assistance collectors were male**, 46% were female and 4% unknown
- Findings relating to assistance collection were very similar across both distributions

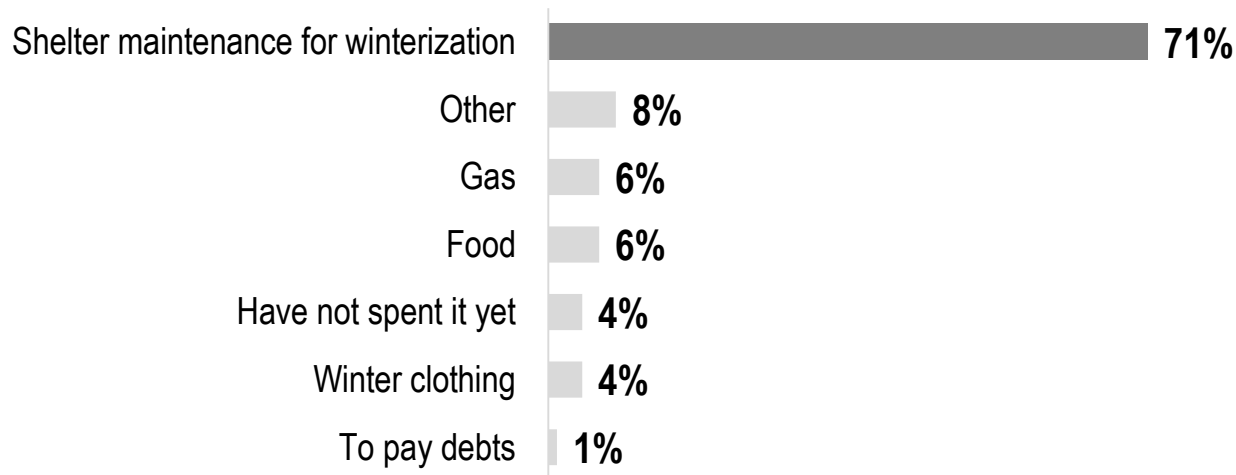
Proportion of respondents by reported assistance collector



Expenditure

- The majority of recipients (71%) reported that their **first priority expenditure was the purchase of shelter maintenance materials**
- Nearly all recipients (98%) were aware of the intended purpose of the cash distributed. **68% of recipients spent their assistance on shelter maintenance only** (compared to gas assistance: 68% vs. 41%).
- This indicates that **shelter maintenance is a priority winter need**
- The comparison between gas and shelter maintenance assistance expenditure may also be related to the difference in amount, where the former was adjusted to case size. It may also be due to the frequently reported high cost of shelter maintenance supplies and equipment.

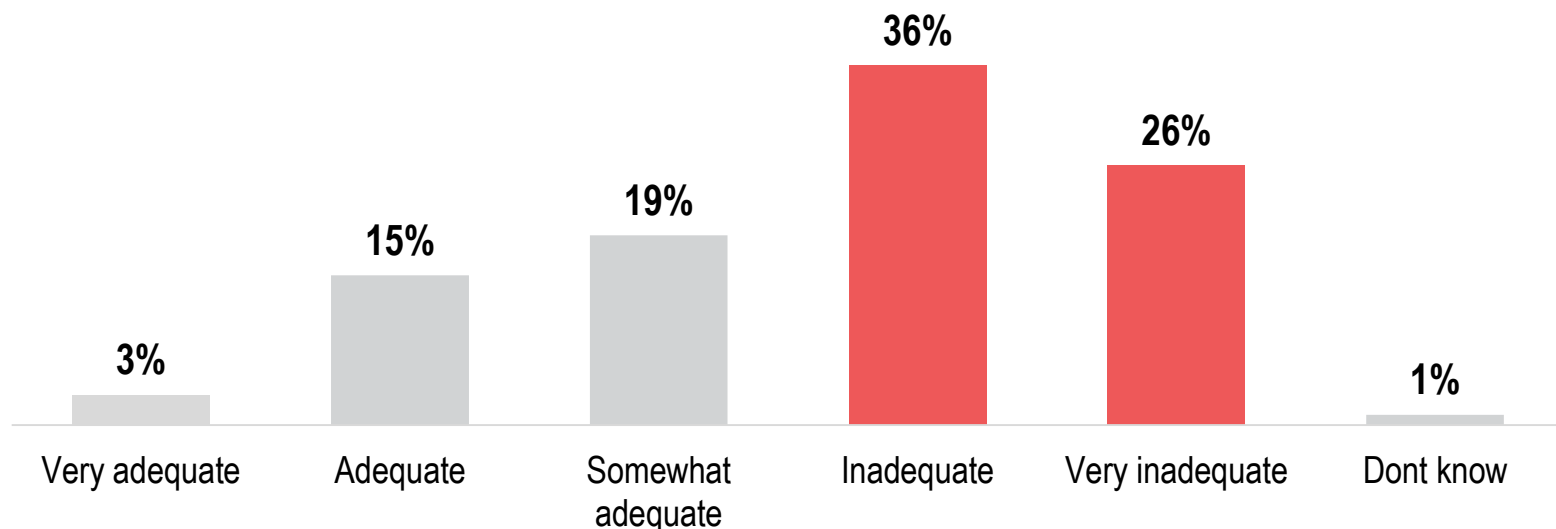
Proportion of recipients by primary expenditure



Perceived adequacy of shelter maintenance assistance

- **The majority of recipients (62%) found the assistance they received to be inadequate or very inadequate.** This is significantly higher than perceived inadequacy for gas distribution (27%)
- Of those who found it to be inadequate or very inadequate, **73% reported that the amount was insufficient to purchase the items needed**, 38% that the amount was insufficient for the intended period of use, and 26% that it was not enough for the family size.*
- The emphasis on amount as insufficient implies an issue with the cost and supply of shelter maintenance supplies. This is further reinforced by the high number of recipients who spent their assistance on shelter maintenance materials only
- Furthermore, when compared to the cash for gas distribution, it may be that amounts based on case size are viewed as more adequate than a standard amount that does not take into account case size.

Proportion of recipients, by perceived adequacy of assistance



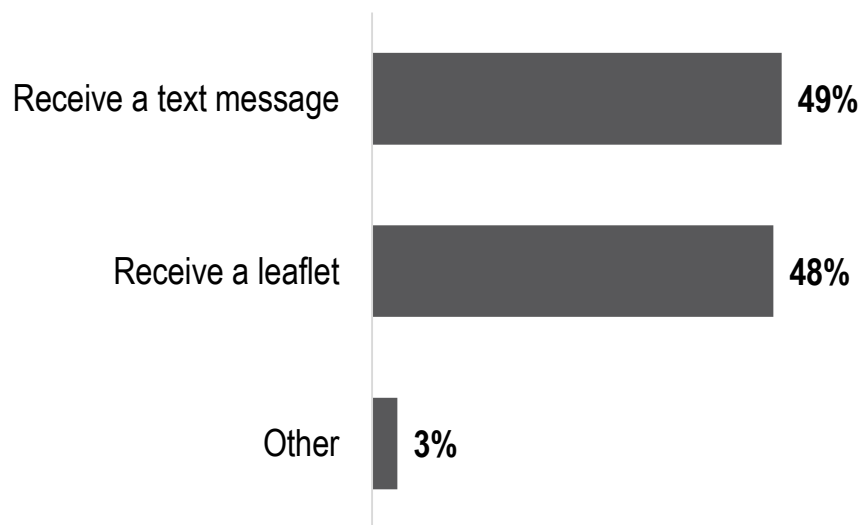
*Multiple response options could be selected

Distribution process and experience

Information on distributions

- **88% of gas assistance and 85% of shelter maintenance assistance recipients reported finding out about distributions via leaflets.** This was followed by word of mouth (23% and 21% respectively) and NGO staff (1% and 4%). Only 1 respondent for each distribution reported hearing about it via text.*
- **However, 49% reported text message as their preferred method of being informed about distributions and 48% preferred leaflets.** This was the same for both distributions.

Most frequently cited channel through which dissemination of distribution information is preferred

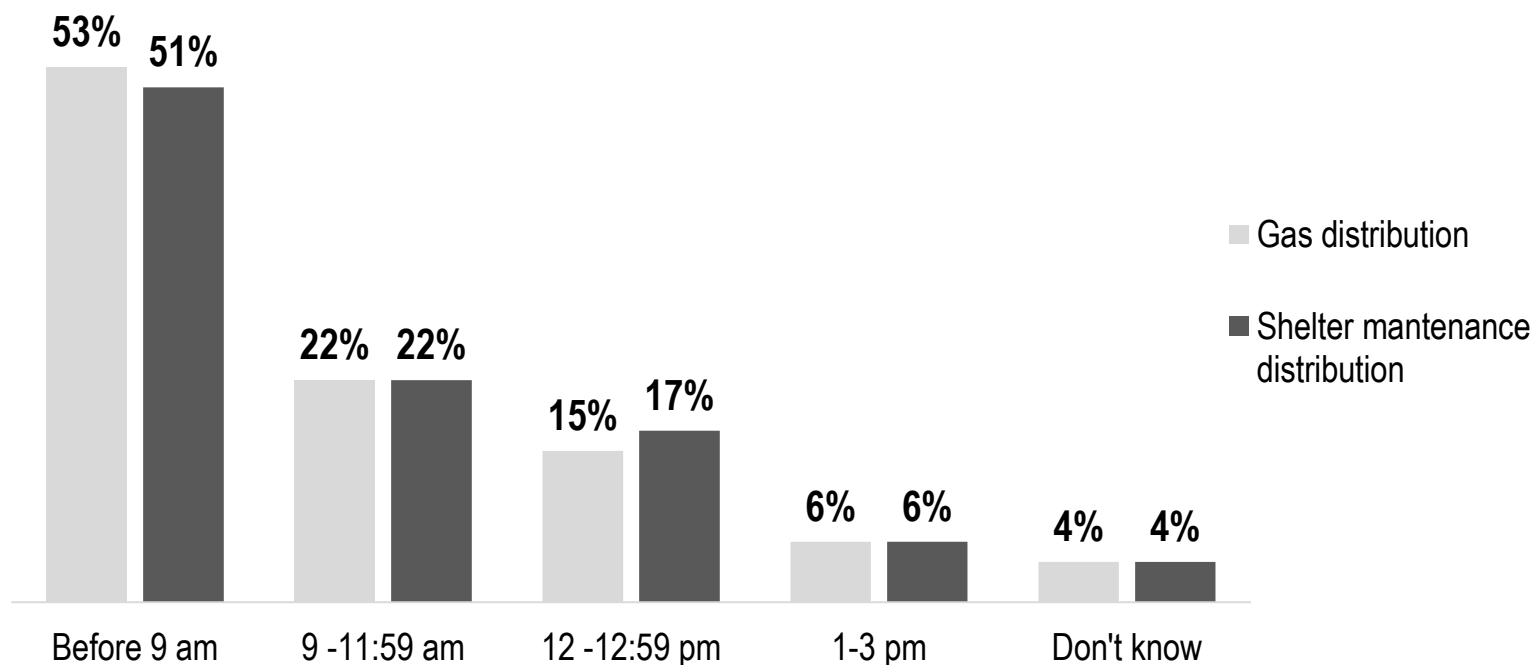


*Multiple response options could be selected

Collecting Assistance

- **Just over half (53% and 51%) of cases collected their assistance before 9am** and a large majority (75% and 73%) collected their assistance before midday
- In the UNHCR cash distribution monitored in the first quarter of 2016, only 18% reported collecting their assistance before 9am, and a total 66% before midday
- This indicates that **an increasing number of camp residents are going to distributions in the morning**. This was reported as an attempt to avoid crowds, although actually leading to increased wait times

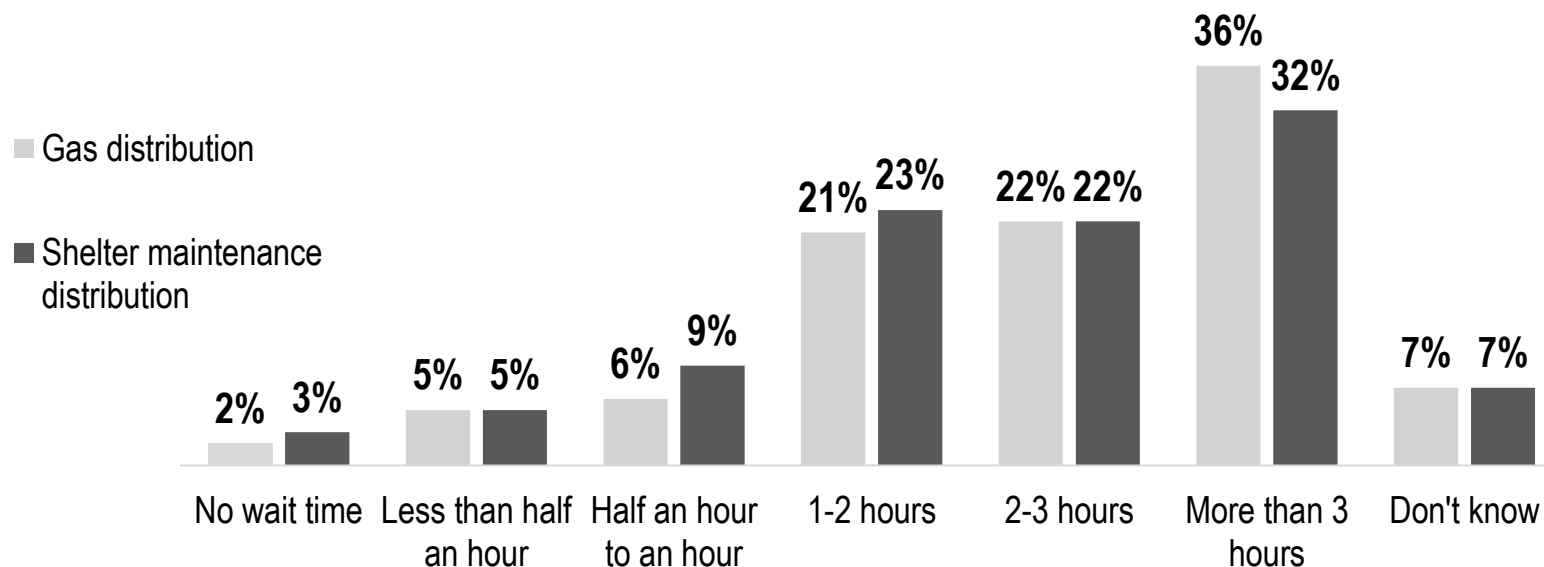
Proportion of respondents by time of collecting assistance



Collecting Assistance

- **Approximately one-third of recipients (36% and 32%) reported waiting more than 3 hours before entering the distribution centre.** 22% reported waiting 2-3 hours, and another 21-23% waited 1-2 hours
- **Once inside the distribution centre, 49% reported waiting more than 20 minutes** to receive their assistance from the distribution staff, 18% for less than 10 minutes, and 16% for 10-20 minutes
- **A higher proportion of longer wait times was found in the morning**, indicating that the increase in early morning collection may be leading to longer waiting times. This may also be a consequence of centralizing distributions at fewer centres
- In the UNHCR cash distribution monitored in the first quarter of 2016, only 9% reported waiting more than 3 hours, 19% 2-3 hours, and 27% 1-2 hours. 78% reported waiting more than 1 hour in the 4th quarter, compared to 55% in the 1st quarter

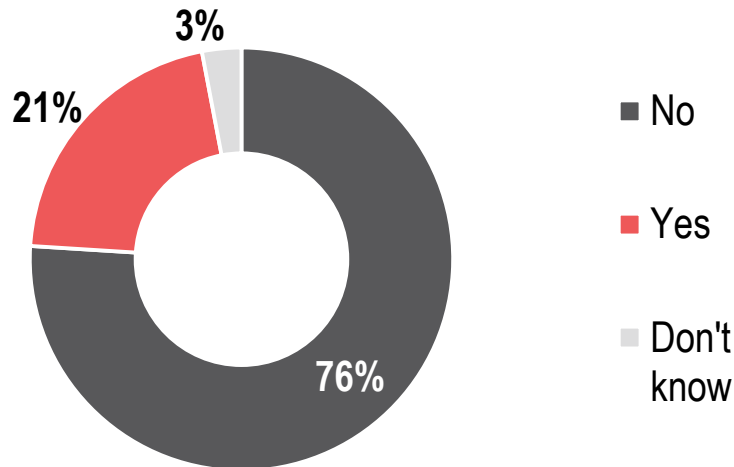
Reported waiting times outside of the distribution centre to receive distributions



Problems at the distribution site

- **21% of cases in both distributions reported experiencing a problem or security concern whilst collecting their assistance.** This is compared to 7% reported for the UNHCR cash distribution in the first quarter of 2016
- Of these recipients, 68% experienced a problem in the entrance and 69% in the queue.* For shelter maintenance recipients, the proportion was 70% and 71% respectively.
- **Of the recipients that reported a problem, 95% of gas assistance recipients and 99% of shelter assistance recipients reported the issue as overcrowding.** The remainder reported poor treatment by distribution staff

Proportion of respondents that reported experiencing a security incident

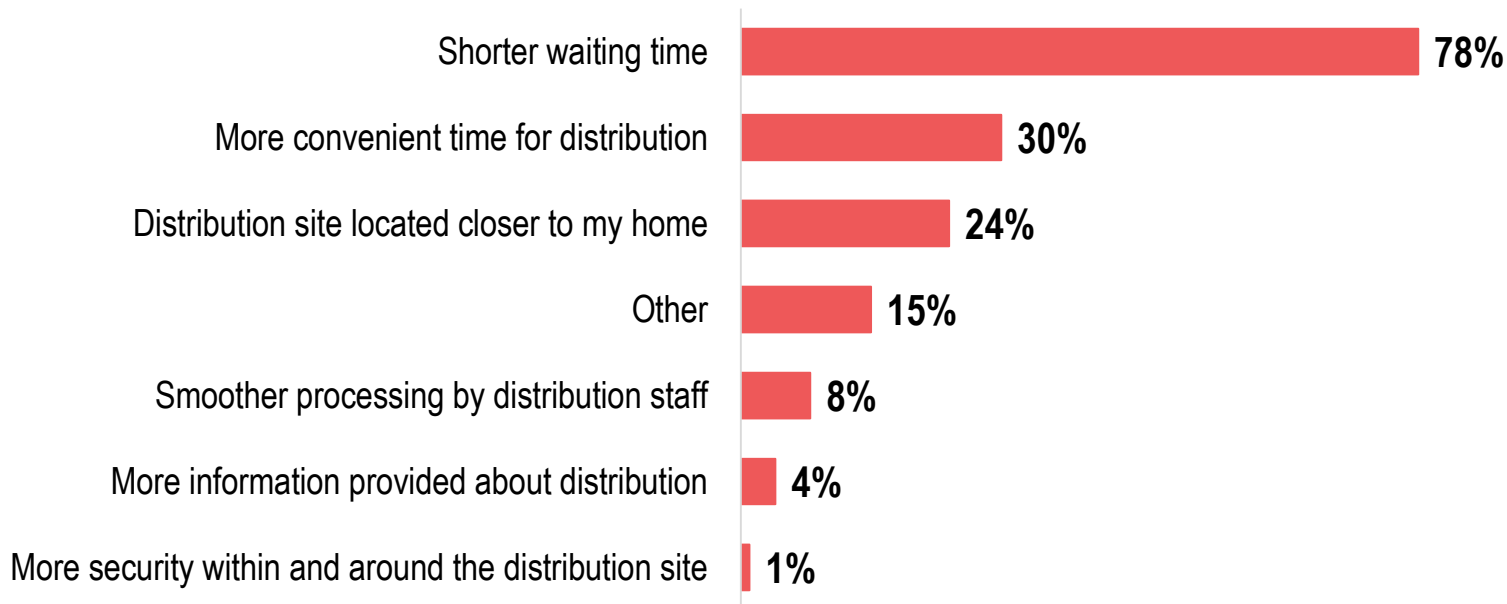


*Multiple response options could be selected

Perceived adequacy of distribution experience

- **42% cases reported that their overall experience of the distribution process could be improved**, 51% reported that it could not, and 7% reported that they did not know
- 78% cited shorter waiting times as the primary way in which distributions could be improved, followed by more convenient distribution times (30%) and distribution sites closer to recipients' homes (24%) (multiple options selected)

Suggested ways in which distributions could be improved*

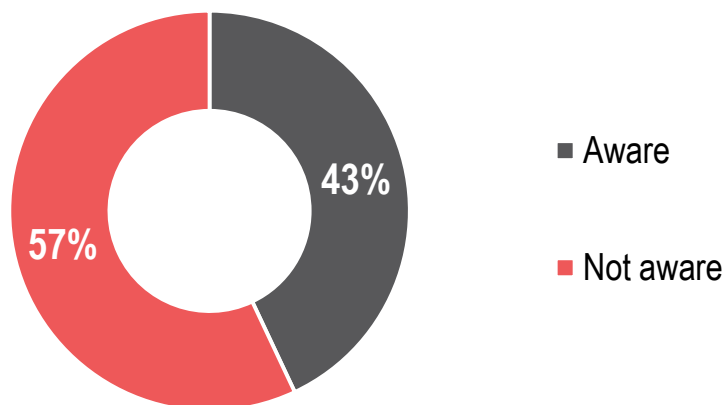


*Multiple response options could be selected

Feedback and complaint mechanisms

- **Only 43% of recipients were aware of available feedback and complaint mechanisms.**
- Although 42% of respondents reported that their distribution experience could be improved, only 6% of those that were aware of the available mechanisms reported wanting to give feedback or make a complaint.
- When these respondents were asked why they did not give feedback or make a complaint after stating that they wanted to, the majority of recipients (13 of 23) reported that they did not know how. However, it is important to not that a large proportion of respondents did not collect the assistance themselves, and so are less likely to be aware of the complaints reporting booth available at the distribution site.

Reported awareness of available feedback and complaint mechanisms

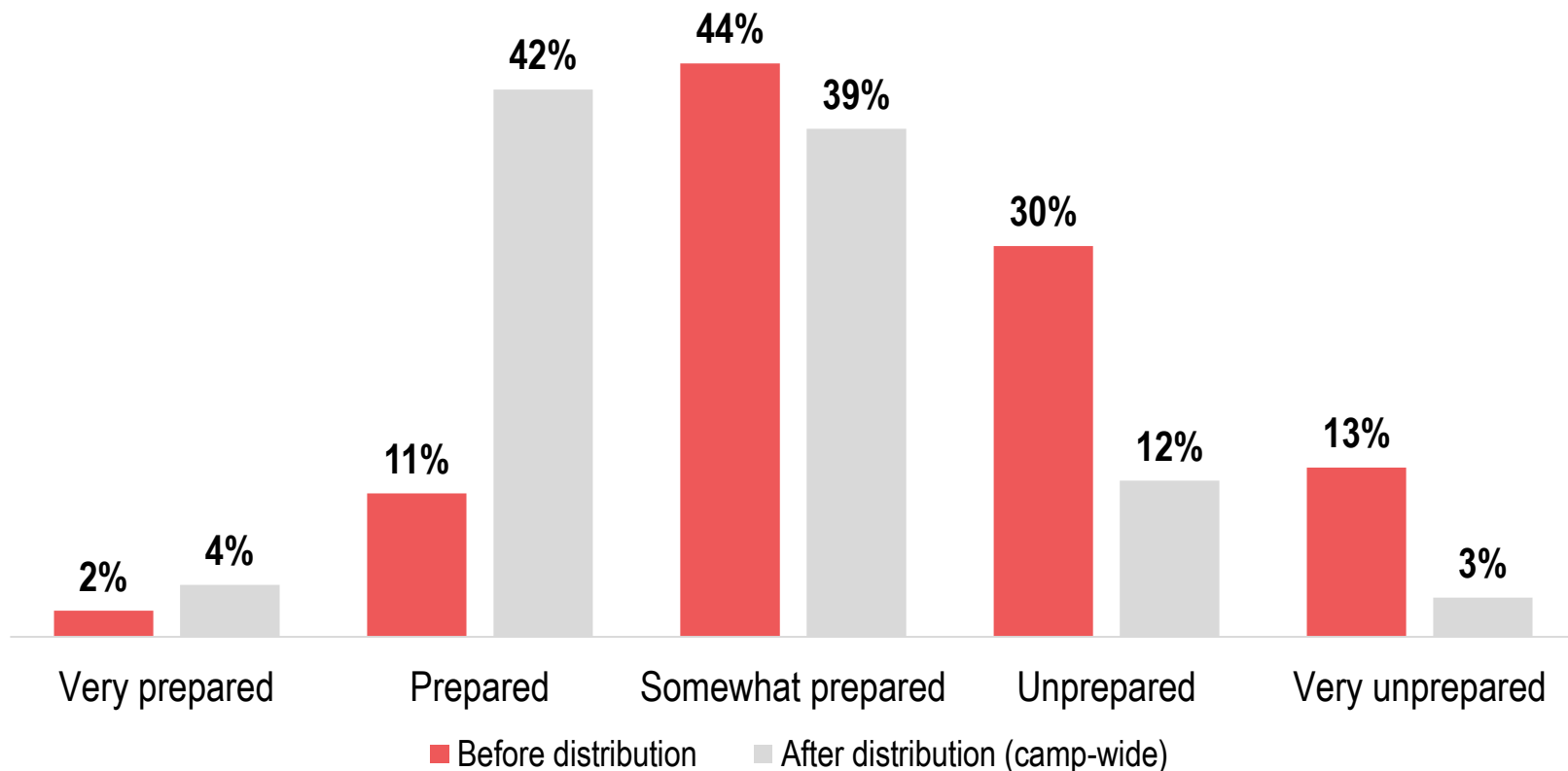


*Given the small number of respondents, findings regarding the reasons for not submitting feedback are indicative rather than statistically representative.

Overall preparedness for 2016 winter

- Compared to reported preparedness for winter during the winterization assessment in August 2016, there has been an increase of 382% in respondents saying that they feel 'prepared', and a **decrease of 65% in those that reported being 'Unprepared' or 'Very unprepared'**

Family's overall preparedness for 2016 winter, as perceived by respondent

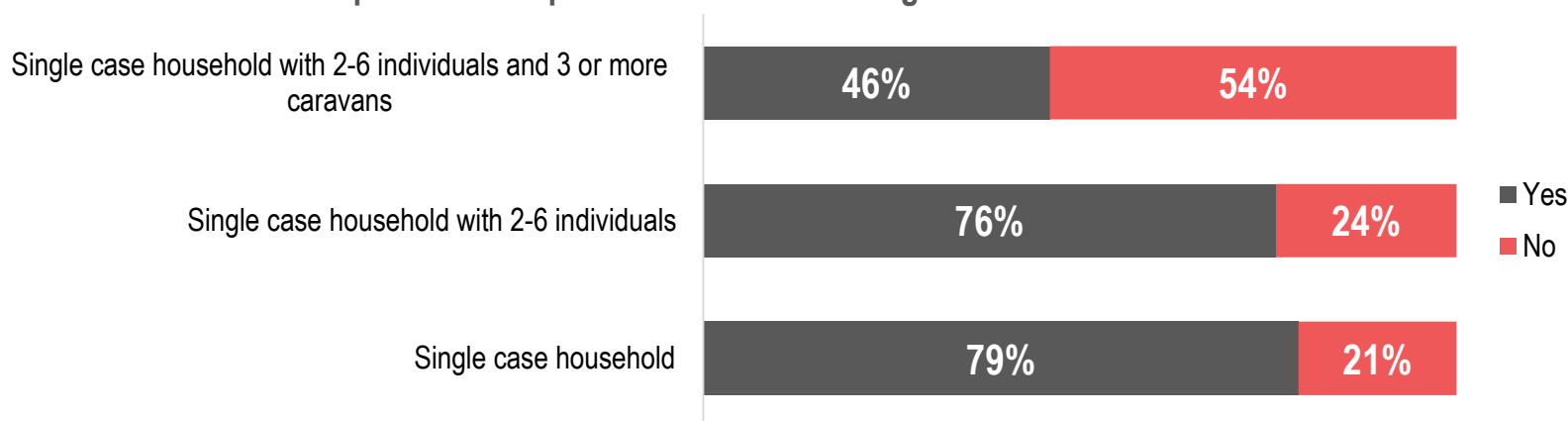


Cases ineligible for shelter cash assistance

Eligibility criteria

- Cases did not receive the shelter maintenance assistance based on meeting all 4 of the following criteria:
 - Not classified as a vulnerable case
 - A single-case household
 - 2-6 members in the case
 - 3 or more caravans
- **46% of respondents met the criteria to be excluded from the shelter maintenance assistance, based on self reporting of these criteria**
- 30% of cases met the majority of these criteria, but reported having fewer than 3 caravans. Number of caravans data was from the UNHCR-REACH household boundaries assessment (2015). Given the amount of time since that assessment, families' number of caravans could have changed. E.g. could have become damaged or sold, or other families who were not excluded could have acquired more caravans, meaning the data may no longer be accurate

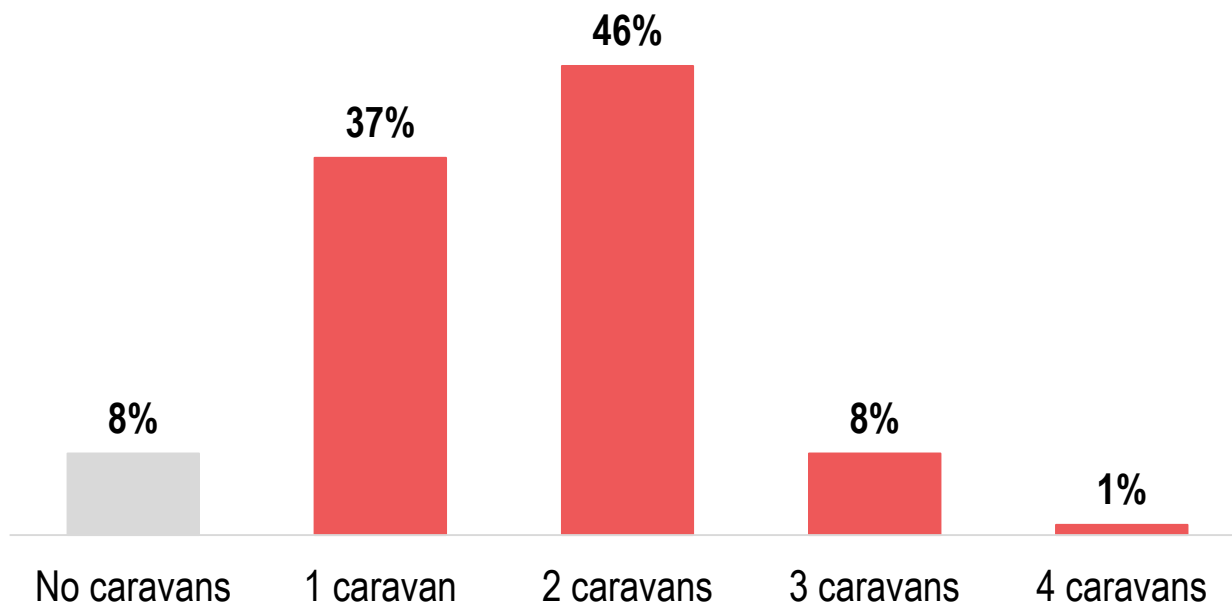
Proportion of respondents who were ineligible to receive assistance



Shelter maintenance need

- The vast majority of excluded cases reported needing to conduct shelter repairs (93%). Of this group, **all respondents reported needing financial assistance to carry out maintenance**
- 83% of respondents reported that their household had 1 or 2 caravans in need of shelter maintenance. 21% reported needing to perform maintenance on all of their caravans
- Sample sizes are too small to disaggregate apart from for cases with 3 caravans, where 66% needed maintenance to 2 or more of the caravans. all 8 cases with only one caravans reported needing shelter maintenance to that caravan. This indicates a widespread and urgent need for shelter maintenance

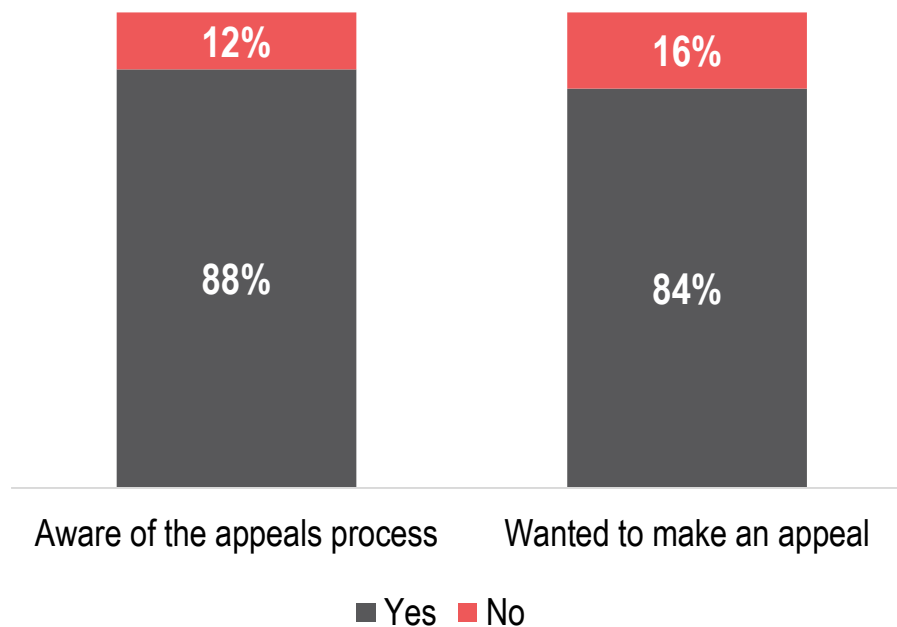
Number of caravans reported as in need of maintenance



Awareness of appeals process

- **88% of all respondents reported that they were aware of the available process of appealing their exclusion from the assistance.** This may be due to interviewing a member of the case that was not the principal applicant directly informed by phone
- In total, 84% of cases that did not receive the shelter maintenance assistance wanted to appeal
- Of the 28 respondents that were not aware of the appeals process, 22 reported that they wanted to appeal (indicative findings only)

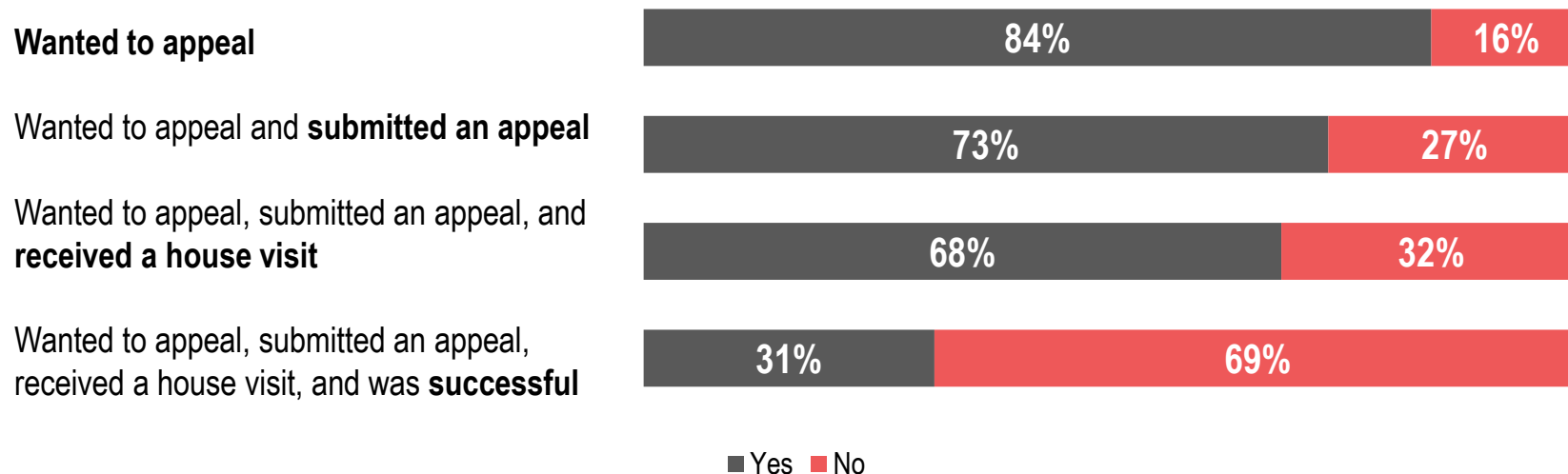
Proportion of respondents that wanted to appeal, and proportion of respondents that were made aware of the appeals process



Appeals

- **84% of the total sample wanted to appeal. 73% of the total sample reported that they appealed the grounds for their exclusion from the assistance**
- 68% of the total sample reported receiving a household visit to assess their appeal (in accordance with the formal appeals process). 3% appealed but did not receive a home visit, 2% appealed but did not know if they received a home visit
- Of the total sample: 31% successfully appealed, 24% were not granted their appeal, 13% did not know if their appeal was successful
- **UNHCR figures report that 117/260 of appeals were granted (45%)**

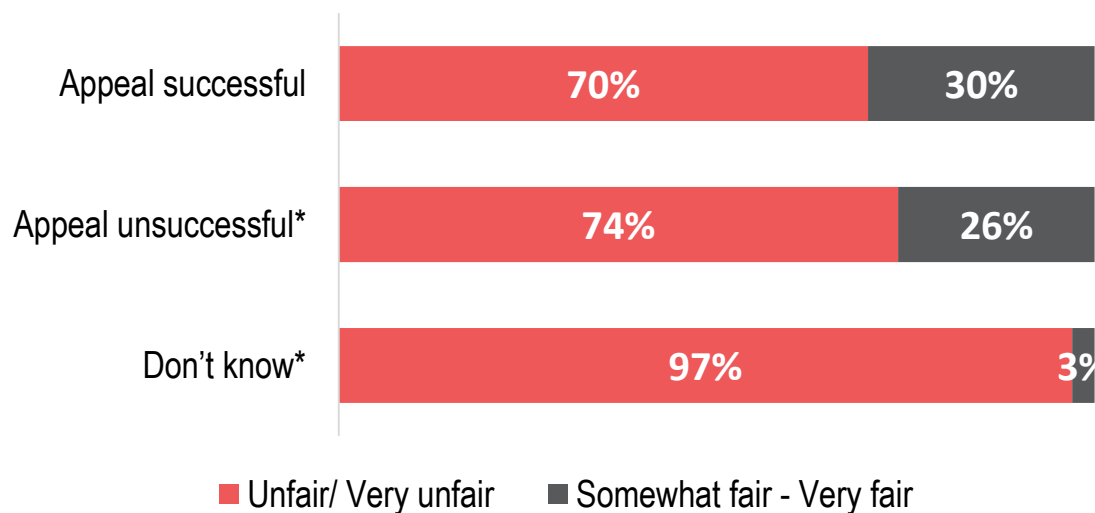
Respondents by reported appeals status



Perceived fairness according to appeals status

- **Across the sample 73% reported having made an appeal.** 16% of the sample were not asked as they had previously stated that they did not want to submit an appeal and 11% did not submit an appeal but had stated that they wanted to
- **31% of respondents (total sample) reported making an appeal and that it was successful**
- **However, 70% of them still reported the eligibility criteria as unfair or very unfair**
- **Although only indicative,** the highest perception of unfairness was reported by respondents that made an appeal and received a house visit, but did not know if it had been successful (97%).

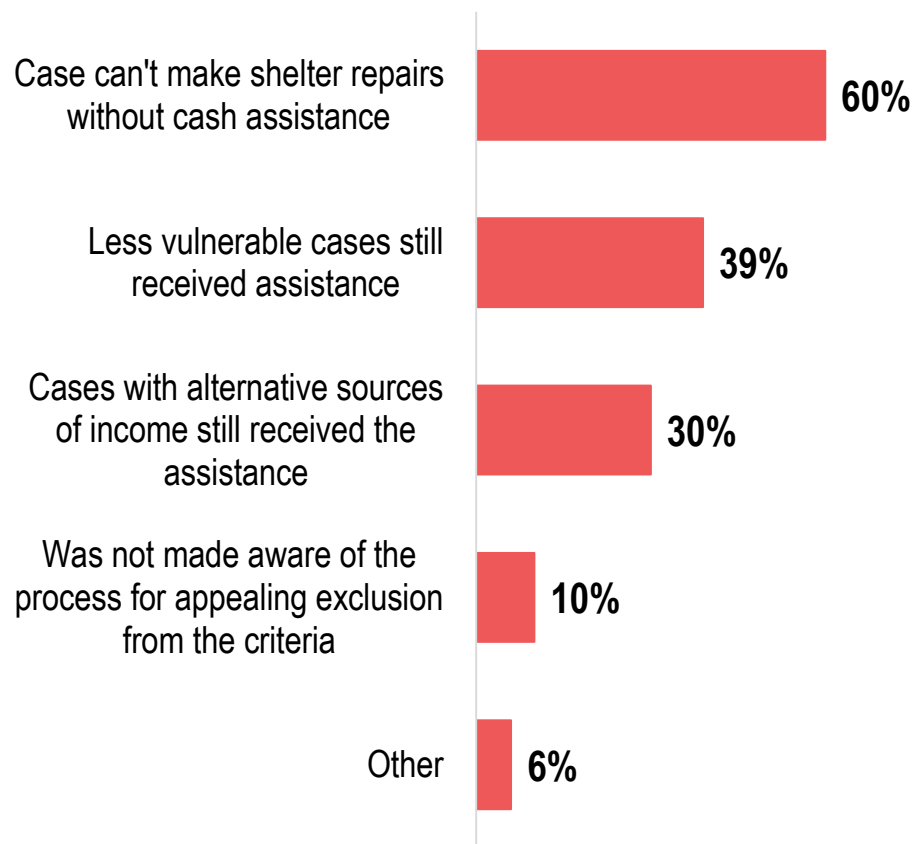
Perception of eligibility criteria as fair or unfair according to appeals status



*Indicates indicative findings only

Perceived fairness of eligibility criteria

Most frequently cited reasons for why eligibility criteria is perceived as unfair or very unfair*



*Multiple responses could be selected

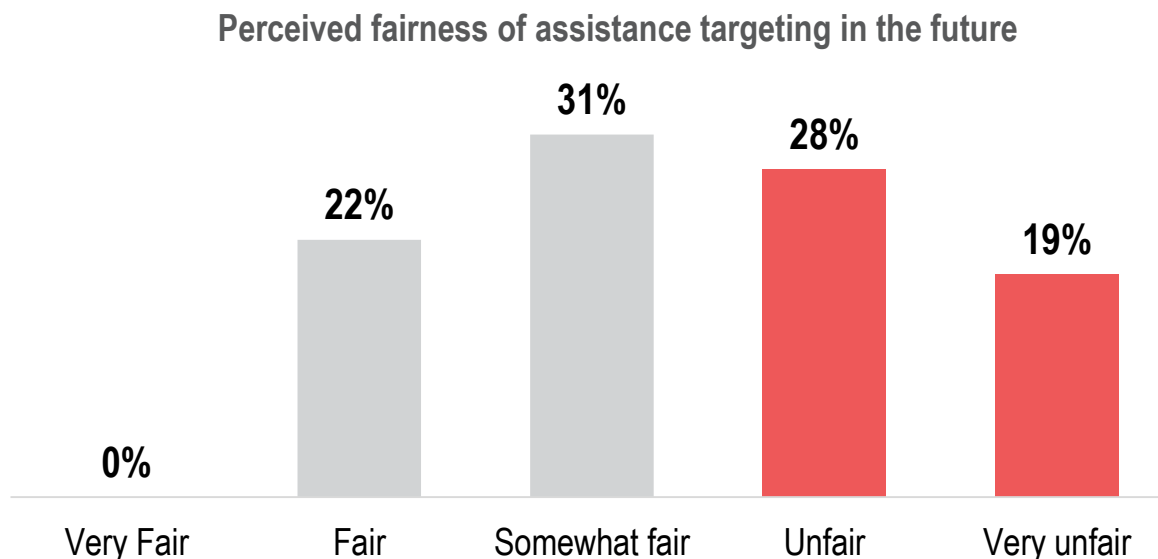
- **76% perceived the eligibility criteria to be unfair or very unfair.** Most frequently cited reasons included inability to make shelter repairs without cash assistance (60%), less vulnerable cases (39%) or cases with alternative sources of income (30%) still receiving assistance
- **Only 12% of respondents reported being aware of the reasons for why they were not eligible for assistance.** This may be due to interviewing a member of the case that was not the principal applicant directly informed by phone
- When we asked those that were aware, all respondents reported that they had been informed by NRC that they were ineligible to receive this assistance

Non-Appeals

- Findings related to cases that did not appeal are indicative only (65 cases) and are not statistically representative of the larger population
- **27% of respondents reported that they did not appeal** the grounds for their exclusion from the assistance. 16% did not want to appeal, and 11% wanted to appeal but did not (26 cases).
- Of the 26 cases that were aware of the appeal process and wanted to appeal but did not, 46% explained that they did not appeal because they **did not think that it would make a difference**, 42% reported that they **did not try**, and 27% were fearful that appealing may result in their assistance being halted entirely
- Of the 16% that did not want to appeal (38 cases), **50% would have been eligible to receive the assistance** according to self-reported eligibility criteria

Perception of targeted assistance

- **76% of respondents found the eligibility criteria to be unfair or very unfair.** However, when asked about the fairness of generally targeting assistance in the future*, 47% perceived targeting of assistance to be unfair or very unfair. This implies that to a certain extent, **camp residents may find any future targeting unfair regardless of the criteria used**, particularly if their family is excluded.
- When asked what criteria should be used to decide who gets assistance, 88% responded 'cases that are in a bad financial situation,' 87% responded 'vulnerable cases,' and 55% 'cases with more than 1 person.'**



* When asked "How fair do you think it is to have more targeted assistance in the future?"

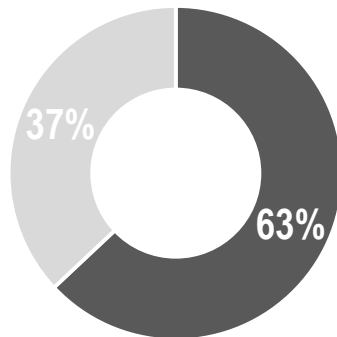
**Multiple response options could be selected

Designated alternative collector (DAC)

DAC case profile

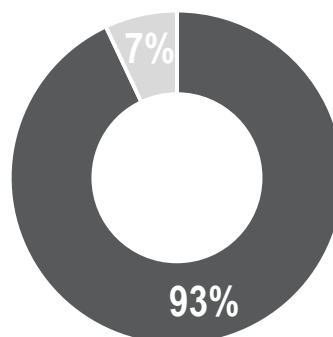
- All cases were asked about their receipt of cash for gas assistance
- **93% of cases were permanently signed up to the DAC scheme**, and 7% reported being temporarily registered
- **Nearly two-thirds (63%) of cases reported living in the same household as their DAC**, whilst 37% lived in separate households
- **70% of cases were female headed** and 30% of cases were male headed (i.e. sex of principal applicant)

Lives with DAC



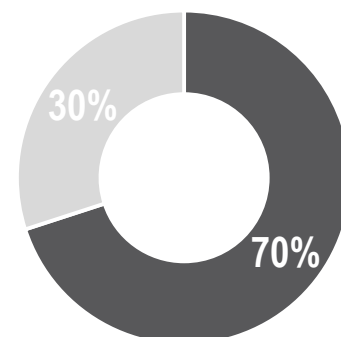
■ Yes ■ No

DAC case status



■ Permanent ■ Temporary

Sex of head of case (HoC)

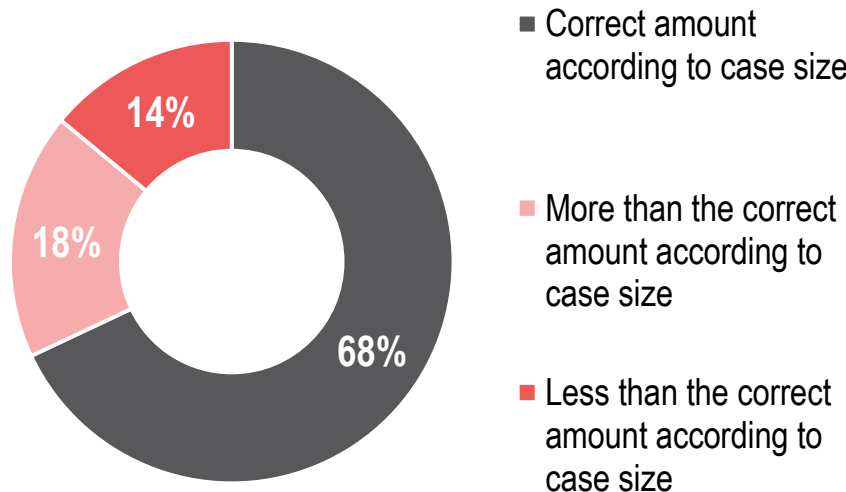


■ Female HoC ■ Male HoC

Assistance received

- 90% of DAC cases reported knowing how much they received. Of this group, 98% of DAC cases reported receiving some assistance, and the majority (98%) of this group reported receiving an amount that corresponded with the full amount eligible for according to their reported case size. However, when the reported amount received was calculated according to reported case size, **only 68% reported receiving the correct amount**
- 18% reported receiving more than they were eligible for, which may indicate a confusion on the part of the respondent regarding the distribution they were being asked about (they may have been referring to a different distribution)
- **14% reported receiving less than they were eligible for, which may indicate that that cases registered with the DAC scheme are misinformed about the amount of assistance that they are eligible to receive or where confused about the distribution in question**

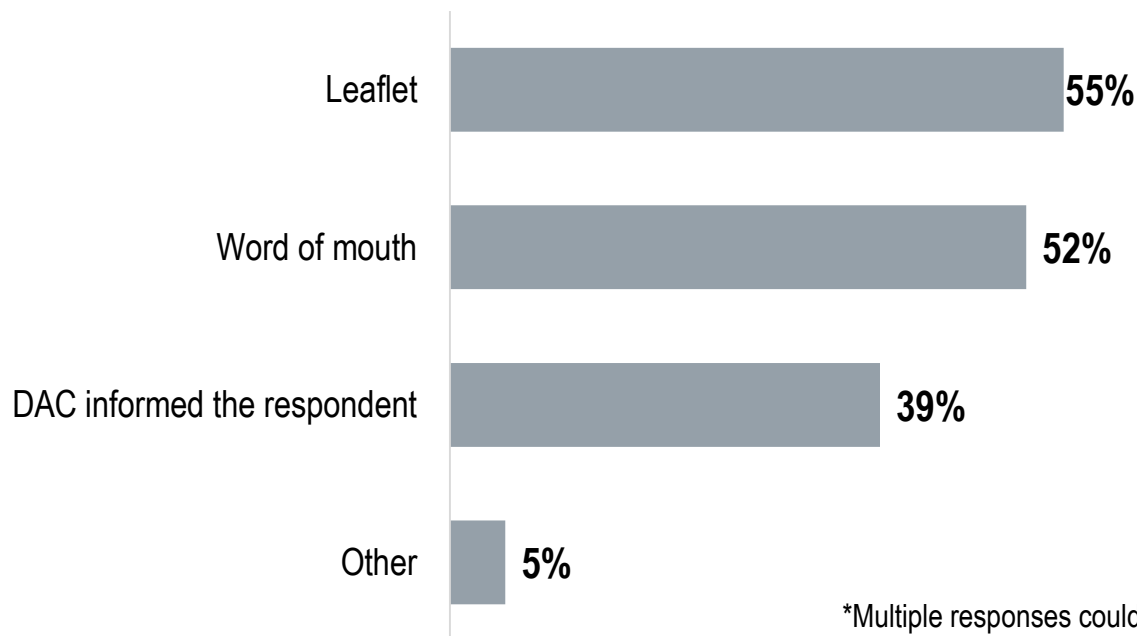
Correct amount of assistance received, of the cases that reported knowing how much they received



Information and contact with DAC

- The most frequently cited methods through which respondents reported hearing about the distribution was through **leaflets (55%)** or **word of mouth (52%)**.
- **However, more than a third (39%)** reported being informed by their DAC
- **95% of respondents reported contacting their DAC in person** as they either live in the same household (60%) or close by (35%), and 94% reported contacting their DAC more than once a week.

Information channel through which respondent was informed about the distribution*

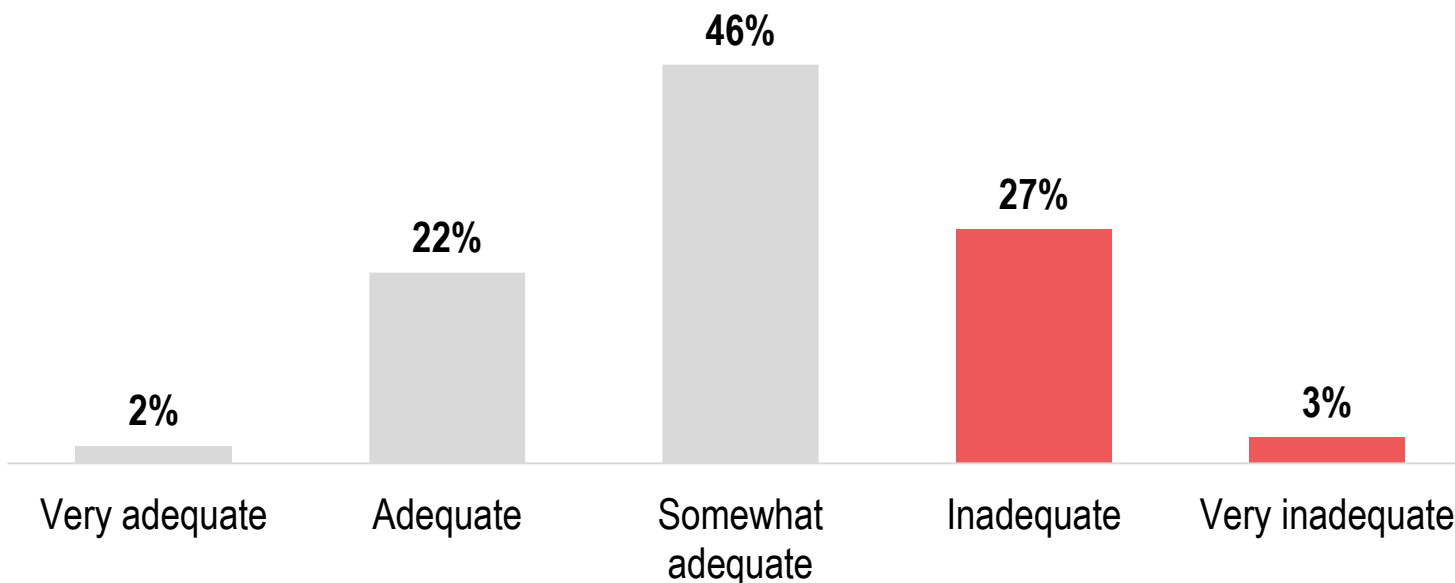


*Multiple responses could be selected

Use and adequacy of assistance

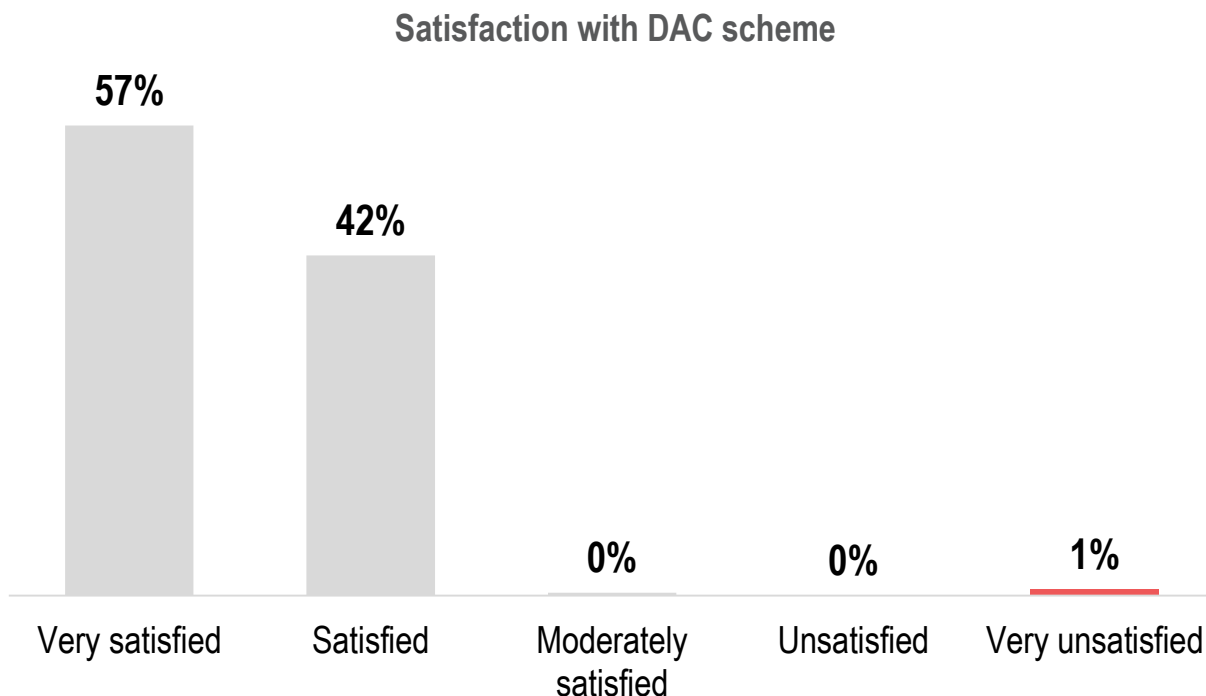
- **Gas consisted of 60% of reported primary expenditure.** This was broken down as 17% gas canister for cooking, 25% gas refill for cooking, 5% gas canister for heating, and 13% gas refill for heating
- **18% spent the assistance on gas only,** compared to 41% at the camp-wide level
- **The majority of respondents perceived the amount of assistance received as ‘Somewhat adequate’ (46%)**
- Of the 30% that reported the amount of assistance as inadequate or very inadequate, the most frequently cited reason was that the amount was insufficient for the intended period of use (83%), followed by not being enough to purchase items needed (19%) and not being enough for the number of family members (10%) (multiple responses could be selected)

Perceived adequacy of assistance



Satisfaction

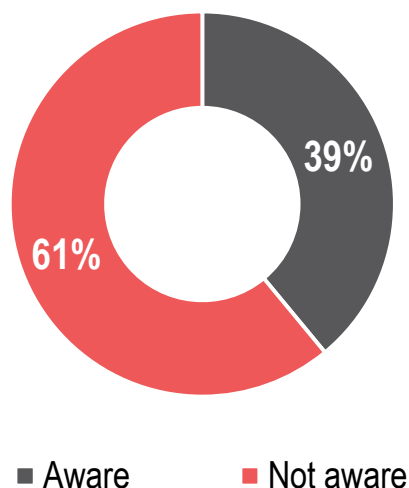
- **Nearly all respondents (99%) reported satisfaction** with the DAC scheme, with more than half (57%) reporting they are very satisfied. The 1% that reported being very unsatisfied represents 2 individuals who reported that they had been informed that they were no longer eligible for the DAC scheme.
- 97% of respondents reported receiving their assistance from their DAC the same day as the distribution
- This indicates that the system is working well, and cases registered with a DAC are satisfied.



Feedback and complaint mechanisms

- Only 39% of respondents reported being aware of available feedback and complaint mechanisms
- Furthermore, only 36% of respondents were aware that they could change their DAC if they wanted to. However, only 4% of the total sample reported wanting to change their DAC
- 5 respondents reported knowing they could change DACs, and wanted to change DACs. Of these 5, 4 have not changed their DAC. They explained that: there was no other alternative (1), they did not know who to talk to or where to go (2), or that they did not want to cause a problem with the current DAC (1)

Reported awareness of available feedback and complaint mechanisms

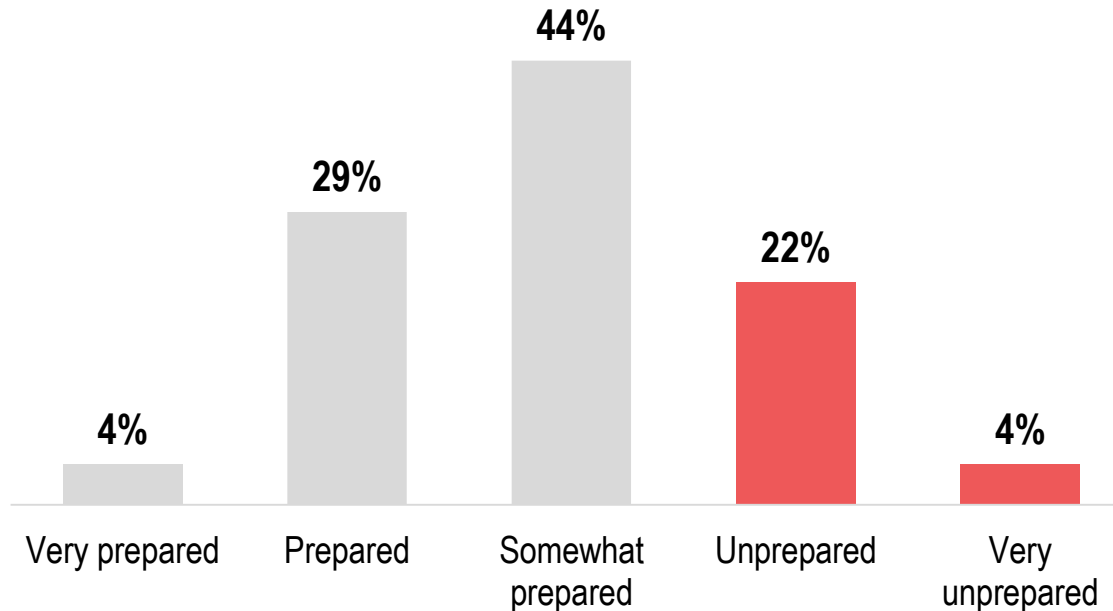


*Multiple responses could be selected

Winterization preparedness

- **26% of DAC cases reported being unprepared or very unprepared for winter.** This is higher than reported by cases at the general camp level (15%), which is indicative of the overall greater extent of vulnerability amongst cases with a DAC
- That said, the majority (74%) indicated some degree of preparedness
- Of the 26% of cases that reported being unprepared/ very unprepared, the majority stated that the assistance was not enough for the winter*

Proportion of DAC cases, by reported preparedness for winter



*This finding is indicative rather than statistically significant

Conclusions and recommendations

➤ Assistance amount:

- In general, reported preparedness for winter improved significantly following distributions. However, there was a notable difference in reported preparedness compared to the sample of residents that did not receive shelter maintenance assistance. This implies that **shelter maintenance assistance is a high priority winterization need in the camp**
- Cash assistance distributed for shelter maintenance was frequently reported as insufficient due to the high cost of materials needed. **These distributions may be better issued based on case size, or number of caravans in need of maintenance**, or cost of necessary materials could be subsidized in markets, to better fund the amount and type of materials needed
- Reported sufficiency of cash for gas distributions was higher than for shelter maintenance assistance (27% compared to 62%). This is likely due to the amount being adjusted according to case size. However, where insufficiency was reported, it was explained as the amount being insufficient for the intended period of use. **Due to heating needs over winter, cash for gas distributions may need to be increased**

Conclusions and recommendations

➤ Assistance collection:

- The majority of recipients collected their assistance in the morning (74%), most before 9am (52%). A higher proportion of respondents reported longer waiting times at these collection times. Furthermore, 97% of security incidences reported were specified as overcrowding. These issues could be addressed by **increasing the number of staff at distributions, increasing the number of distribution days to reduce waiting times, shorter windows of time over a greater number of days, or information and community mobilization to encourage people to attend distributions later in the day when possible**
- In particular, need to raise awareness that recipients should not arrive at the distribution centre before opening hours (9am)

➤ Information dissemination:

- 49% of respondents would prefer to receive information about distributions via text. **Increase usage of mass text messaging as a way to disseminate information**
- Information about the purpose of distributions has been well disseminated and understood. However, **dissemination of information regarding the amount of assistance and available feedback mechanisms needs to be improved**
- This information could be more widely circulated at community gatherings through both public announcements, and the dissemination of printed materials

Conclusions and recommendations

➤ Targeting assistance:

- **Further research into socio-economic status and financial need** could be carried out as a basis upon which to designate eligibility for assistance
- 30% of cases designated as ineligible for shelter maintenance assistance did not meet the criteria for exclusion, based on caravan size. **Information on caravan numbers per case needs to be updated in order to more accurately designate eligibility for future distributions**
- **Ensure cases not selected as eligible to receive assistance are aware of the basis of their ineligibility, and are aware of appeals processes when they are first contacted.** Also see recommendations about information dissemination

➤ Designated alternative collector scheme:

- 98% of respondents from this sample group reported knowing the amount that they were eligible to receive. However, only 68% reported receiving an amount that was correct according to their reported case size. There is a need to **improve communications and outreach to cases signed up to the scheme to ensure they are receiving the correct information**
- The majority of respondents reported that they did not want to change their DAC. However awareness of complaint and feedback mechanisms, and the ability to change their DAC should they want to is low; 39% and 36% respectively. **As vulnerable cases, they should be specifically targeting in information dissemination plans**